Hopi Tribe Education Feasibility Study

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HOPI TRIBE EDUCATION FEASIBILITY STUDY

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EXECUTIVE SUMMARY

Background

In 2015, the U.S. Bureau of Indian Education (BIE) awarded the Hopi Tribe a "Tribal Education Department" (TED) grant, for the development and operation of the education department. According to BIE,

> *These funds support the development of TEDs to improve educational outcomes for students and improve efficiencies and effectiveness in the operation of BIE-funded schools. The goal of the TED grant program is to promote tribal education capacity building by focusing on certain areas. These areas include providing for the development and enforcement of tribal education codes, facilitating tribal control in all matters related to the education of Indian children on reservations, and providing for the development of coordinated educational programs on reservations.*

Through the TED grants, the BIE intended to "transform and improve the quality of education" students receive at BIE-funded tribal schools, to help the Tribes facilitate local control, restructure school governance, build governance capacity, and construct curricula that are both academically rigorous and culturally relevant to students.[1]

In Spring 2016, after the creation of an ad hoc committee of school administrators, and extensive discussions, the Hopi Tribal Council approved the acceptance of the TED grant and began to develop a Request for Proposals. In 2017, the Council approved the use of the TED grant funds to hire **Public Works LLC** and its team of 11 experienced consultants.

The **Public Works** team was tasked with evaluating the current educational structure and determining (1) whether it was "feasible" for the Tribe to develop a "coordinated educational program" on the reservation, and, if so, (2) how the Hopi Tribe should structure the governance and build leadership capacity to facilitate a "comprehensive and coordinated" education system.

Current Educational Governance Structure

Currently, there are seven schools on the Hopi reservation, including:

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[1] www.bie.edu/cs/groups/xbie/documents/text/idc1-030936.pdf

- **Five elementary schools**: Keams Canyon Elementary School, First Mesa Elementary School, Second Mesa Day School, Hopi Day School, and Moencopi Day School, which all serve students in Grades K – 6;
- **One elementary and middle school[2]:** Hotevilla-Bacavi Community School, which serves students in Grades K – 8; and
- **One combined junior and high school:** Hopi Junior Senior High School, which serves students in Grades 7 – 12.

These schools are funded by the BIE. Through several Hopi Tribal Council resolutions over the last few decades, the schools have all transitioned from BIE-managed to "tribally-controlled" grant schools. Each of the schools is managed by a local Governing Board of elected board members.

There are three institutions that exercise leadership roles in the Hopi education system:

1. The Hopi Tribal Council's Health and Education Committee (HEC),

2. The Hopi Board of Education (HBE), and

3. The Hopi Department of Education and Workforce Development (the "Department"),

Each school's Governing Board sends a representative to the Hopi Board of Education (HBE), an entity regulated by the Tribe. Under the Hopi Education Ordinance, referred to as "Ordinance #36," originally enacted by the Hopi Tribal Council in 1981 and amended several times since then, the HBE is supported administratively by the Hopi Department of Education. Ordinance #36 decrees that the HBE and the Department should assess reservation-wide educational needs, set reservation-wide educational goals, set minimum reservation-wide education standards, and prepare an annual report on the status and future development of the Hopi Education System. However, the Hopi Tribal Council only recently revived the HBE in 2016, after years of defunding it, and thus neither the HBE nor the Department has complied with these requirements, and no reservation-wide standards, goals, or reports exist.

Now called the "Hopi Department of Education and Workforce Development," the Department runs one child care center, four Head Start Centers, a workforce development program (primarily aimed at youth and young adults who are no longer attending school), and a college scholarships program. For the most part, prior the receipt of the federal TED grant, the

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[2] The Hopi Mission School (K-8) is also included in the Hopi Education Ordinance #36, but it is currently closed.

Department focused on early childhood education and the college scholarships, but did little to coordinate with the K-12 schools or support K-12 students.

In addition, as part of the TED grant process in 2016, the Hopi Tribal Council reactivated the Health and Education Committee as a standing committee under the Legislative Branch, which was approved on the 2015 Organizational Chart of the Hopi Tribe. The committee currently includes a chairman, vice chairman, and three other Council members.

Summary of the Major Issue

As laid out in detail in the following report, the current schools' structure is not working effectively for Hopi students. Hopi school staff are working diligently, but they are not seeing strong academic achievement results; school administrators are overwhelmed with managerial and other tasks with minimal support or strategic direction from their elected governing boards; and teachers, parent liaisons, and department managers alike are unable to share strategies, learn from each other, pool resources, or achieve economies of scale. The schools employ different academic curricula, and Hopi language and culture is not being integrated effectively into the schools' programs. Most importantly, there is no overarching entity that can provide school leaders with oversight over individual schools, accountability for poor academic performance or ineffective governance, or support or knowledge of the newest educational strategies and models.

These unsatisfactory outcomes suggest that a comprehensive system of schools would be far more effective than the current structure of isolated, independent schools. As delineated below, there are three potential governance options to restructure the Hopi educational system to achieve such a result: (1) a consortium, (2) a centralized entity to provide support, or (3) a unified school district model.

Whichever governance option is chosen, however, the Hopi Tribal government has not demonstrated the financial ability or administrative capacity to provide the needed support. As such, stakeholders have voiced concerns that structural changes would take away local control and give control to the Tribe, without providing meaningful leadership capacity or additional funding resources from the Tribe, in return; it thus merely would add a level of unneeded bureaucracy and would worsen the schools' situation.

This caused the **Public Works** team to ask the second – and more difficult – question: Even though the schools would benefit greatly from coming together and cooperating in some fashion, even perhaps under a single schools' superintendent, is it ***feasible*** for the Hopi Tribe to establish these governance structures, fund them, and implement them with fidelity and effectiveness?

While it is clear that a comprehensive educational system would be ***possible*** to set up, it would be neither easy nor effective unless the Hopi Tribal government takes certain steps before, during, and after it makes the structural changes. Balancing the needs of the schools with the current lack of capacity on the Tribal level, this Feasibility Study grapples with that more difficult question.

Accordingly, the **Public Works** team recommends three steps:

1. The Hopi Tribal Chairman should support the TED Advisory Committee to ensure stakeholder representation, participate in the visioning meetings in May 2018, and commence a six-month community process to define Hopi education for the future.

2. The TED Advisory Committee, schools' administrators, and other key stakeholders should review relevant portions of the report, evaluate the recommendations for each policy area, share ideas, and consider what governance structure will best ensure that each policy recommendation is effectively implemented.

3. As a first step toward building a comprehensive educational system, however it is structured in the long-term, the Hopi educational leadership should take immediate steps to compile data, strengthen its governance capacity, act collaboratively, and build trust as it continues the community dialogue about long-term options.

If the Hopi adopt these three recommendations, **Public Works** concludes that it is, in fact, ***feasible*** for the Hopi to set up an effective governance structure and build leadership capacity to facilitate a "comprehensive and coordinated" education system on the Reservation.

Report

Public Works is honored by the opportunity to present this report. The report includes extensive information about Hopi's current schools' practices, relevant research and best practices, and feasible options for the future. By providing a good foundation for a data-driven community dialogue, this report can help to facilitate the development of a comprehensive and consolidated education plan for the Hopi Tribe's education system.

This project included three parts:

1. **Research and Best Practices:** In separate documents, **Public Works** has already submitted two reports:

a. **Tribal Education Codes Report:** Public Works compiled and analyzed 17 Tribal Educational Codes (January 2018 report); and

b. **Site Visits Report:** The review team visited and met with 13 Tribes who are conducting promising practices on issues relevant to the Hopi, such as governance of schools, preservation of Tribal language and culture, professional development and capacity building, and family and community engagement, among others (February 2018 report).

2. **Feasibility Study:** A relevant, structured, comprehensive analysis of the current Hopi educational system; and

3. **Visioning Statements:** Development of a clear, focused and concise vision for Hopi education based on the comprehensive educational system analysis.

Research and Best Practices

In the two reports already provided, Tribal Education Codes Report and Site Visits Report, the review team included myriad examples of how the Hopi can structure their governance, oversight, and support of their schools. The Codes report shows what can be done legislatively. The Site Visits report offers over one hundred separate examples of how strong leadership and partnerships can result in significant accomplishments that benefit students. These examples, as well as the leading research in relevant subjects, are integrated into the Feasibility Study report's recommendations as well.

Feasibility Study

Using funds from the federal TED grant, Public Works conducted the Feasibility Study from August 2017 to February 2018 to assess the current performance of Hopi schools to determine possible next steps. The team analyzed data from multiple sources, including:

- Data provided by the U.S. Bureau of Indian Education and by the Hopi Department of Education and Workforce Development (the "Department");
- Information and documents provided by the schools, including, but not limited to, aggregated student data when available, school improvement plans, budget documents, technology plans, parent newsletters, student-parent handbooks, governing board bylaws, agendas, and meeting minutes;
- Onsite interviews in June 2017, October 2017, and November 2017 with school administrators, Tribal leaders, Governing Board members, Department managers, and key community stakeholders;

- Focus group interviews with elementary principals, Hopi Junior Senior High department managers, elementary teachers, parents, special education teachers, business and finance administrators, high school students in the AVID program, and Head Start parents and staff, among other groups;
- Visits and meetings with the *Hopi Tutuveni* newspaper editor, KUYI radio station, Hopi Education Endowment Foundation (HEEF), Hopi Foundation, Northern Pioneer College, First Mesa Youth Center, Hopi Cultural Center, Hopi Housing Authority, Hopi Office of Cultural Preservation, a number of village Community Service Administrators (CSAs), and members of the Health and Education Committee;
- A Special Meeting held by the Hopi Board of Education on November 6, 2017, where **Public Works** gave a presentation about the other Tribal Education Codes and promising practices of other Tribes that could inform the Hopi in their decision-making, explained the Feasibility Survey, and answered questions about the study;
- An open community meeting held at the First Mesa Youth Center for business, church, youth, and community leaders on November 7, 2017;
- A "Gallery Walk" survey of comments by students, parents, and family members during the Hopi Day School Shindig on November 8, 2017;
- Follow-up phone interviews with schools' administrators, parent liaisons, the Hopi Board of Education Chairman, the Hopi Tribe's Health and Education Committee Chairman, and the Tribal Chairman and Vice Chairman and their key staff members.

In addition to the analysis of documents and extensive interviews and focus groups, **Public Works** analyzed four personalized surveys of (1) administrators and teachers, (2) Hopi High School students, (3) parents and guardians, and (4) community members. The surveys were designed, edited, and approved over a four-month period with input from the Hopi Foundation, the schools' administrators, and an ad hoc Education Committee appointed by the Education Director that included some Department managers, Tribal Council members, and school administrators, and the Hopi Board of Education Chairman. The surveys were distributed by Department staff and school administrators. They were also mentioned and promoted in *Hopi Tutuveni* articles in November and December 2017 (with the community survey links included in the December article), and promoted further by the Hopi Tribal Chairman's Chief of Staff and again by the Hopi Tribal Chairman himself in two different KUYI radio shows throughout January 2018. In addition, the Department's managers forwarded the surveys throughout the Tribal agencies and provided the Mobile Technology Unit to allow community members to use computers to fill out the surveys online.

The surveys were open from December 2017 to February 2018.[3] The respondents completed most of the surveys online using an application called Survey Monkey, however between 100 and 150 surveys were completed by parents or community members on paper copies. For the Hopi High School student surveys, the AVID students took the lead in asking their friends and classmates to complete the surveys. In two schools, over 50 parent surveys each were completed at PTO and PAC meetings. In total, Hopi stakeholders completed 605 surveys: Parents and Guardians (204), Hopi High School students (165), Community Members (142), and Administrators and Teachers (94).

The use of multiple data sources to compile the information and analysis in this report enhances the integrity of the final recommendations.

Written Report

The team was inspired by school administrators' efforts to provide a welcoming school environment, strong school culture, and successful students. However, there was evidence that current governance systems were dysfunctional, with frayed trust and minimal accountability. Nonetheless, each option for change brings another risk or potential challenge. The report is intended to break down each barrier, and provide the Hopi community with concrete recommendations and step-by-step implementation options.

The report includes 13 chapters, distinguished by their policy areas and specific recommendations. In each chapter, the current educational situation is described under "Key Findings," which are separated by individual school where possible, or grouped more generally when appropriate. Using educational research and best practice models from Tribes across the country, Public Works then sets forth "Recommendations" and potential "Implementation" steps. In some cases, the implementation has an extensive "Fiscal Impact." As such, the Tribe and/or the schools will need to decide whether such a recommendation is a priority and, if so, then find the resources. Alternatively, many of the recommendations can be implemented with current resources.

Lastly, many of these recommendations can be implemented using a variety of Tribal regulatory structures, including a central authority, school district model, a consortium and sharing of ideas, or maintenance of the current structure with stronger accountability and compliance mechanisms. These four major distinctions are raised repeatedly throughout the report.

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[3] The Administrators/Teachers survey and the Hopi High School surveys were closed in mid-January 2018, while the Parent/Guardian and Community Member surveys were not closed until February 2018 when all paper copies were received and input manually.

This report is organized into three parts: Governance and Leadership, School Improvement, and Administrative Performance.

Part I: Governance and Leadership

Based on the evidence from Hopi and the research nationwide, a comprehensive system of schools would be more effective than the current structure of isolated, independent schools. However, this is only the case if the institution managing the schools has the financial and leadership capacity to provide the needed support and oversight. As such, it is particularly important for the Hopi Tribe to figure out how to establish these governance structures, fund them, and implement them with fidelity and effectiveness.

As such, **Public Works** lays out four potential governance options, all supported with detailed examples from other Tribes:

- Option 1: Maintain and strengthen the current local autonomy structure;
- Option 2: Set up a consortium for sharing ideas and resources;
- Option 3: Create a centralized entity that provides support for the schools; and/or
- Option 4: Create a central authority that provides oversight and consistency to the schools.

For each option, we address the structures that currently exist to manage and govern Hopi schools, how they are working, and what they need to improve. For any future restructuring, we ask:

- How the Hopi would define a "comprehensive educational system?"
- What regulatory and administrative structures would need to be authorized?
- How the Hopi would fund a reservation-wide regulatory authority or collaborative entity? and
- What capacity building and leadership training would be needed to implement the plan with transparency, accountability, and fidelity.

As noted above regarding the noncompliance with Ordinance #36 to date, changing the Hopi Education Code, in and of itself, will not result in school improvement. This last point is critical: Strong leadership and significant capacity-building efforts are intimately tied to effective implementation of any governance system.

With extensive supportive details, the Governance and Leadership chapters provide options, highlight critical decision-making factors, and focus on mechanisms needed for implementation, as follows:

- **Chapter I: Governance** – The Hopi Tribal Chair should support the TED Advisory Committee and hold an inclusive community dialogue to find consensus on the foregoing options; and for each option, the Committee should consider Tribal funding sources, what administrative, policy, and curricular issues would be covered, how the "regulated entity" should be structured, and whether it would hire a schools' superintendent. Most importantly, regardless of which structure is chosen, Tribal education leaders should pursue capacity-building and leadership training to implement the plan with transparency, accountability, and fidelity.

- **Chapter 2: Educational Leadership** – School administrators should come together to learn from one another (and/or get support from a schools' superintendent); the Board and school administrators should use strategic planning to operate and govern; and the Tribal education institutions (HBE, HEC, and the Department) should have clearly defined roles and training.

Part II: School Improvement

Hopi schools are struggling to prepare their students for college and career in the global economy, while maintaining the focus on Hopi culture and customs. The broad concept of "School Improvement" encompasses many integrated components, including educational services (i.e. curriculum and instruction, professional development and mentoring), integrated student supports (i.e., special education services, gifted education, vocational education), human resources systems that support teachers, family engagement, a continuum of services from birth to college and career, and support from the broader community.

Public Works evaluates how the schools are addressing these challenges, and what supports they need to improve student achievement rates. We consider what oversight structures, collaborative mechanisms, and strategic relationship-building prowess they would need to implement meaningful school improvement. Based on that data, we recommend a comprehensive approach to school improvement and higher student achievement.

As it is the core of school improvement, this is the longest section of the report, with six chapters. Most of the recommendations include a common model or practice that should be adopted by *all* the schools, or a coordinator or consultant needed to build capacity or set up an effective program. This could be accomplished with a consortium, but it would be more effective under a central authority model. Recommendations include:

- **Chapter 3: Educational Service Delivery** – Hire a School Improvement Coordinator and implement a transformative School Improvement model; establish special education centers (especially for those students with more severe disabilities); ensure that all schools offer rigorous Gifted and Talented programs; restructure the

Career and Technical Education (CTE) program and create a Business and Industry Advisory Committee to support it; collaborate and strengthen school library programs; and establish a collaborative to share professional development and new teacher support systems.

- **Chapter 4: Human Resources Management** – Develop a common staffing allocation formula; conduct a system-wide salary study; implement a coordinated mentorship program; adopt a single written recruitment policy and a consistent salary scale; develop a Grow-Your-Own program for teachers; special educators, and counselors; implement a common performance review system for principals; and work to improve the housing situation for teachers.

- **Chapter 5: Integration of Hopi Language and Culture** – Develop a common curriculum and assessments; and consider a role for Tribal authorities to play in supporting, developing and promoting curricula regarding Hopi values, culture, and language.

- **Chapter 6: Discipline and Behavioral Health Services** – Implement, with fidelity, a school-wide student behavior management system in all schools, incorporating into the system Hopi core values and culture; and support it with full-time counselors in all schools

- **Chapter 7: Family Engagement** – Ensure that all schools integrate meaningful family engagement into all planning; develop public relations plans and use their schools' web sites to be more transparent; and apply a family engagement model that promotes, trains, and sustains parents and family members to support student achievement.[4]

- **Chapter 8: Educational Continuum (Pre-K – College)** – Develop an "Education Pipeline" that assesses the needs and supports the educational continuum of youth, from birth to workforce; and build the organizational capacity necessary to support greater cooperation with post-secondary education partners.[5]

- **Chapter 9: Community Support** – Promote collaboration and coordination amongst schools and community stakeholders to strengthen programs to serve youth effectively; collaborate with related Tribal agencies to address underlying issues; and

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[4] Implementation of this recommendation will require technical assistance from the BIE, partnership with a nonprofit organizations or association, or professional consulting services.
[5] As the Department coordinates much of this programming now, this chapter is focused primarily on recommendations for the Department.

initiate a series of wide-ranging discussions among the community about what makes up the Hopi vision of education and how to fulfill that vision.

Part III: Administrative Performance

Finally, **Public Works** addresses other critical aspects of school administration that are needed to develop a comprehensive educational system. In particular, the review team evaluates how well administrative systems are currently working, where the schools need improvements, and ways they can become more efficient and conserve limited resources.

Again, many of these chapters include recommendations for reservation-wide management or coordination to provide support and opportunities for sharing strategies, pool resources, and/or achieve economies of scale. We recommend that Hopi schools hire reservation-wide directors for both transportation and facilities, as well as a part-time facilitator for federal finance work. These positions mirror a more traditional school district model in the sense that they would generally be assistant superintendents or department managers in a school district office, however, they could also be created under a consortium. Additionally, the Technology chapter recommends a reservation-wide Technology Consortium. Finally, some of the recommendations that require schools to act would still need some mechanism for accountability and oversight. Recommendations include:

- **Chapter 10: Finance & Budget** – Hire a federal finance facilitator who serves all the schools; collaborate on procurement of professional contract staff and services; adopt uniform business practices, software, and reporting practices; meet together monthly to share information and provide each other technical support; consolidate the schools' Food Services programs; and ensure that all schools create or update their strategic plans and use them to guide budgeting and decision-making.

- **Chapter 11: Transportation** – Hire a full-time transportation director to oversee the transportation operations in all Hopi schools; conduct a cost-benefit analysis to determine if leasing buses is the most economical method of providing transportation services; purchase electronic routing software; develop transportation policies that are consistent with the Hopi Education Code (about transporting students beyond attendance boundaries); and ensure that all schools review and update school transportation policies and that all transportation supervisors are well-versed in driver training and safety procedures.

- **Chapter 12: Safety & Security** – Hire a part-time facilities director to ensure facilities are using industry standards regarding cleanliness, safety, maintenance, and energy management across all schools; and organize a coordinated Hopi

Incident Command System that includes all stakeholders and ensure all schools have a consistent and updated emergency response procedure manual.

- **Chapter 13: Educational Technology** – Form a Hopi School Technology Consortium; ensure that each school develops or updates its school technology plan and sets up a separate technology budget and includes ongoing professional development in classroom technologies; and develop Hopi-centric technology content.

Visioning Statements

In addition to this report, **Public Works** has drafted 13 visioning statements aligned with each of the policy chapters. Their purpose is to provide statements for the TED Advisory Committee members and key stakeholders to review, deliberate, and determine where they can find consensus. These statements will help to facilitate the development of a clear, focused and concise vision for Hopi education based on the comprehensive educational system analysis.

Conclusion

Public Works was directed to consider two important components of Hopi education: (1) strengthening and maintaining the Hopi way of life; and (2) improving student academic achievement to build 21st Century skills, provide higher education opportunities, and prepare students to meet their career aspirations. Similarly, when asked to describe a comprehensive educational system in the Community Surveys, two community members wrote their aspirations for the Hopi schools:

> *Where students can have the opportunity to learn Hopi Language and concepts (range from Hopi ceremonies to Hopi Constitution), at the same time acquiring a high level of education where it teaches students to become productive members of society. In order to contribute to this modern-day Hopi, we need both worlds to survive as has been always expressed by our Hopi elders.*

> *To me, a Comprehensive Hopi Education System consists of a foundation built on Hopi lifeways - it means it takes what the best aspects of Hopi / Indigenous living are and pairing them with what it will take to succeed in the world beyond school.*

These two synergistic objectives provide the foundation for our analysis and report.

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SUMMARY OF KEY FINDINGS AND RECOMMENDATIONS

Chapter 1: Governance of Hopi Education

Key Findings:

- The current Hopi educational system isn't working well and the Hopi's locally controlled schools need more support; however, the Tribal government lacks the financial ability or administrative capacity to provide it. For example:

    - Because Hopi schools are independent, peers are not learning from each other.
    - Schools are not optimizing resources because they are failing to achieve economies of scale.
    - Community members and school staff alike want more support from a reservation-wide entity.
    - There is no synergy between schools, oversight over individual schools, or accountability for poor academic performance or ineffective governance.

- The current Hopi Board of Education does not have the capacity to support or oversee all Hopi schools effectively.

- The schools need administrative and curricular supports that they are not receiving, and that could be provided by a schools' superintendent.

- If a tribal-level central authority is constituted, its responsibilities, and the roles, powers and duties of the local schools, still can vary widely across a range of substantive areas.

- The schools can collaborate, pool funds, or even centralize authority in certain administrative areas, without necessarily ceding authority over money and budget, however, if the Tribe were to establish a district office or provide supplemental supports to schools, it needs to consider additional resources.

- Lack of curricular alignment between the elementary and secondary levels and the sustained low performance at the elementary level have culminated in lack of preparedness and low performance of students at the secondary level.

- The Hopi Tribal government lacks administrative capacity, and/or financial ability to provide support for schools, and therefore, it lacks the trust of some stakeholders that it can provide oversight over a Hopi school system.

Summary of Recommendations:

- The Hopi Tribal Council Chair should support the TED Advisory Committee and hold an inclusive community dialogue on the following options on how to move forward with their school system:

  - Option 1: Maintain and strengthen the current local autonomy structure;
  - Option 2: Set up a consortium for sharing ideas and resources;
  - Option 3: Create a centralized entity that provides support for the schools; and/or
  - Option 4: Create a central authority that provides oversight and consistency to the schools.

- If the Hopi decide to design a reservation-wide education system, they should consider how to structure a central board to provide oversight.

- Regardless of the organizational structure chosen, the Hopi should consider hiring a superintendent who will oversee all schools and support all school leaders.

- In considering a centralized entity that would provide more consistent support and/or oversight to Hopi schools, the TED Advisory Committee should determine those administrative, non-curricular areas to which the superintendent would provide support and/or oversight.

- The Hopi Tribe should determine how to fund its centralized entity and/or separate operational areas.

- Whether implementing a consortium, a central entity, or a unified school district, the TED Advisory Committee should consider what aspects of curricular control would be maintained locally, and what aspects would be developed on a reservation-wide basis.

- As a first step toward building a comprehensive educational system, however it is structured in the long-term, the Hopi educational leadership should take immediate steps to compile data, strengthen its governance capacity, act collaboratively, and build trust as it continues the community dialogue about long-term options.

Chapter 2: Education Leadership

Key Findings:

- Hopi school administrators do not have a community of professional support or regularly engage in professional leadership development.

- School administrators and Governing Boards are not engaging in strategic leadership.

- Neither the Tribal Council's Committee on Health and Education, the Hopi Board of Education, or the Hopi Department of Education and Workforce Development have consistently carried out Ordinance #36 requirements related to collecting data, setting reservation-wide goals and standards, and issuing and annual report; nor are they working together strategically with the local Governing Boards to collaborate in their school improvement efforts (such as hiring, evaluation, learning, providing professional development, or purchasing).

Summary of Recommendations:

- School administrators should come together regularly to engage in professional learning and to receive and provide each other with support.

- School administrators and Governing Boards should be supported, through training and by organizational structures, to exercise strategic leadership of their schools and school communities.

- Tribal Education Leaders, including the Hopi Board of Education Members and the Hopi Department of Education and Workforce Development, should have clearly defined roles and responsibilities and should engage in training to ensure that they exercise them effectively.

Chapter 3: Educational Service Delivery

Key Findings:

- The Hopi schools have not been successful in raising student performance at the elementary or secondary levels.

- Serving students with disabilities at the elementary school level through inclusion or resource limits Hopi schools' ability to provide the best instructional setting for students with severe emotional, intellectual, or behavioral disabilities.

- The Hopi schools set low criteria for identifying gifted and talented students and implement programs that are not highly rigorous.

- The Career and Technical Education (CTE) program implemented at the Hopi Junior/Senior High School does not effectively prepare students for the job market.

- Some Hopi school libraries do not meet the U.S. CFR Standard XIII minimum requirements with regard to staffing, collection size, policies and procedures.

- While some of the Hopi schools improved the planning and organization of professional development, professional development has not been effective and has not resulted in an increase in student performance.

- Support of new teachers is limited and unorganized among the Hopi schools. The schools do not have a mentoring or coaching system and according to interviews and a review of documentation, there is little evidence of content and instruction-specific professional development or monitoring for new teachers.

Summary of Recommendations:

- Consider a transformation of the schools' instructional approaches to achieve rapid school improvement in student performance.

- Consider transitioning from having a special education program in every school to designating two elementary schools to serve all students with disabilities and one school to serve students with severe disabilities. This structure, implemented in many school districts nationally will allow the maximization/optimization of instructional and professional support resources.

- Increase the rigor of the GT programs from identification and selection to program activities and projects and ensure that all schools offer the program.

- Consider restructuring the CTE program by increasing its course offerings, expanding its resources through a business and industry advisory committee, establishing student participation in CTE organizations, and implementing articulation agreements.

- Hopi schools should evaluate their library programs to determine where they do not meet the minimum requirements set in Standard XIII and identify cost efficient and effective strategies, including collaboration and staff sharing, to meet the requirements.

- Establish a collaborative that will plan, develop, organize, and deliver research-based, best practice professional development tailored to school needs.

- Consider developing a new teacher support system through collaboration with other schools to ensure that new teachers have mentors, attend a well-planned professional development program targeted at new teachers and get ongoing feedback.

Chapter 4: Human Resources Management

Key Findings:

- Schools do not use standard staffing formulas to ensure they are appropriately staffed.

- Recruiting, hiring and retaining highly qualified staff has been a key challenge for school leaders.

- High turnover is a challenge among administrators, teachers, and support staff, causing schools a lack of clear and shared focus and costing the schools resources in replacing and retraining new teachers.

- There is inadequate support for mentorship programs, staff development, and monitoring.

- There is insufficient quality housing available at the schools to attract and retain teachers and staff.

- The Governing Boards do not use the same performance evaluation methods for their school principals/CSAs, thus there is lack of consistency in leadership expectations across all schools.

Summary of Recommendations:

- Hopi schools should use a locally developed staffing allocation formula or industry standard guidelines to determine the appropriate number of positions necessary. They should also look to other schools for opportunities to share staff and resources, where feasible.

- Hopi schools should adopt best practices to reduce the high staff turnover rates. These practices include:

- o Monitoring and reporting annual turnover costs to the Board;
- o Administering consistent exit interviews to determine why staff are leaving and develop strategies to address those reasons;
- o Implementing a coordinated mentorship program; and
- o Conducting a system wide salary study.

- To address teacher recruitment, the Hopi schools should implement three recognized best practices:

  - o Adopt a single written recruitment policy between all schools and pool funding to create a recruitment budget for all the schools.
  - o Schools should also consider adopting a consistent salary scale so that schools are not in direct competition.
  - o Implement a robust and continuous "Grow-Your-Own" program for teachers and hard to fill positions like special educators and behavioral health counselors.
- Develop a new teacher support system through collaboration with other schools to ensure that new teachers have mentors, attend a well-planned staff development program targeted at new teachers and get ongoing feedback.

- Create a Teacher Housing Workgroup to assess and provide options, work toward implementation of the Hopi Comprehensive Economic Development Strategy 2016 and the Tawaovi Development Plan, and consider ways to simplify and/or expedite the village process.

  - o Option 1: The Hopi Tribal Authority could work with the school to negotiate prices with existing module home vendors and to move quickly. Rather than years, constructing a module home could be done in a matter of weeks.
  - o Option 2: The Hopi Comprehensive Economic Development Strategy 2016 and the Tawaovi Development Plan outline other options for improving access to housing. School administrators alongside tribal leaders and the Hopi Tribal Housing Authority may explore the following: (1) Implementing the Tawaovi Development Plan and building lots of housing on the Hopi Partitioned Land, about 15 miles north of Second Mesa; (2) Conducting the housing assessment and working with Hopi Tribal Housing Authority, with a specific focus on housing for teachers; and (3) Maintaining, but expediting the village processes.

- The schools should adopt or create one Performance Evaluation System that should be used by All Governing Boards to evaluate their Principals/CSA's.

Chapter 5: Integration of Hopi Language and Culture

Key Findings:

- Schools address and integrate Hopi language and culture into the school curricula inconsistently; there is little evidence that parents are involved in the effort, and there are no data to determine whether the different approaches schools use are effective.

- Hopi language and culture is not sufficiently integrated into the educational system.

Summary of Recommendations:

- Restructure the Hopi language and culture programs implemented in the Hopi schools by articulating Hopi language and culture standards, developing a curriculum and assessments to be used across all Hopi schools, and making parents and community members an integral part of the program.

- The Hopi should consider a role for Tribal authorities to play in supporting, developing and promoting curricula regarding Hopi values, culture, and language.

Chapter 6: Discipline & Behavioral Health Services

Key Findings:

- The implementation of student behavior management approaches in most Hopi schools is not school wide, is not implemented with fidelity, or sustainable and does not result in desired outcomes.

- Hopi elementary schools provide limited guidance and counseling services. Three of the six elementary schools contract for counselors who come to the schools twice a week for a small number of hours.

Summary of Recommendations:

- Implement with fidelity a school-wide student behavior management system in all schools, incorporating into the system Hopi core values and culture.

- Move from part-time contracted counselor positions to full-time counseling positions on all campuses.

Chapter 7: Family Engagement

Key Findings:

- Family and community engagement activities are rarely strategically integrated into the schools' governance documents or daily operations.

- Hopi schools provide extensive parent communications and hold many successful family engagement activities, but most schools are challenged to find effective strategies to connect with the parents and guardians in meaningful ways that support academic achievement.

- School leaders rarely conduct public relations to promote positive news, either through traditional media or social media, and the schools' web sites are inconsistent and out-of-date.

Summary of Recommendations:

- Review school planning documents and integrate family and community engagement strategically and intentionally into the school improvement process.

- Transform the successful communications and involvement activities into an active family engagement model that promotes, trains, and sustains parents and family members to support student achievement.

- Develop and implement a brief public relations plan, which include reaching out to traditional media sources, posting information and news on social media, and uploading documents regularly to the schools' web sites.

Chapter 8: Educational Continuum (Pre-K - Postsecondary)

Key Findings:

- The Department of Education and Workforce Development offers early childhood, workforce development, and college scholarship programs, but does not have a comprehensive plan that connects these programs and supports the entire educational continuum.

  - Infant and early childhood programs are not adequately preparing Hopi students for Kindergarten;
  - Enrichment opportunities for K-12 students are limited and sporadic;

- Hopi schools are not adequately preparing students for college or a career pathway.
- Workforce development programs are not closely aligned with strategic career paths or the economic development priorities outlined in Tribe's economic development plans.
- Hopi college students, including HTGSP scholarship recipients, lack the transitional and other supports needed to be successful in their college programs and complete their course of study.

- The Hopi have developed some promising partnerships with higher education institutions, however there is no mechanism or dedicated staff to strengthen and sustain these relationships in a systemic, strategic manner.

Summary of Recommendations:

- Develop an Education Pipeline that assesses the needs and supports the educational continuum of youth, from birth to workforce.

  - Strengthen and align early childhood programming so young students are ready for kindergarten.
  - Provide sufficient enrichment that offers opportunities for social development (i.e. social capital) and 21st century skills.
  - Coordinate with HJSHS and the Office of Community and Economic Development to support more career pathways, rigorous coursework, and post-secondary opportunities in high school to improve students' success in college and career, and to align the programming with the Tribe's economic planning.
  - Continue that coordination and alignment to strengthen meaningful workforce development programs for older youth, individuals with multiple barriers, and young adults to build in-demand career skills that are closely aligned with the Tribe's strategic economic development priorities.
  - Strengthen the capacity of the Hopi Tribe Grants and Scholarship Program (HTGSP) to support Hopi students during their study at community colleges and four-year institutions.

- Build the organizational capacity necessary to support greater cooperation with post-secondary education partners, including community college partnerships.

Chapter 9: Community Support

Key Findings:

- Strong community organizations exist, but there is a lack of a unified effort to collaborate to strengthen resources to serve youth more effectively.

- Underlying family and community issues that can affect attendance and school achievement are not being adequately documented, tracked, or addressed.

- The Hopi community aspires for great educational outcomes for their children, but many community members interviewed and surveyed are unsure how, specifically, to best achieve those goals.

Summary of Recommendations:

- Promote collaboration and coordination amongst schools and community stakeholders to strengthen programs to serve youth effectively;

- Collaborate with related Tribal agencies to address underlying issues.

- Initiate a series of wide-ranging discussions among the community about what makes up the Hopi vision of education and how to fulfill that vision. Create broad agreement for the pillars of the new Hopi education system.

Chapter 10: Finance & Budget

Key Findings:

- Each Hopi school procures goods and negotiates contracts individually, frequently for the same goods, services, and contracted professional staff and from the same providers. As a result, business officers are doing redundant work and schools are missing opportunities for cost efficiencies and additional savings.

- School Business Office staff at different schools largely work in isolation from one another which prevents them from helping one another and sharing resources.

- Information on federal funding opportunities is not uniformly understood by school administrators, likely resulting in missed funding opportunities.

- The schools use rolling fund balances, creative cost descriptions, and backfilling between line items to work around the limitations with, and restrictions on, BIE funding.

- Hopi schools report frequent or chronic underfunding in transportation, food, facility maintenance and housing, and information technology.

- Schools do not collaborate on menu planning or coordinate food purchases, resulting in higher expenditures on food services than is necessary.

Summary of Recommendations:

- Hopi schools should consider collaborating on procurement, and when contracting for professional contract staff and services.

- The Tribe should focus on keeping federal revenues on the reservation.

- School business offices should adopt uniform business practices, software, and reporting practices.

- School business office staff should be given time each month to meet together to provide each other technical support and share information and skills.

- School business office staff should consider joining a professional organization.

- There should be a Hopi federal finance facilitator who serves all the schools.

- All schools should create or update their strategic plans and utilize them to guide decision making, including budgeting.

- Consolidate the schools' Food Services programs.

Chapter 11: Transportation

Key Findings:

- The organizational structure and staffing for transportation at the Hopi do not always follow transportation best practice standards.

- The Hopi schools and school board's transportation policies and procedures have not been reviewed, evaluated, and updated on an annual basis.

- Hopi schools are conducting all routing manually, which may not be the most cost-effective and efficient method of routing.

- The Hopi schools should have a more reliable process in place to ensure the safety and security of its transportation services.

Summary of Recommendations:

- Hire a full-time transportation director to oversee the transportation operations in all Hopi schools.

- Conduct a cost-benefit analysis to determine if leasing buses is the most economical method of providing transportation services.

- All school transportation policies and procedures should be reviewed, evaluated, and updated on an annual basis.

- Develop transportation policies that are consistent with Hopi Education Code.

- Consider purchasing electronic routing software to enhance the efficiency and effectiveness of transportation services in the Hopi schools.

- Immediately ensure that all transportation supervisors are well versed in driver training and safety procedures.

Chapter 12: Safety & Security

Key Findings:

- Hopi schools are struggling with facilities issues, ranging from old buildings in poor repair to lack of space. While each school has a staff member dedicated to facilities, there is no one person to turn to for professional help outside each school and schools are not consistently implementing a preventative maintenance program.

- The Hopi Schools Emergency Plans are inconsistent and include multiple safety issues that should be high priorities for change.

Summary of Recommendations:

- Hire a part-time facilities director to ensure facilities are using industry standards regarding cleanliness, safety, maintenance, and energy management across all schools.

- Organize a coordinated Hopi Incident Command System that includes all stakeholders (schools, law enforcement, emergency responders, and all governing bodies) and ensure all schools have a consistent and updated emergency response procedure manual.

Chapter 13: Educational Technology

Key Findings:

- Hopi school leadership and staff are not consistently making decisions regarding technology use and purchasing that are not in close alignment with their school's technology plans.

- Many supplementary technology and connectivity resources are available to rural schools and to Native American schools specifically. However, not all Hopi schools seem to base their decisions about connectivity on the same information or sources.

- There are no separate technology budgets at the Hopi schools for planning expenditures, such as needed supplies, periodic maintenance, and anticipated repairs or upgrades.

- Teacher training on education technologies and applications is the key to a successful educational technology program, however it is often inconsistent and sporadic.

- It is a challenge for Hopi schools to identify culturally relevant technology applications that incorporate appropriate Hopi knowledge and language. As a result, technology may not be supporting or reinforcing learning goals in the best possible ways.

Summary of Recommendations:

- Each school should develop or update their school technology plan with goals that reflect the highest priorities of the school, and realistic objectives based on an assessment of the school's current technology assets and needs.

- Explore the potential of forming a Hopi School Technology Consortium.

- Information technology should be separately budgeted for, with earmarks as appropriate, in alignment with the technology plan developed by the school's stakeholders and according to the school's priorities.

- Make ongoing professional development in classroom technologies a central component of each school's technology plan.

- Explore the possibilities for developing Hopi-centric educational content – such as Hopilavayi language modules for instance – with appropriate partners, such as technology businesses or universities that have an interest and expertise in developing cultural and/or linguistic content.

1   GOVERNANCE OF HOPI EDUCATION

Chapter Summary

Overview: The ultimate goal of Hopi schools – and of all people the review team talked with on Hopi – is to achieve the best possible education for every Hopi child.

In whatever way one defines this – whether as attainment on measures of primary and secondary education, preparation to hold jobs and to compete in the 21st Century economy, or mastery of Hopi concepts of the world and how to live in it – the Hopi schools are not wholly fulfilling this mission.

While the way that schools operate both individually and as part of a larger system clearly affects the way that students learn, the determinants of educational outcomes are more complex than simply the governance structure of the schools. Governance structure, school/district relations, building management, school leadership, teacher quality, funding, and parental engagement all help determine educational outcomes. These factors are all interrelated in myriad ways, as well.

Educational governance nonetheless has become a central feature of the debate over educational quality in the United States. This report begins with governance because it is both the motivating factor for the TED grant and the commissioning of this study, and a highly-debated subject within the Hopi community. There is a broadly shared conclusion that the current "system" isn't working; as detailed below, this conclusion is borne out by the relevant metrics. There is overwhelming evidence that Hopi's locally controlled schools need more support and assistance. However, the Tribal government lacks the financial ability or administrative capacity to provide that support, while many stakeholders have voiced concerns over losing their autonomy to the Tribal government. Therein lies the challenge.

Based on Tribal codes and practices nationwide, the chapter presents various governance structures for the Hopi Tribe to consider. This chapter also discusses necessary steps to build capacity and trust in order to move the conversation forward.

Key Findings:

The findings presented in **Chapter 1: Governance of Hopi Education** are summarized below:

- The current Hopi educational system isn't working well and the Hopi's locally controlled schools need more support; however, the Tribal government lacks the financial ability or administrative capacity to provide it. For example:

- o Because Hopi schools are independent, peers are not learning from each other.

- o Schools are not optimizing resources because they are failing to achieve economies of scale.

- o Community members and school staff alike want more support from a reservation-wide entity.

- o There is no synergy between schools, oversight over individual schools, or accountability for poor academic performance or ineffective governance.

- The current Hopi Board of Education does not have the capacity to support or oversee all Hopi schools effectively.

- The schools need administrative and curricular supports that they are not receiving, and that could be provided by a schools' superintendent.

- If a tribal-level central authority is constituted, its responsibilities, and the roles, powers and duties of the local schools, still can vary widely across a range of substantive areas.

- The schools can collaborate, pool funds, or even centralize authority in certain administrative areas, without necessarily ceding authority over money and budget, however, if the Tribe were to establish a district office or provide supplemental supports to schools, it needs to consider additional resources.

- Lack of curricular alignment between the elementary and secondary levels and the sustained low performance at the elementary level have culminated in lack of preparedness and low performance of students at the secondary level.

- The Hopi Tribal government lacks administrative capacity, and/or financial ability to provide support for schools, and therefore, it lacks the trust of some stakeholders that it can provide oversight over a Hopi school system.

Summary of Recommendations:

The review team's recommendations for addressing these findings are summarized below:

- The Hopi Tribal Council Chair should support the TED Advisory Committee and hold an inclusive community dialogue on the following options on how to move forward with their school system:

  - Option 1: Maintain and strengthen the current local autonomy structure;
  - Option 2: Set up a consortium for sharing ideas and resources;
  - Option 3: Create a centralized entity that provides support for the schools; and/or
  - Option 4: Create a central authority that provides oversight and consistency to the schools.

- If the Hopi decide to design a reservation-wide education system, they should consider how to structure a central board to provide oversight.

- Regardless of the organizational structure chosen, the Hopi should consider hiring a superintendent who will oversee all schools and support all school leaders.

- In considering a centralized entity that would provide more consistent support and/or oversight to Hopi schools, the TED Advisory Committee should determine those administrative, non-curricular areas to which the superintendent would provide support and/or oversight.

- The Hopi Tribe should determine how to fund its centralized entity and/or separate operational areas.

- Whether implementing a consortium, a central entity, or a unified school district, the TED Advisory Committee should consider what aspects of curricular control would be maintained locally, and what aspects would be developed on a reservation-wide basis.

- As a first step toward building a comprehensive educational system, however it is structured in the long-term, the Hopi educational leadership should take immediate steps to compile data, strengthen its governance capacity, act collaboratively, and build trust as it continues the community dialogue about long-term options.

Key Findings and Recommendations

Issue: Hopi Schools Governance

Local Autonomy: With sovereign authority held by the Hopi Tribal leadership, all Hopi schools are tribally-controlled grant schools, with their local governing boards providing financial and

administrative oversight. There are six elementary schools on the Hopi Reservation. Five schools cover kindergarten through 6th grade (Keams Canyon Elementary School, First Mesa Elementary School, Second Mesa Day School, Hopi Day School, Moencopi Day School), and one school continues to 8th grade (Hotevilla-Bacavi Community School). Per PL 100-297, Hopi Education Ordinance #36, and subsequent Hopi Tribal Council resolutions (one for each school that transitioned from BIA control), Hopi schools (grades K-12) are now all "tribally-controlled" grant schools.[6] Each school has its own local Governing Board, which provides oversight of its school. In monthly meetings, the local boards make all decisions, including financial, hiring and firing of the principal and all staff, approval of PAC members, spending, conference attendance, and trainings.

Despite formal "Tribal control" of Hopi schools and sovereign authority over education on the reservation, however, the Tribal government has little to do with the schools. It provides no regulatory, advisory, or direct management role. In addition, the Tribe does not provide any extra funding or any support to the schools. *The current governmental structure is not providing the resources and support the schools need to effectively serve their students.*

School staff, administrators, and Governing Board members are all working very hard, but they are working in silos, which are neither efficient nor strategic. This report will address that issue and a variety of academic and administrative areas, including education services, human resources, family engagement, finance, transportation, safety and security, and technology. School administrators are overwhelmed, unable to share what is working in their schools and what is not; and they are not empowered to cooperate and share costs, which would free up additional funds for instruction. Additionally, because governing boards and school administrators are not working collaboratively, they are not fulfilling their school improvement objectives in systemic ways.[7]

Without adequate support, schools are unable to address instructional and non-instructional issues that affect students, such as chronic attendance problems, high teacher turnover, housing instability, alcohol and drug abuse, teen pregnancy, family separation, trauma, and the needs of special education students.[8]

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[6] In addition, the Hopitutuqayki on the Hopi reservation is not under the control of the Hopi Tribal Council, and there was previously a Mission School. However, even though the Mission School is closed, it is mentioned in the Ordinance #36.

[7] For more details see **Chapter 2: Education Leadership and Chapter 3: Educational Service Delivery.**

[8] For more details see **Chapter 3: Educational Service Delivery, Chapter 7: Family Engagement,** and **Chapter 9: Community Support**.

As a result, students are not doing well academically, as reflected in their performance on AzMERIT and other tests (DIBELS, etc.). There is no uniform curriculum across elementary schools. Poor student performance at the elementary grades leaves many unprepared academically for junior high or high school. In the survey we conducted, only 38 percent of Hopi Junior/Senior High School administrators and teachers reported that the high school does a good job preparing students to succeed after graduation. Fewer than 50 percent of the Hopi Senior High School students surveyed indicated that their school does a good job preparing students for employment. Many parents and community members describe academic challenges for those who attend college.[9]

Interviews, data review, and survey results all indicate that enrichment and in-school supports are also insufficient. Few schools have adequate supplemental programs or enrichment programs, including field trips, strong gifted programs, consistent and sustained language programs, STEM, or special education resources. The alternative, vocational, or college-level opportunities are inadequate compared with best practices. Only two schools have federally-funded after-school programs, while a few others have more limited programs. Schools would all like more programs, as would students and parents who have shared their preferences about the kinds of programming they would like to see in the Public Works surveys administered for this project (and provided as appendices to this report) and the 2016 Hopi Foundation survey.

While there is a near-consensus that Hopi language, culture, values, and traditions are all very important, they are integrated into the Hopi schools to different degrees. There is no consistent curriculum for Hopi language, no support or guidance from the Hopi Tribe on how to teach it, and no funding mechanism to create or provide resources. Even the single Hopi language class at the high school keeps changing its format. Stakeholders across the reservation expressed concerns that students are no longer speaking enough Hopilavayi.[10]

Many parents enroll their children in schools other than their neighborhood schools, and often send them to high schools outside of Hopi. Of the 526 on-reservation high school students in 2016, more than one-quarter (27 percent) attended school off-reservation.[11] These data indicate a significant level of parent dissatisfaction with the quality of their Hopi schools.

As a result of widespread dissatisfaction, many Hopi recognize a need for stronger involvement in the schools by some kind of central authority:

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[9] For more details see **Chapter 3: Educational Service Delivery** and **Chapter 9: Community Support.**
[10] See **Chapter 5: Integration of Hopi Culture and Language.**
[11] HOYI Data Dashboard, Hopi Foundation, January 2016.

- An overwhelming majority of community members who responded to a Community Member Survey administered in December 2017 – January 2018 agree that the Tribal educational entities should do more to support their schools. For example, 90 percent strongly agree or agree that "The Hopi Department of Education should do more to support PreK-12 schools."

- 77 percent of community members surveyed strongly agree or agree that "The Hopi Board of Education should have a stronger role in Hopi Education."

Community members also commented as follows:

- "*Hopi Tribe's Education Office…role could be to develop a system that encourages communications/partnerships/involvement of everyone so that all students understand that high school will be challenging. Close the communications gap that exists today.*"

- "*There is a disconnect with the Hopi Tribe Education Office and the Hopi schools, improve the communication and collaboration between these two entities.*"

- "*Get a separate Education Office that will assist the local schools as well as assisting students who wish to attend off-reservation.*"

- "*The School Board needs to step up and meet its responsibilities!*"[12]

Exactly how that support and/or oversight should be structured is more controversial. Many community members, parents, and leaders want a comprehensive, centralized education system to improve Hopi schools (See **Figure 1-1**).

Figure 1-1
Parent and Community Member Comments in Support of Centralization

Community Member Survey Responses to the Question, "What role do you think the Hopi Tribe should play in the educational system on the reservation?"
The schools need to be restructured in order to pool resources and services for the children so that they can obtain quality, professional educational services.
Single education system and School Boards that are there for the kids and have at least a High school education background.
Unified schools.
Third party support.
Full responsibility!!!
The Hopi Tribe should be there to support schools and a potential unified school district to seek

Community Member Survey Responses to the Question, "What role do you think the Hopi Tribe should play in the educational system on the reservation?"
additional funds to support schools.
If they are Hopi controlled, then definitely the Tribe should be there supporting their children from Head Start to high school.
The Hopi Tribal Education Department should step up and fulfill its responsibility to regulate all schools on Hopi.
Incorporating a unified school system.
The Tribe gave the schools grant status, they should be more involved.
A Huge role since most schools are now grant schools and not BIA. The Hopi Department of Education along with the Hopi Board of Education should have some part of overseeing the elementary schools. I understand that the current situation with the Hopi Department of Education only services the Hopi Head Start, Child Care, and Higher Education Programs.
Assist with helping schools, function as a school district.
Some oversight.
Holding administration accountable to ensure all staff from administration to support staff are qualified to fulfill their role and responsibility of their position; and to continue to grow and support their professional development. Uniting all schools to one district, at the same time, allowing for them to maintain their unique individualized specialty areas.
Parent Survey Responses to the Question, "What role do you think the Hopi Tribe should play in the educational system on the reservation?"
Becoming one "unified" district will eliminate the competition to be the "best" and focus on the academic growth of *all* students, Pre-K to 12th grade. If we were unified, there would no gaps and deficiencies across all grade levels.
Encourage schools to work together to align curriculum so that Hopi has a streamlined education system that meets the needs of all Hopi children

Source: Public Works Community and Parent Surveys, December 2017 – January 2018.

On the other hand, many other stakeholders voiced concerns about the Tribal government's capacity to manage the schools. The Hopi Board of Education has been defunded and only recently revived, and the current Department of Education and Workforce Development has not satisfied the Ordinance #36 requirements to compile an Annual Report on Hopi education or those to set goals and standards. In addition, the Tribe is facing financial challenges, including the Navajo Generating Station closure and the resulting significant loss of tribal jobs and programs,[13] and it has not satisfied its BIA audit requirements yet. **Figure 1-2** lists some of those concerns as expressed by community members and parents.

Figure 1-2
Community Member and Parent Comments
Voicing Concerns about Tribal Control of Schools

Community Member Responses to the Question, "What role do you think the Hopi Tribe should play in the educational system on the reservation?"
Should leave it up to the schools and not interfere.

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[13] https://www.hopi-nsn.gov/wp-content/uploads/2017/12/12-5-17-Vol-25-No-23.pdf

Tribal Politics has no play in the education system of the Tribe but to provide support and source for funding.
I am unsure of what this question refers to as the "Hopi Tribe." The Hopi Education Department should be available as a resource for any needs when they arise. But not to run as a "board" because the community members who are board members have more connection to the communities where schools are. The finances of Hopi Schools should stay at the school and should not be run by the Tribe. I feel it could possibly be turned over when and if the tribal finances are in order, audits complete and an educated finance staff is on board. Finance staff need to be willing to learn new methods and be willing to change ways that are no longer working, they also need to follow established procedures and become more in tune to consequences their actions take on the Tribe.
The Tribe can't even take care of themselves (Tribal Council), so how do we expect them to handle the school? Schools should be better to handle without Tribe interfering. Tribal Council ultimately makes the final decision and I would not trust them to make decision on behalf of the schools.
Hopi Tribe has not been able to demonstrate that it can run the education system...so no role, other than the Hopi Education System Oversight Board should provide both the Hopi public and Hopi Tribal Council an Annual Report on the State of our Education.
Stay out of our educational system! Not have any good track record of successful governance. Leave to local village/community parents and members to decide and administer schools. keep career politicians out of our decision-making process!
Have an "arms-length" governance structure. As it stands, the Hopi Tribe does not have the capacity to govern our Hopi schools. The department lacks resources to provide well rounded and fair representation to all Hopi schools. Current staffing needs of the department are lacking and getting full cooperation and attention from the department is not possible.
Hopi Tribe's Education Office is weak in all areas. Don't know what their role currently is.
Parent Responses to the Question, "What role do you think the Hopi Tribe should play in the educational system on the reservation?"
Stay out of our decision-making process. Leave to local parents and community members to keep our individual schools unique. Do not consolidate schools from one area to another! Offer only technical assistance when asked and support requests for additional resources.
Becoming one "unified" district will eliminate the competition to be the "best" and focus on the academic growth of *all* students, Pre-K to 12th grade. If we were unified, there would no gaps and deficiencies across all grade levels.
Encourage schools to work together to align curriculum so that Hopi has a streamlined education system that meets the needs of all Hopi children

Source: Public Works, Parent and Community Member Surveys, December 2017 – January 2018.

Clearly, the individual schools need support from outside their own building from a central entity. But there are serious challenges in determining, agreeing on, structuring and funding any such entity. Meeting and overcoming these challenges will require a two-step process:

1. **Decision-making about a long-term system**.

The first six issues addressed in this chapter lay out a framework of options, recommendations, and considerations for community dialogue, decision-making, and implementation of a Hopi comprehensive educational system.

- **Hopi Schools Governance;**
- **Providing Oversight – How to Structure a Central Board;**

- **Leadership – The Superintendent Position;**
- **Central Authority Responsibilities – Plenary vs. Limited;**
- **Funding a Central Authority; and**
- **Curricular Control**

2. **Building support capacity in the short-term** to enable eventual transition to whatever system is decided on for the long-term.

The final issue this chapter addresses, **Building Capacity and Trust in Tribal Educational Leadership**, describes immediate steps to take to build capacity and a data system that will support the decision-making process and help the Hopi to achieve success in the long-term.

The Hopi people should continue to obtain community input and evaluate the potential options about how to design a comprehensive educational system. This process is estimated to take no longer than six-to-ten months to complete.

Sovereign Authority - As one individual responded in the Community Survey:

All the schools on Hopi are PL 100-297 (Grant) schools, and currently the local governing boards develop and implement policy, which has led to schools operating in silos. However, the Hopi Tribal Council is ultimately the "grantee," and is ultimately responsible for the demise or success of each school. Therefore, the schools should be accountable to the Hopi Tribe. – Source: Public Works Community Survey, December 2017.

In the eyes of federal and state authorities, "sovereignty" over the education system, as with all matters on Hopi, is vested in the Tribe. How the Tribe might treat that "sovereignty" internally is another matter, however – just as is the case with state governments.

Some Tribal Education Codes make it very clear, right up front, that as a sovereign nation, the Tribe has "inherent sovereignty" over the education on its reservation. It is particularly notable that the Tribes that make this declaration are the same Tribes that do not actually control or manage the schools, instead referring to this *inherent sovereignty* to require student data reporting from the schools, for example, the **Navajo Nation**. In reality, the Navajo are still having difficulty collecting such confidential information.

Thus, the real governing question is how much sovereignty – or, more practically, authority – over education do the Hopi people wish to devolve from the Tribal government to some other governing entity, whether reservation-wide or more localized?

Finding

The current Hopi educational system isn't working well, and the Hopi's locally controlled schools need more support; however, the Tribal government lacks the financial ability or administrative capacity to provide it.

For example:

- Because Hopi schools are independent, peers are not learning from each other.
- Schools are not optimizing resources because they are failing to achieve economies of scale.
- Community members and school staff alike want more support from a reservation-wide entity.
- There is no synergy between schools, oversight over individual schools, or accountability for poor academic performance or ineffective governance.

According to Section 5.1 of the Hopi Education Code (Ordinance #36), "The basis of the organization of the Hopi Comprehensive Education System are the local school boards each distinguished from the other in terms of attendance area, education services provided, and source of financial support."

Nevertheless, as evidenced by the findings presented throughout this report – including parent, community, administrator/teacher, and student surveys included in their entirety as appendices to this report – there is widespread recognition that the current school structure is not working as well as the Hopi people would like. While most voice the need for some sort of change, there remains a constituency in support of retaining total independence on local school boards to design and direct the conduct of education in each individual school.

- A majority of community members surveyed (59 percent) agree or strongly agree with the idea of a unified school system: "All the Hopi schools should be part of one system."

- Administrators and teachers who responded to the survey are more divided in their preferences: Less than half (43 percent) agree or strongly agree that, "The current structure, with the local governance board, works effectively," while a smaller percentage (36 percent) disagree or strongly disagree with that statement. A significant minority (21 percent) neither agree nor disagree with the statement.

There is a general recognition among the Hopi of a need for greater coordination between the individual schools, and greater centralization of administrative and "back office" functions. Yet even those most invested in the Tribal government doubt the capacity of the Tribal government,

and specifically the Hopi Department of Education and Workforce Development in its current form, to take on the task of central oversight of education. The Department lacks the staffing as well as the expertise; it has focused historically on early childhood and workforce – the two outer ends of the educational pipeline – and not the oversight of K-12 schools. Nevertheless, just over one-third (36 percent) of community member survey respondents "support the current structure of Hopi schools, where each school has its own governance board."[14]

There remains a range of possible governance structures that move beyond the status quo of, essentially independent village schools, without bringing all the schools under the complete control of the Tribal government. We therefore move to consider some sort of central entity other than one directly controlled by the Tribal government.

Research & Best Practices:

Possible governance structures range along a continuum from wholly-independent individual schools at one end (as is not the case), to schools entirely and tightly controlled by the highest political authority at the other. Many alternatives and gradations lie in between. No one answer is *the* answer; in fact, the entire spectrum of such arrangements can be found in schools across the country, and especially in tribally-controlled schools. Some Tribes have placed full control of the schools under the central Tribal government's control – others, like Hopi, have entirely decentralized systems.

There are a variety of effective education management structures, ranging from partnership to full control, with most Tribes falling somewhere in between. Each of these models will be described in more detail in the sections that follow:

- **Partnership Model**: Some Tribes, such as the **Nez Perce**, have only public schools on their reservations, so their partnership is based on a comprehensive strategic framework, which includes native culture, language instruction, education standards, and family engagement.

- **Partner, Liaison, and Individual Tribally-Controlled Schools**. Some partner mostly with public schools but have a single tribal school or an alternative school or immersion school, such as the **Coeur d'Alene** or the **Confederated Salish & Kootenai Tribes**, where the Tribal council intends to undertake various "education initiatives," such as providing a clearinghouse for all education materials regarding the Tribes, developing a K-12 curriculum, and supporting a teacher pipeline. To support these initiatives, the Tribal Education Department (TED) serves as the

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[14] Source: Public Works, Community Surveys, December 2017 - January 2018.

liaison to the public school education programs, as well as managing a variety of programs.

- **Some Tribally-Controlled Schools**: Some Tribes, such as **Hopi**, **Gila River**, **Oglala Sioux on Pine Ridge** have Tribally-controlled schools, but no comprehensive educational system.

- **Collaboration**: A good example is the **Jemez** Department of Education, which conducted a "Vision 2010" comprehensive strategic planning approach and is responsible for maintaining the collaborative working relationships between the Tribe and educators.

- **Nominal Central Control**: Some Tribes assert nominal central control over individual schools, but exercise this authority mainly through oversight and reporting requirements observed largely in the breach. For instance, the **Navajo** local "School Governing Boards" have responsibility for establishing policy and overseeing the operations of a local school, and the Tribal government, acts more like a State Educational Agency (SEA), relies primarily on a system of data collection from the schools and reporting to the Tribe. The **Sioux Tribes** work similarly: According to their Education Code, the **Standing Rock Sioux** Department of Education requires the local boards to compile required data, have educators participate in professional development, and ensure administrators participate in on-site assessment evaluation teams. According to their code, the **Rosebud Sioux** schools are responsible for providing the Tribal education department with written educational data annually, participating in the "human network system," ensuring that their administrators participate effectively in on-site assessment evaluation teams, and including the Department in their processes for reviewing curriculum, education standards, and educational policies and programs – but, other than the threat of a failed re-election bid, there are no real accountability mechanisms to require the school boards to satisfy their requirements.

- **Voluntary Consortium**: The **Standing Rock Sioux** employ an effective Consortium model, set up after an extensive community process and tribal Education Code review. The **Jemez** operate something more resembling a school "consortium." While the individual school principals consider themselves "the world's smallest school district" and their "own local educational agency,"[15] they are active and willing players with the Tribal Department of Education. "System-wide" teacher planning

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[15] "Jemez Pueblo Charter Schools Soaring to New Heights," Harlan McKosato, *Indian Country Today*: indiancountrymedianetwork.com, May 27, 2014.

days take place once per month; there is an annual tribal retreat to look at school plans and set goals; and there are administrator meetings every month.

- **Unified School District**: Others have fully formed school districts. The **Choctaw**, meanwhile, have an extremely centralized system. The Choctaw Tribal School System consists of six elementary schools, one middle school, and one high school. Previously, Choctaw had several school boards and dissolved all of them and consolidated into one board in 1989. They operate as a school district with a central office of 40 staff serving the schools. In the case of the **Cherokee**, the tribal schools are overseen by the Cherokee Board of Education. Employing a hybrid model, the **Mille Lac Band of Ojibwe Indians** Commissioner of Education has managerial control over the schools.

Along with a desire for Tribal standards and consistency, most of the Tribal Education Codes maintain clear language highlighting the autonomy of the local school boards. Each set their own school policies, review and approve the local school financial plan, and hire and fire school staff.

Every Tribe the review team visited grappled with similar tensions as to its school governance structure, trying to find balance between the roles of the Tribe and of the local community schools. The rest of this chapter will set forth the issues for decision-making: define roles, responsibilities, and funding mechanisms (see **Figure 1-3** on the following page).

Figure 1-3
Governance Options

	Maintain and strengthen current structure	Create a voluntary consortium	Set up a centralized structure to provide support	Unify schools under a district model with a central authority
Governance Options for Consideration by TED Advisory Committee				
Strengths	Maintains local autonomy; Minimal cost.	Can be organized and funded locally.	Provides support and maintains autonomy.	Structure is most likely to be successfully implemented.
Weakness	Lack of accountability; Insufficient capacity; Strengthening efforts may not happen.	No guarantee that participants attend meetings, share information, or reach consensus.	No guarantee of implementation.	Tribal-wide entity must build capacity, trust, and leadership, or it will take away autonomy without providing schools any tangible benefits.
Action Items	Need an accountability mechanism, so these actions are implemented with fidelity in a timely manner.	Need a coordinator and a written agreement.	Need leadership, funding, staff, and an accountability mechanism to be implemented with fidelity.	Need code-change, funding, and an accountability mechanism.

Recommendation 1.1

The Hopi Tribal Council Chair should support the TED Advisory Committee and hold an inclusive community dialogue on the following options regarding how to move forward with their school system:

- **Option 1: Maintain and strengthen the current local autonomy structure**
- **Option 2: Set up a consortium for sharing ideas and resources;**
- **Option 3: Create a centralized entity that provides support for the schools; and/or**
- **Option 4: Create a central authority that provides oversight and consistency in the schools.**

Implementation

The Hopi Tribal Council Chairman should expand the TED Advisory Committee to include representatives from the Chairman's office, HEC, Department of Education and Workforce, HBE and local Governing Boards, school administrators, PTO leaders, Village CSAs, and leaders of

community organizations (like HEEF, Hopi Foundation, and First Mesa Youth Center), among other relevant education leaders.

The TED Advisory Committee should review the Visioning Statements provided by **Public Works** and start discussions about this framework during the visioning sessions scheduled for May 2018. Implementation guides for each of the proposed options are presented below:

Option 1: Maintain and strengthen the current local autonomy structure.

If the Hopi people decide to maintain and strengthen the current local autonomy structure, then the capacity-building steps (detailed the final issue of this chapter, **Building Capacity and Trust in Tribal Educational Leadership**) presented would be helpful to achieve higher-performing schools. The Hopi Department of Education could also pursue grants that may help to implement a School Improvement model in the schools, provide training for new family engagement strategies, strengthen strategic planning skills, or other recommendations made in this report. Also, as noted in this chapter and in the following Leadership chapter, the Hopi Board of Education and the local governing boards can take steps to strengthen their roles in policymaking and oversight. In the long-term, however, if the system lacks effective compliance or accountability mechanisms, the Hopi people may find that these actions may be insufficient to provide enough administrative support and oversight for school administrators and local school boards.

Option 2: Set up a consortium for sharing ideas and resources.

As an alternative, a consortium modeled after the Standing Rock Sioux consortium, represents a more sustained and systematic way to bring together education leaders. With minimal funding for a coordinator, it can play a critical role in bringing busy administrators to the table to collaboratively plan and share resources. This could be set up quickly, perhaps with funding from a one-time grant, and voluntary participation from school administrators across the reservation. A consortium will not solve all the compliance and accountability issues, it would allow time for Hopi leadership institutions to build capacity, bring stakeholders together, address certain administrative or curricular issues, and help to increase buy-in for a centralized, reservation-wide entity.

Option 3: Create a centralized entity that provides support for the schools.

As another alternative to a "central authority," the Hopi could set up a system whereby a Tribal-level entity serves only to *support, but not to control*, the schools. As set up in the tribal Education Codes of the Hopi, as well as Rosebud Sioux, Navajo, Standing Rock Sioux, Ho-Chunk, Skokomish, this model can provide financial support, trainings, research, and

coordination, but those supports are not guaranteed. The Navajo Nation is moving toward using a State Educational Agency (SEA) model of oversight and technical assistance for its schools. In the case of Coeur d'Alene and Gila River Indian Community, with limited code authority, their education departments provide significantly more supports, i.e. annual in-service days for hundreds of teachers, a coordinated early educational approach, and/or an education pipeline to collect data and support students throughout their educational careers. See also **Figure 1-4**, which provides more details on the varied educational codes.

However, in many cases, including that of Hopi, the requirements are not consistently met or remain entirely unsatisfied. If the Hopi want to use this model, but update and strengthen it, community leaders need to consider which tribal-level institutions are more likely to be able to satisfy the requirements included in an updated Ordinance #36, and they need to include critical capacity building, clear definitions of roles, and realistic compliance mechanisms. Alternatively, the Hopi people may want to set up accountability mechanisms that are stronger or more frequent than board elections.

Option 4: Create a central authority that provides oversight and consistency in the schools (School District Model).

The Hopi could consider implementing the most traditional approach to unifying schools: a school district model. For example, even though BIE still funds their schools, Choctaw, Cherokee, and Mille Lac Band of Ojibwe Indians have set up educational systems that serve as unified school districts, and the Gila River Indian Community is in the process of moving toward this model.

Fiscal Impact

If the Hopi decide to maintain and strengthen the current system, then the costs would be fairly limited, with new expenditures needed only for additional consultants or trainings described in the subsequent chapters. Sharing strategies, which can be coordinated by the Education Department's Office Manager, is also already funded by the TED grant, and could be implemented with existing funds.

Changes to the Hopi Code could be made with existing resources, using the TED grant to pay for the consultant, as already determined.

If, on the other hand – as determined by the Hopi Tribal Council and the Hopi people, and dependent on the proposed structure and additional responsibilities authorized by the Hopi Board of Education – a schools' superintendent and additional staff are required, the cost to implement a comprehensive educational system could range dramatically from funding just one staff coordinator to a fully-staffed school district central office. Some of these funds could be

provided by grants received from the federal government and nonprofit organizations. Funding considerations should be taken into account as part of the decision-making process.

Option 1: Maintain and Strengthen Local Governance

Finding

Because Hopi schools are independent, peers are not learning from each other.

Currently, Hopi schools are operating independently of each other. As a result, based on onsite interviews, school administrators and staff members who share the same roles are not learning from each other. For instance, in the November 2017 elementary principals' focus group, the CSAs and principals wanted an opportunity to share more about curriculum development, especially on how they handled the phonics element, which they all agreed has not be adequately addressed in the textbooks and they all had researched, separately, how to best supplement phonics instruction. Similarly, business office managers, transportation directors, technology specialists, and food services managers are not sharing strategies, pooling resources, or obtaining the best pricing for products or supplies. As a result, school administrators and staff alike are working less efficiently and less effectively than if they learned from each other and/or collaborated.

Research & Best Practices: In the **Gila River Indian Community**, the education director brings together K-12 educators once a year at an annual in-service training. In addition, peer groups meet quarterly to review standards and share strategies. In **Choctaw**, which works as a unified school district, each grade level of teachers also meets quarterly to review student data and discuss how to surpass curriculum challenges.

Recommendation for Option 1:

If the Hopi people want to maintain the current local autonomy structure, then the education leadership should take steps to strengthen it through collecting updated information, building trust and capacity, and providing clear mechanisms for oversight and accountability.

As previously discussed, to build information, trust, capacity, and accountability, the Hopi education leadership should begin to take some actions immediately, regardless of whether they ultimately keep the current structure as-is or change it entirely. This includes collecting and updating information, establishing a dedicated TED Advisory Committee on the Tribal Council that is not responsible for health issues as well; clarifying roles of all the leadership entities (HEC, HBE, TED, local governing boards, etc.), building leadership capacity, including complying with the current Ordinance's requirements for reservation-wide goals and preparing

an annual report; and other organizational changes; as well as providing opportunities for networking among peer groups (i.e. administrators, teachers, etc**.). See Figure 1-4** below.

Figure 1-4
Option 1: Considerations if Maintaining Current Structure

Figure 1-4 flowchart. Local Governance branches into:

- **Strengthen Oversight**
  - Collect and update data from schools and students
  - Create a Tribal Council "Education Committee" from the current Health and Education Committee - to provide more oversight over the Department of Education and Wokrforce Development
  - Clarify the roles of the Education Committee, Hopi Board of Education, and the Education Department
- **Comply with Ordinance #36**
  - Compile information and draft an annual report
  - Set reservation-wide goals and standards
- **Provide training on strategic leadership**
  - Consider governing board membership to require the inclusion of educators
  - Review governing board bylaws
  - Clarify roles of the local governing boards
- **Create peer groups and set up networking meetings**
  - Share strategies
  - Pool resources
- **Design an accountabiliity mechanism, with measurable outcomes and consquences, so these actions are implemented with fidelity in a timely manner**
  - Draft a Comprehensive Education Plan with objectives, measurements, and timelines, and

Implementation

Capacity building and accountability would be needed to strengthen the current system. This would include continued data collection, especially regarding current student achievement rates. It would also require stronger oversight from the Hopi Tribal Council's committee structure, from the Hopi Board of Education, and from the Department of Education and Workforce Development. At minimum, the Hopi Tribal Council should consider splitting its current HEC committee into an "Education Committee" and a "Health and Welfare Committee," whereby both committees should still work together. This would give the "Education Committee" more time to focus its oversight solely on education. Capacity building is discussed further in this chapter under **Building Capacity and Trust in Tribal Educational Leadership**.

Furthermore, the Hopi Board of Education and the Governing Board members should receive additional training to carry out their responsibilities effectively. Post-selection training requirements for Board members at all levels are desirable, to ensure that members have the appropriate knowledge of the issues on which they will be asked to make decisions. The Bureau of Indian Education, NAGSA and the State of Arizona all provide training for Governing Board members that has been described as helpful, but not sufficiently effective to produce long-term changes in oversight, operations, and student achievement. Nor do they appear to have provided sufficient guidance on performance evaluation for school leaders and others.

Additional training can help to prepare Governing Board members for these critical and complex responsibilities, particularly in the case of the Hopi schools, where each is independent.[16] Boards made up of community members will be better able to focus on and bring knowledge and understanding to the critical business of school improvement and policy-making if there is mandated training. Both new Board members and experienced members should receive regular, ongoing training focused on the critical roles and responsibilities related to instruction, evaluation, governance, finance, and applicable laws and regulations – along with leadership, team-building and communications training.[17]

On the local schools' level, even under a unified Hopi school system, individual schools would maintain a lot of their autonomy, especially regarding their finances. That means that the local governing boards must build their capacity to provide more effective oversight of their schools,

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[16]See Eadens, Schwanenberger & Clement, *Making the Case for Arizona School Board Training.* International Research in Higher Education. 2016. http://www.ncpeapublications.org/images/2015_Conference_Papers/Eadens_Schwanenber_school_board_training.pdf

[17]*School Board Trainings: Mandatory vs. Voluntary*. Forecast: Emerging Issues in Public Education (NYS School Boards Association) http://www.nyssba.org/clientuploads/forecast%20pdf/forecast1003.pdf; *Making the Case for Arizona School Board Training,* 2016

regardless of future governance choices. At minimum, the Boards must satisfy the following objectives:

- Review and revise the Governing Board bylaws to change their board member qualifications to ensure that some board members are educators or have extensive experience or knowledge on educational matters;

- Be more strategic in their governance, micromanage less, and delegate more responsibilities to their school administrators (within the realm of their strategic planning documents as described in **Chapter 2**: **Education Leadership**);

- Work collaboratively with Tribal agencies and other Hopi organizations to address issues that relate to the whole child and create fully "community" schools (as described in **Chapter 9: Community Support**).

Greater detail support this recommendation can be found in **Chapter 2: Education Leadership**.

Regardless of whether the Hopi decide to set up a hierarchical "central authority, a consortium, or maintain the current governmental structure, school stakeholders need to come together to network, learn from each other, and share strategies on a regular, sustained basis. At minimum, this applies to the following stakeholder groups:

- **Governing Boards**: With representatives from each local governing board, the Hopi Board of Education can serve this role well as a vehicle to share strategies, but they must not be reserved only for the representatives that attend Board meetings. All Board members must have opportunities – on a regular basis – to share strategies and learn from each other.

- **School Administrators:** As the review team witnessed in the elementary principals' meeting on November 6, 2017, the school administrators considered the conversations about important administrative and academic issues productive. Public Works has set up a Principals Advisory Council to solicit their insights during the course of study; the review team recommends that they maintain it, meeting at least monthly – and ideally weekly – on a chosen topic of interest, and share strategies. For most policy areas, it would be appropriate for the junior and senior high school principals to participate as well.[18]

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[18] For more details, see **Chapter 2: Education Leadership**.

- **Teachers**: In the **Mississippi Band of Choctaw** schools, grade-level teachers get together, review data, and discuss strategies at the end of every quarter (at least four times a year). This can be accomplished through teacher in-service days (i.e. "student holidays") or paid substitute teachers.

- **Parents**: According to interviews, the Hopi Department of Education Office Manager is already considering setting up a Hopi-wide Parents Advisory Council for PAC members to share strategies.

The review team recommends that the Department of Education's Office Manager, originally hired to support the TED grant, help to set up meetings and bring together stakeholders to share strategies. Subsequent chapters will present detailed recommendations on how other education peer groups, such as finance or human resource directors may benefit from collaboration.

Option 2: Consortium Model

Finding

Schools are not optimizing resources because they are failing to achieve economies of scale.

Throughout the study, the review team heard administrators and staff members alike wondering what their peers in other schools were doing, and agreeing that there were places they could share resources. Subsequent chapters on Food services, Finance, and Technology describe myriad examples where schools could set up joint purchasing agreements or memoranda of understanding to save money.

Research & Best Practices:

The **Standing Rock Sioux** and the **Jemez** use a consortium model; it has been highly regarded and considered very effective.

Recommendation for Option 2:

If the Hopi wanted to set up an official organizing body for the sharing of strategies and potential pooling of resources, the schools should set up a consortium.

If the TED Advisory Committee decides to employ the consortium model, it must have full buy-in from the school administrators and local governing boards because it requires voluntary participation and funding from the schools. Considerations include those noted in **Figure 1-5.**

Figure 1-5
Option 2: Considerations for Implementing a Consortium Model
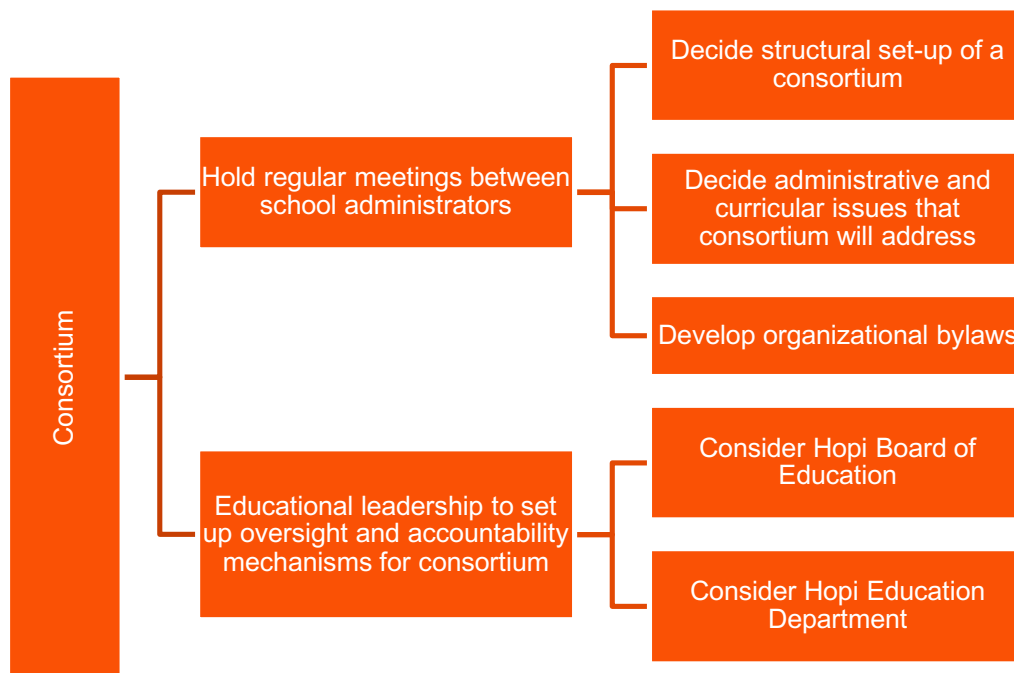
Implementation

If the TED Advisory Committee decides to set up a consortium, all school administrators should meet, decide what issues they want to address, and move forward on the respective legal and financial decisions.

Fiscal Impact

To design and manage a consortium would require a coordinator, at minimum. This could be done with resources pooled from schools' current budgets.

Option 3: Supportive Entity with Some Oversight

Overview: If the Hopi people choose a centralized entity that supports and/or oversees Hopi schools reservation-wide, they need to clarify the role of the Tribe (if any), the role of the entity, its leadership structure, and its administrative and academic responsibilities. Under this section, we will describe a Tribally-managed, "centralized" entity that provides support, but limited oversight. This is different from a fully unified school district or "central authority". It is more like a State Educational Agency (SEA) model, providing technical assistance and oversight from afar, but not directly managing or overseeing the schools. In either case, the Hopi would need to decide the structure of that entity, but that comes next in the decision-making process.

Finding

Community members and school staff alike want more support from a reservation-wide entity.

Survey data suggests that community members and school staff alike want more support from the Board of Education and from the TED. As noted earlier, the school administrators and staff are working diligently to teach students, and local Governing Boards are meeting monthly to oversee that process, but are not achieving the results they hoped to achieve.

According to survey results, Hopi administrators, teachers, high school students, parents, and community members want a change that improves the education for Hopi students. They are not sure exactly how that change should be structured.

When parents were asked if "The Hopi Board of Education provides strong leadership," only 28 percent agreed or strongly agreed. However, when asked if the Hopi Board of Education should have a stronger role in Hopi Education and do more to support PreK-12 schools, survey respondents answered clearly in the affirmative. (See **Figure 1-6**.) These survey results are consistent with the interviews conducted onsite, where stakeholders asked for "more support" from the Tribal entities.

Figure 1-6
Community Member Survey on Question of Tribal Support for Schools

Statement	Percentage who Strongly Agreed or Agreed
The Hopi Board of Education should do more to support PreK-12 schools.	89.5%
The Hopi Board of Education should have a stronger role in Hopi Education.	76.6%

Source: Public Works Community Member Survey, December 2017 – January 2018.

When asked if the Hopi Department of Education should play specific roles, the administrators and teachers made it clear that they too wanted Tribal assistance, albeit in some policy areas more than others. (See **Figure 1-7** on the following page.)

Figure 1-7
Administrator and Teacher Survey – Desired Functions of a Hopi Department of Education

The Hopi Department of Education should:	Percentage who Strongly Agreed or Agreed
Develop partnerships with nearby colleges and universities to provide more opportunities for Hopi students.	79.3%
Assist and support Hopi students through high school and college.	77.2%
Support family engagement in each child's education	77.2%

Provide a consistent curriculum for Hopi language.	71.4%
Provide special education support and/or services	70.2%
Coordinate community engagement in the schools through volunteer and other activities.	68.4%
Align pre-school through high school.	68.4%
Provide professional development to administrators, teaches, and other instructional staff	66.7%
Coordinate student transportation to schools	57.1%
Provide curriculum guidance for teachers	45.6%[19]
Set standards and assessments for Hopi students	41.1 %

Source: Public Works, Teachers/ Administrators Survey, December 2017 – January 2018.

Research & Best Practices:

The following seven Tribes use a model dependent upon local schools' autonomy, with a tribal-entity providing some ***collaborative, guidance, monitoring, or reporting function***.

- **Hopi**: The current Hopi Ordinance #36 relies on the local school boards and upon representatives of those local boards to form a Hopi Board of Education (HBE), which is called upon to play an important role in assessing reservation-wide educational needs, setting reservation-wide education goals, setting education standards, and preparing an annual report "on the status and future development of the Hopi Education System." The Hopi Department of Education shall provide administrative support to the HBE, and the Director of that department sits on the HBE as an "ex officio" member. "This support will include the selection of an individual, agency, or university by the Director, Hopi Department of Education, with concurrence of the Superintendent of Education, Hopi Agency, to provide technical assistance" (Ordinance #36, page 5).

- **Rosebud Sioux**: The Rosebud Sioux Tribal Council establishes tribal curriculum, education standards, and policies. The Tribal Council also hires and supervises the Department of Education, who enforces the code. Because the Rosebud Sioux Tribe do not have a centralized or unified system of schools, the Department of Education satisfies its duties by requiring the local school boards to submit data and reports showing that they complied. According to the Code, the Department of Education also participates in on-site evaluations of the local schools. The Code is also clear

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[19] Administrator and teacher opinions on the role of the Department of Education in curriculum and standards are more divided than other areas. For instance, less than half (46%) strongly agreed or agreed the Department should, "Provide curriculum guidance for teachers," but even fewer (32%) disagreed or strongly disagreed; 23% neither agreed nor disagreed.

that the schools should follow the tribally-developed curriculum and standards, parental involvement requirements, and educator certification rules.

- **Navajo Nation:** The Navajo Nation has the most detailed Education Code, as amended in 2005. Most notably, it sets up a system with a Tribal Council's Education Committee, a Board of Education, and a Department of Diné Education, who all have very specific authorities and responsibilities. The code gives the Department of Education the authority to inquire into the educational situation of Navajo students in any school or educational program serving the Navajo Nation. Within that framework, however, it still leaves most of the responsibilities to the local school boards.

- **Standing Rock Sioux**: The Health, Education, and Welfare ("HEW") Committee of the Standing Rock Sioux Tribal Council has the authority to develop educational standards and other activities. It supervises the Department of Education, whose function is mainly to coordinate, conduct research, act as a technical assistant provider to the schools, and compile an annual report.

- **Oglala Sioux.** While the Oglala Sioux Code details how the Department of Education is to be managed, and includes requirements for curriculum, language, culture, and teacher certification, it mostly delegates those requirements to the local school boards.

- **The Ho-Chunk Nation:** In 2009, the Code established a Department of Education to establish programs to provide financial and supportive services to Tribal members in support of their educational goals, and to provide for effective communication and dissemination of Tribal information. The President shall also establish a Board of Directors to serve in an advisory capacity to the Department of Education. It shall be involved in the Department's strategic planning and shall consult during the annual budgeting process.

- **Skokomish:** The Skokomish Education Ordinance establishes the "Skokomish Education Committee," which acts in an advisory capacity to the Tribal Council. The Ordinance gives the committee authority to examine education issues, gather facts, and establish the necessary comprehensive planning process. The Ordinance lists the Committee's duties, to include drafting tribal education goals, developing materials, meeting with school boards to discuss those goals, monitoring the problems and progress, working with non-education tribal programs (i.e. law enforcement, tribal court, and social services), and working in cooperation with the Cultural Committee to identify and gather materials on tribal history, language, culture, and values.

See **Figure 1-8**, which summarizes the different Tribes' models, as described by their written Education Codes, although not necessarily implemented with fidelity.

Figure 1-8
Chart of Supportive Roles played by Tribes, According to Tribal Education Codes

	Hopi	Rosebud Sioux	Navajo	Standing Rock Sioux	Oglala Sioux	Ho-Chunk	Skokomish
Tribe sets goals, education standards, and/or curriculum	X	X	X	X	X		X
Tribe requires an annual report on the schools	X	X					
Local Boards must submit data and reports to the Tribe		X					
TED coordinates, conduct research, and/or act as a technical assistant provider to the schools				X			
TED develops materials							X
TED works in cooperation with other Tribal agencies							X
Requires onsite evaluations of schools		X					
Tribe can inquire into students' educational situation			X				
Provide financial and supportive services to Tribal members in support of their educational goals						X	
Provide for effective communication and dissemination of Tribal information						X	
Work in cooperation with the Cultural Committee to identify and gather materials on tribal history, language, culture, and values							X
Meet with School Boards to discuss education goals, monitoring the schools' problems and progress							X

Source: Tribal Codes and Public Works Tribal Education Code Report, December 2017.

Recommendation for Option 3:

If the Hopi want to set up a centralized entity that provided some support and limited oversight of the schools, the Tribe should consider strengthening the current entity or creating a new one.

If employing the model used by six other Tribes, described above, the Hopi leadership would need to consider how to strengthen the capacity of the current Hopi Department of Education and Workforce Development. This could include Tribal Education Code changes, increased funding for additional managers and technical assistance support staff, training, and oversight mechanisms as provided by the Hopi Board of Education and/or the HEC.

Implementation

If the TED Advisory Committee were to select this hybrid approach, it would need also to make decisions about structure and substance:

1. **Structure**: Should the current Education Department be authorized and have its capacity strengthened to do so, or whether a new office (perhaps under the Hopi Board of Education) should be created for the sole purpose of fulfilling these objectives? Does either structure require the employment of a "schools' superintendent," at minimum, or department managers and a full staff? How does the Tribe fund those programs?

2. **Substance**: What administrative and policy areas would be supported and/or supervised by this new entity? Does this include only assistance in School Improvement, as described in **Chapter 3: Educational Service Delivery**? Does it provide assistance with human resources recruitment, as noted in the **Chapter 4: Human Resources Management**? Does it help to support family and community engagement, as noted in those chapters? Does it help schools to share resources and save money, as described in **Chapters 10-13 (Finance & Budget, Transportation, Safety & Security, and Educational Technology)**?

After making those decisions, the TED Advisory Committee would need to consider legal issues, such as making changes to the Hopi Education Code.

There are two important factors to consider: (1) Whether they have a Tribal Council Advisory Committee, a Tribal Department of Education, or a Tribal-level Board of Education, none of the entities actually manages or controls the schools. Power remains in the hands of the local school boards. (2) Despite the Education Code language, this model provides limited accountability mechanisms requiring compliance from the Tribal-level institutions or from the local School Boards and principals.

Figure 1-9
Option 3: Considerations for a Centralized Entity
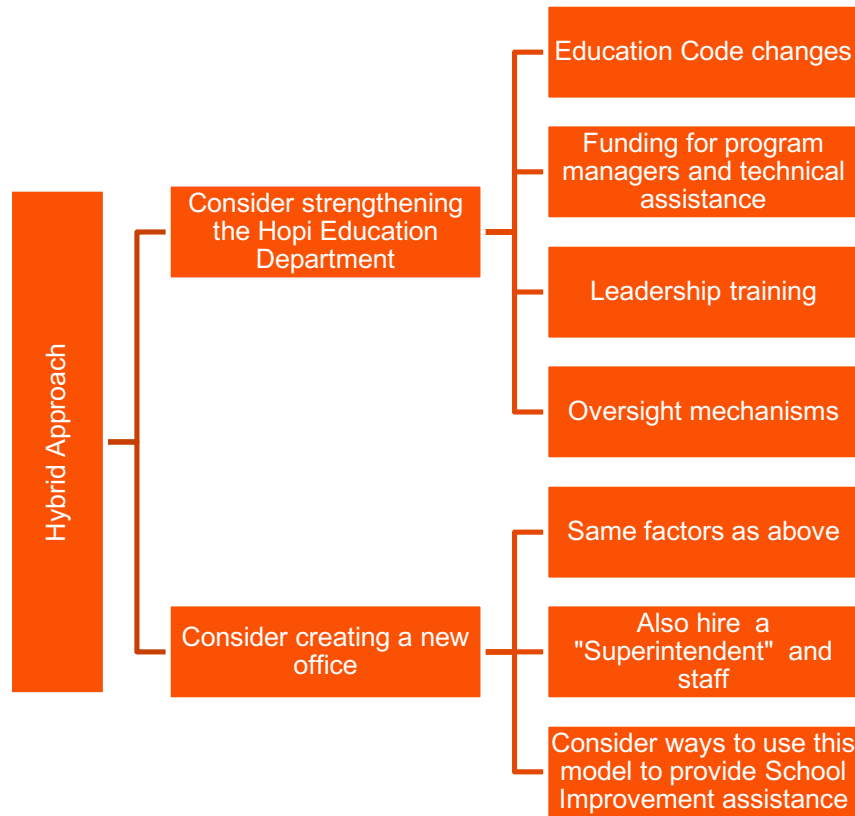
Fiscal Impact

The cost estimates are dependent upon the scope of the centralized entity envisioned.

Option 4: Central Authority/Unified School District

Finding

There is no synergy between schools, oversight over individual schools, or accountability for poor academic performance or ineffective governance.

In the review team's onsite interviews and survey results, many Hopi leaders and stakeholders expressed a strong interest in bringing together the Hopi schools into a more traditional school district model, with the hopes of achieving the most synergy, accountability, and effectiveness for the future of Hopi education. According to some stakeholders, this model would allow the Hopi people to fuse their long-held cultural traditions and language with the needs for their students to learn 21st Century skills. With the employment of an experienced schools' superintendent, Hopi schools could come together as a unified school system.

If the Hopi decide to set up a district-wide authority, there are a variety of models describing how that authority might best be constituted.

Best Practices & Research:

Four Tribes have employed a more rigorous oversight model to their local schools.

For instance, the **Navajo Nation** has created a complex, and direct governance structure, as illustrated in **Figure 1-10** on the following page. The Department of Diné Education is the administrative agency within the Navajo Nation with authority to implement the educational laws; it is under the immediate direction of the Navajo Nation Superintendent of Schools, subject to the overall direction of the Navajo Nation Board of Education. The Navajo Nation Council's Education Committee, however, has oversight authority over the Board of Education (also known as the "Navajo School Board"), and, in turn, the Department of Diné Education, and thus over the implementation of education legislation. In some cases, the Navajo model is considered more of a State Education Agency (SEA) model, and less of a school district model.

Although the Code gives the Department the authority to inquire into the educational situation of Navajo students in any school or educational program serving the Navajo Nation, the code mandates that the Department "shall seek to work cooperatively with schools serving the Navajo Nation," and still leaves most responsibilities to the local School Boards.

Figure 1-10

Navajo Nation Education Central Governance Structure

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┌─────────────────────────────────────────────────────────────┐
│         Navajo Nation Council's Education Committee           │
│   Can implement education legislation, approve opening,       │
│   closure, or consolidation of schools, and education        │
│   initiatives or programs                                    │
└─────────────────────────────────────────────────────────────┘
                            │
┌─────────────────────────────────────────────────────────────┐
│                  Navajo Board of Education                   │
│   Monitor schools, write quarterly and annual reports,       │
│   propose budgets and plans of operation                     │
└─────────────────────────────────────────────────────────────┘
        │
        │        ┌────────────────────────────────────────────┐
        │        │          Superintendent of Schools          │
        ├────────│          Department of Diné Education        │
        │        └────────────────────────────────────────────┘
        │
        │        ┌────────────────────────────────────────────┐
        └────────│        Local School Governing Boards         │
                 └────────────────────────────────────────────┘
```
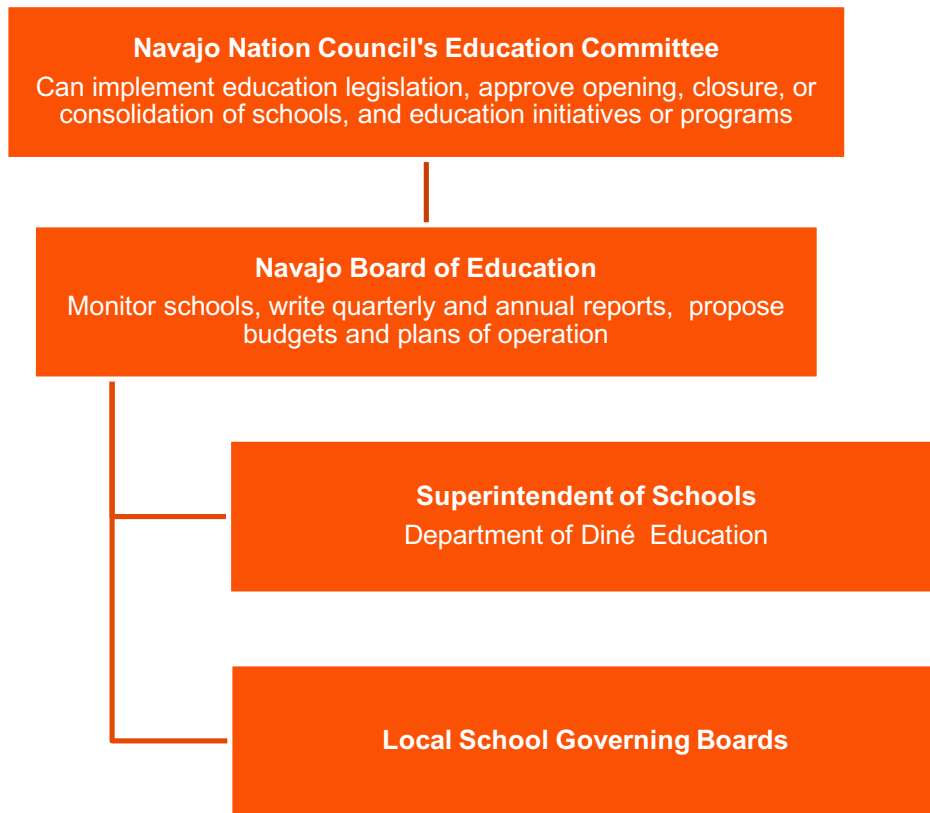
Alternatively, the Hopi could follow the more traditional models of school district governance:

- **Mississippi Band of Choctaw**: The Mississippi Band of Choctaw have unified districts of schools, under the Tribe, but do not rely on their tribal codes for its authority.

- **Eastern Band of Cherokee**: The Eastern Band of Cherokee similarly runs a unified system of the Cherokee Central Schools (CCS). It sets up a Board of Education that oversees a Superintendent of Schools.

- **Mille Lac Band of Ojibwe Indians**: The Mille Lac Band amended its Education Code, to establish an elected consolidated school board, which has the power to establish educational policy and exercise general supervision over all Band "0-12 School Programs." The code gives day-to-day supervisory authority to the Commissioner of Education. The "Band Assembly" retains all appropriation authority over all education-related funds.

Even though the Choctaw and Cherokee systems operate as unified school districts, they differ in their governance structures. The **Choctaw** manage their district-wide school superintendent via the Tribal Council and its Education Department. This provides Tribal support to the schools, but can also add layers of bureaucracy (especially during the hiring process), as illustrated in **Figure 1-11** on the following page.

Figure 1-11
Choctaw Education Central Governance Structure
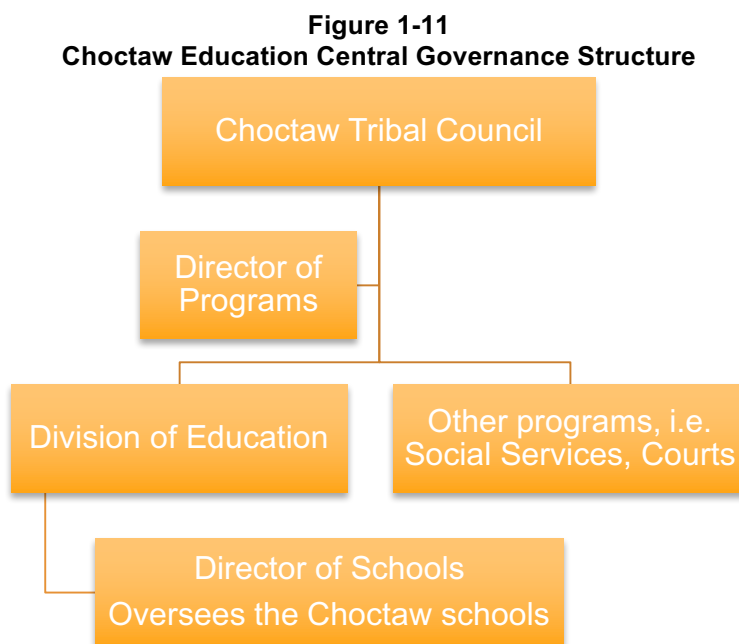
In the **Cherokee** model, an independently-elected school board hires and oversees the school superintendent, who in turn oversees the high school, middle school, and elementary schools – eliminating a layer of bureaucracy although imposing on the elected school board members a greater need for experience in education policy and capacity to oversee a school superintendent.

Using somewhat of a hybrid model, the **Mille Lac Band of Ojibwe Indians** combine the elected school board of the Cherokee with the tribal control of the Choctaw. As in the Cherokee model, the Mille Lac Band of Ojibwe Indians Commissioner of Education has day-to-day supervisory authority and general supervision over schools' 0-12 programs and personnel; she directly supervises the principals of the Nay Ah Shing schools (elementary, high school, and the satellite Pine Grove Center). As distinguished from the Cherokee model, and more like the Choctaw model, the elected School Board is an independent subdivision of the Executive Branch of the Tribal government, and the Band Assembly retains all appropriation authority over all education-related funds.

Recommendation for Option 4:

In consideration of a centralized entity that would provide more consistent support to Hopi schools, the Hopi people will need to decide:

- **What reservation-wide entity should play that role;**
- **Would that entity hire and oversee a unified "school district" superintendent;**
- **Over which administrative and curricular areas that superintendent would provide support and/or oversight; and**
- **How the Tribe would fund such a centralized entity.**

The TED Advisory Committee should first decide which model it wants to employ, and then determine how to make that model work. If the Hopi people only want a uniform Hopilavayi curriculum, they do not need to set up a traditional school district model. On the other extreme, if the Hopi people want a schools' superintendent who will truly oversee and provide support to the school administrators and/or school boards, then a consortium is insufficient, as it relies on voluntary participation.

See **Figure 1-12** on the following page for the final considerations, especially if the Hopi want to set up a more traditional "school district" model.

Figure 1-12
Option 4: Considerations for a School District Model

- Unified School District
  - What reservation-wide entity should play that role
    - HBE
    - Education Department
  - Would that entity hire and oversee a unified "school district" superintendent
  - Over which administrative and curricular areas that superintendent would provide support
    - Administrative Areas
    - Would the Hopi develop a unified academic curriculum?
    - Would the Hopi set up unified Hopi language and cultural materials, standards, and strategies?
    - Whether such an entity would also oversee the schools as a central authority, or just provide support
  - How the Tribe would fund such a centralized entity
    - Can the tribe contribute funding?
    - Can the Tribe find a sufficient source of sustainable grant funding?
    - Will the schools contribute funding if they save enough from consolidated activities?

Implementation

1. **Setting up a school system under the Hopi Board of Education**

   Based on onsite interviews, the Hopi seem most inclined to follow the model of the Cherokee, with a "School District Model" under an elected school board, not under direct Tribal Council control. In the Hopi context, this would consist of a quasi-independent entity – what is known in Hopi as a "regulated entity" – like the current Hopi Board of Education (the current HBE exercises little real authority over the schools, and certainly does not govern a school "system"). As a supporter of strong Tribal authority stated, the goal of this effort is not central dictation of educational content but rather, "parity of management and operations from Keams Canyon to Moencopi."

2. **Hiring a Schools' Superintendent.**

   There was consensus among stakeholders that the Hopi wanted a superintendent who was knowledgeable and could infuse promising practices, energy, and leadership into the Hopi schools, providing support, consistency, and oversight.

3. **Choosing which issues to address.**

   As the local Governing Boards would still provide financial and other oversight to local schools, the school district would not necessarily manage every aspect of schools. Instead, the TED Advisory Committee should discuss and decide which administrative and curricular functions to put under the new system. See the recommendations in the rest of the report for suggestions.

4. **Funding the new school system.** This issue is one that the Tribe must consider most seriously, and also recognize that it may change over time.

Fiscal Impact

The fiscal impact is dependent on decisions made above.

Issue: Providing Oversight – How to Structure a Central Board

If the TED Advisory Committee recommends that the Hopi educational system should be designed using one of the first three options of strengthening current governance, setting up a consortium, or providing more centralized support, then the Hopi Department of Education and Workforce Development could be an appropriate venue for oversight. The review team presents data collection and capacity building recommendations associated with the implementation of these options throughout this report. The Hopi could also work with the other TED consultant to

make any necessary Tribal Education Code changes to provide sufficient accountability mechanisms.

If the Committee decides to set up a unified school district, the Hopi Board of Education would be the appropriate entity to provide oversight. Potential considerations about the Board's membership structure are laid out here.

Finding

The current Hopi Board of Education does not have the capacity to support or oversee all Hopi schools effectively.

When discussing any kind of centralized entity, all stakeholders interviewed, including high-level Hopi education officials, preferred using the "regulated entity" model of governance, where such a school board would hire and oversee the schools' superintendent. That leaves the Hopi Board of Education as the assumed "regulated entity" that could be held responsible for a unified school district.

Even though the Hopi Board of Education (HBE) has representatives from the local Governing Boards and is essentially independent of the Tribal Council, transforming the HBE into an institution that oversees a superintendent who manages seven schools and complies with all federal, state, and Tribal laws would face many impediments.

The HBE, only revived since 2016, has not yet fully realized its current authority, let alone assume greater responsibility. This also raises the question of the HBE's – or any other such "regulated entity's" – composition and selection. It would require significant capacity-building, identification and dedication of new funding resources, and creation of new staffing support.

Indirectly Elected: The Hopi Board of Education is currently an indirectly elected board. Its members are chosen by the School Boards of the various schools. This selection method reflects a general Hopi preference for village-based, rather than Tribal-wide, governance. The Tribal government itself is largely constituted this way, with only the Tribal Chair and Vice Chair elected from the population as a whole, while the rest of the Tribal Council members represents their respective villages. Such a board structure could also allow for Tribal Council appointees, thereby including both a village-by-village perspective *and* a Tribal-wide perspective.

The deficiencies of this structure are that (1) some villages choose to not send representatives to Tribal-wide organizations, including the Tribal Council and HBE, thereby effectively disfranchising not just those who do not want to participate in Tribal-wide decision-making but also those who do; (2) it is, obviously, less democratic; and (3) it potentially reflects local board politics rather than community priorities and concerns.

The alternative would be direct election of the HBE by Hopi voters – whether at-large, by "district" (school or village), or, as with the Tribal Council, a combination thereof. For the foregoing reasons, some arrangement of this sort would represent a better governance solution, but Hopi politics and tradition probably militate in favor of continuing the current indirect-election nature of the Hopi Board of Education. Similarly, while a Tribal-wide perspective might be appropriate for an authority explicitly constituted to serve Tribal-wide, rather than village/school-specific, interests, Hopi politics and tradition probably militate in favor of continuing the current village/school-based nature of the Hopi Board of Education.

Membership: There are few requirements for membership on any Hopi school board or the HBE, other than enrollment as a Hopi Tribal member, and, in some cases, an exclusion of individuals employed by the Hopi Department of Education and Workforce Development. In onsite interviews, stakeholders have suggested that education officials ought to possess some qualification indicating knowledge of and interest in education systems, including potentially minimum educational requirements.

Need for More Policymaking: Governing board members of the Hopi schools, like school board members in districts throughout the United States, play a vital role in the local education system. Of prime importance should be policymaking and the core business of improving teaching and learning. Yet, most Board members are not educators, and are not knowledgeable of best practices or how to help the school to comply with and implement sound educational policies. Critics on the Hopi Reservation assert that Governing Boards are both ineffective and inefficient. In particular, they claim that Board members tend to lose sight of their role as policymakers and end up micromanaging – delving into hiring and administrative areas best left to the chief school administrator. Almost none of the Governing Board members interviewed mentioned teaching and learning among their primary concerns as Board members: The areas of responsibility and time commitments most commonly described by Board members relate to hiring of the school leader and staff and particular aspects of school operations – including facilities, transportation, finance, and teacher housing.

Research & Best Practices:

Using these Tribes as examples, there are a variety of ways to structure the oversight mechanism of a school system:

- **Tribal Control**: Under the Eastern Band of Choctaw Tribe, the managerial structure flows directly from the Tribe, from the Tribal Council to the Education Department to the Superintendent and his staff, who manage the schools.

- **Elected Board Control:** Using a different structure, the School Board of the **Eastern Band of Cherokee in North Carolina** – which more closely resembles the likely Hopi model – consists of seven members elected from each of the Cherokee communities, as well as one member appointed from the Tribal Council. As distinguished from other Tribal educational structures, the Cherokee have chosen to have a centralized Tribal school authority whose Board is independent from the Tribe. Similarly, in the Mille Lac Band of Ojibwe Indians code, its elected consolidated School Board has the power to establish educational policy and exercise general supervision over all Band "0-12 School Programs." The Code gives day-to-day supervisory authority to the Commissioner of Education.

- **Hybrid Model**: **Consolidated School Board with Elected and Appointed Members**. The **Navajo** Board of Education again presents a more complex mode, consisting of 11 members in a mixed format: five are elected for four-year terms and six are appointed to six-year terms by the President of the Navajo Nation and confirmed by the Education Committee of the Navajo Nation Council. Furthermore, the Navajo Board of Education, for instance, as noted above, contains both elected and appointed members. The appointees need to meet certain qualifications: one school administrator, one teacher, two parents, and two members who are recognized for their knowledge of traditional Navajo culture; the five elected Board members, however, must have four-year college degrees, at minimum. None can have been convicted of a felony or of any crime involving child abuse or neglect.

- **School Board with Appointed Members**: **Santa Clara Pueblo**, which operates a single school – Kha'p'o – serving approximately 100 students in grades preK-6, has a unique structure utilizing an independent school authority that is wholly appointed. Kha'p'o is a Bureau of Indian Education (BIE) school that made the transition to tribal control in July 2016. It reports to a school board appointed by the tribal council. The school board, not the Tribe, is the grantee named with the BIE as the fiscal agent. The principal reports to the school board, and the principal hires school staff. The tribal council remains a "very important voice in the community that is weighing in all the time on how the school develops."[20] This leadership structure is the one that the Santa Clara community has decided offers them the appropriate balance between tribal freedom to manage educational decision-making and tribal support from the BIE.

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[20] Site interviews, September 26, 2017.

Recommendation 1.2

If the Hopi decide to design a reservation-wide education system, they should consider oversight, capacity building, and training functions to provide long-term accountability.

Assuming that the Hopi were to employ the traditional model, then the Hopi Board of Education would be the regulated entity responsible for oversight over a unified school district. Under that assumption, the HBE can still look and feel different than the one of today. For example, to satisfy its more official objectives, we recommend considerations of (1) structure and process for determining the Hopi Board of Education membership, (2) qualifications, and (3) ongoing training.

Implementation

HBE School Board Membership: To build its capacity over the long-term, the Hopi people should consider changing the Hopi Board of Education membership requirements.

- Under models of both direct Tribal control *and* independent education entities, composition of the school governing authority can consist of either directly or indirectly elected members – or both.

- The possibility of a mixed board – comprised of village/school representatives, Tribal-wide elected representatives, and at least one representative of the Tribal government – should be considered.

- The Committee should review the hybrid models used by other Tribes and supplement their current membership through some combination of appointment or membership qualifications.

Training and Proving Oversight: Hopi school governing board members should be required to participate in wide-ranging and ongoing training focused on understanding and fulfilling their job responsibilities around school improvement and hiring and evaluation of school leaders, as well as operations and applicable federal, state and Hopi laws, rules, and regulations. They should be able to provide oversight for operations and long-term strategic planning and policy-making. For more details on how to structure and provide appropriate training, please refer to the discussion and recommendations later in this chapter under **Curricular Control,** and in **Chapter 2: Education Leadership**.

Fiscal Impact

Changes in board membership requirements can be implemented with existing resources. Board training can also be conducted within existing budget frameworks.

Issue: Leadership – The Superintendent Position

While the Junior/Senior High School Superintendent provides both supervision and support to the Junior and Senior High School Principals, the elementary principals have no one to turn to for either supervision or support. While four of the elementary school leaders have extensive experience, others are new and without experience or expertise. Principals from Moencopi Day School, Second Mesa Day School, and Hopi Junior/Senior High School all started in those roles in summer or fall 2017, as well as the HJSHS Superintendent, who became a school administrator on Hopi in July 2017.

As demonstrated in the following chapters, conversations with school administrators and other stakeholders since June 2017 suggest that the schools need administrative and curricular supports that they are not receiving.

Finding

The schools need administrative and curricular supports that they are not receiving, and that could be provided by a schools' superintendent.

Research & Best Practices:

Recent research has highlighted the importance of the role of the superintendent and surveys demonstrate how and why an effective superintendent could support the Hopi school leaders. Surveys of district members of the Council of Great City Schools indicated that the top five tasks that principal supervisors reported performing were visiting schools, convening principals to discuss instructional issues, evaluating principals, coaching principals, and conducting professional development with principals.

The support in which these principal supervisors reported being involved included conversing with principals about student performance data, visiting classrooms with principals, conversing with principals about their performance, conversing with principals about teacher performance, and assisting principals in responding to issues raised by parents or the community.[21] Every one of these tasks and each method of support provided by these principal supervisors – most of whom are superintendents – would provide the Hopi community with an opportunity to improve their schools and the education their children experience.

This model exists among the **Eastern Band of Cherokee**, whose School Board has hired a superintendent responsible for supporting and evaluating the three principals. The

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[21] *Rethinking Leadership: The Changing Role of Principal Supervisors.* Wallace Foundation, 2013.

superintendent has a staff of 75, all of whom provide support to the schools. Under the superintendent's guidance and with significant community involvement, the three schools share a strategic plan and all integrate Cherokee culture, history, and other priority areas into their teaching and learning. Similarly, in the **Mississippi Band of Choctaw**, the schools' superintendent manages the school district, provides support and oversight to all schools and their staff.

Recommendation 1.3

Regardless of the organizational structure chosen, the Hopi should consider hiring a superintendent who will oversee all schools and support *all* school leaders.

An experienced and expert instructional leader can provide meaningful support to school leaders without a need for the schools to be engaged in identical teaching practice or implementing the same curriculum. The purpose of engaging the services of a superintendent would be to provide individual, school-based, job-embedded support to help the principals improve the teaching and learning within their schools, and also to provide group support and an opportunity for the principals to learn together – thus also serving the need for professional development and professional learning.

The fact that the Hopi schools currently have different visions, priorities, frameworks, and curricula does not preclude the use of a single superintendent. In fact, many districts have schools that follow different curricula, different focus areas, and different approaches to teaching and learning.

Under either the consortium or the regulated entity/school district framework, a staff coordinator or superintendent needs to be hired to provide the required support. This person's qualifications would include experience as a recent educator and administrator, knowledge of best practices, school improvement, and the ability to work collaboratively with others. The superintendent will need to be a strong leader who can inspire, bring people together, and obtain grants. Likely, such a superintendent will need administrators and a staff.

Implementation

In designing a reservation-wide schools' superintendent role, the Hopi must consider whether that role is providing support, has authority for ensuring compliance, or both.

1. **A Centralized District, Under Superintendent's Supervision**

Whatever entity is designated, either the TED or the HBE, the Tribe should consider hiring a superintendent to supervise and provide much needed support to *all* school leaders and the communities they serve.

- If the Hopi decide that they want a management structure for the schools overseen and supported by a superintendent, they would need to provide the authority to hire a superintendent to the Hopi Board of Education.

- If a schools' superintendent is to be hired, the Tribe and/or the Board of Education would need to re-define the role of the schools' Governing Boards and allocate responsibility for overseeing the schools between the Governing Boards and the superintendent.

- It is possible that the engagement of a superintendent would also include the engagement of additional staff members as well, all of whose salary, benefits, and perhaps housing must be provided. The process of working with the Governing Boards to redefine their responsibilities should also be supported by experts.

- If the Tribe prefers a superintendent to oversee *all* the schools, it may first want to consider whether the role of junior/senior high school superintendent should be expanded for this position. Accordingly, the Tribe (or the Board of Education) must consider whether it wants to institute a formal superintendent position to support the elementary (K-6) schools *in addition to* the current superintendent of the junior and senior high schools (the HJSHS), or whether it would create a superintendent position over both the elementary and junior/senior high levels.

2. A "De Facto" Superintendent

Given the difficulties of constructing a central school authority on Hopi that is sufficiently independent of the existing Tribal government, while also possessing sufficient internal capacity effectively to oversee the complexities of K-12 education, the Hopi community may wonder if there is some alternative that could combine central expertise with a more light-handed role in governing the independent individual schools.

Alternatively, the Hopi schools can rely more on the current role of the Hopi Junior/ Senior High School Superintendent. In fact, Hopi already has a *de facto* system of centralized school governance for grades 7-12. There is only one junior high and one high school. These schools operate under the same basic model of the village elementary schools – with their own Boards elected independently of the Tribal government, choosing their own educational leaders, and carrying out their own internal operations.

Yet their very existence also exerts an indirect influence on the elementary schools, creating a potential model of central – but light-handed – authority. These schools' Boards, administrations, teachers, parents and student bodies all know that, eventually, virtually all their

students will be attending Hopi Junior High School, where they all will be expected to meet a Hopi-wide standard of achievement and study a Hopi-wide curriculum. Individual schools can (and to some extent do) ignore this reality – but doing so puts their students at an eventual disadvantage. There is thus some incentive for cross-school, cross-village cooperation in curriculum and standards – the most fraught areas of educational policy – as well as in management.

Either way, such an informal district-wide superintendency would require additional staffing to address the additional requirements of coordinating the six elementary schools.

3. Providing Centralized Support or a Central Authority

In addition to providing *support*, the Hopi need to discuss what role the regulating entity (HBE/superintendent of schools) will play in *oversight,* compliance, and ensuring accountability for data collection, student performance, and School Improvement. That may be an evolving conversation as the HBE/superintendent sets up data systems to track students and performance, builds administrative capacity (ideally through collaboration), provide more funding (it's easier to ask for more if you're funding it, they can't just say, "I'm sorry, we don't have the resources or the time."), and build trust and relationships.

Applying a State Education Agency model, the **Navajo Nation** is using data as a means to ensure compliance and accountability of the schools. Others, like the Rosebud Sioux, draft an annual report which reports on student performance data from each school.

The questions to consider include:

- Can the Superintendent hire or fire school principals?
- What mechanisms can the Hopi put into their legal Code to ensure enforcement and school improvement?
- What oversight are the school stakeholders willing to allow from a tribal-level entity?

Fiscal Impact

The fiscal impact will depend on whether the Hopi hire one reservation-wide schools' superintendent, or a full staff to support the Department of Education.

Issue: Central Authority Responsibilities – Plenary vs. Limited

Overview: Hopi education already possesses some of the traits that improve school governance but are politically controversial. By definition, Hopi has building-based management. Budgets are set entirely at the school level, not by a remote central office; Section 7 of the Hopi Education Code (Ordinance #36) authorizes local boards to determine policy and

work, review and approve the local school financial plan, and appoint and discharge local school staff. No resources are being expended on a central bureaucracy.

Hopi's challenge is how to construct a school "system" where none currently exists, and to leverage resources beyond the individual school buildings to provide the needed education infrastructure.

Finding

If a Tribal-level central authority is constituted, its responsibilities, and the roles, powers and duties of the local schools, still can vary widely across a range of substantive areas

There is already widespread recognition in Hopi of the advantages that accrue from cross-school cooperation in a host of areas such as purchasing; personnel recruitment and retention; transportation; facilities and maintenance; housing; professional development; and technology. Such cooperation will result in economies of scale that could free up dollars to be spent on improved classroom instruction.

If a Tribal-level schools' authority is constituted, whether it is under direct Tribal control or a "regulated entity," whether its Governing Board is directly or indirectly elected (or appointed), whether its authority is exercised primarily by the board or by a strong superintendent, its substantive responsibilities, and the roles, powers and duties of the local schools, still can vary widely across yet another spectrum of possibilities.

The following discussion addresses whether a central authority (if Hopi establishes one) should be *plenary* – with central authority over *all* aspects of school administration – or could be *limited* to certain functions and what are the advantages and disadvantages of a central authority in various specific areas.

The proper degree of centralization in school administration is a subject of widespread debate. There is substantial evidence worldwide that jurisdictions with uniform curricular standards and student expectations perform better than those without, arguing for the centralization of authority over such substantive issues at the highest level, and most encompassing jurisdiction, possible. In general, when student and school performance improves, more responsibility for implementing these standards and meeting these expectations is devolved – to school building administrators, classroom teachers, and, ultimately, families and students themselves. Moreover, the growth of central bureaucracy has been shown to be both a costly and counterproductive factor in school administration. In addition to standard-setting, functions that achieve efficiency gains from economies of scale should be administered centrally – those that do not, should not be.

Research & Best Practices:

Despite a desire for Tribal standards and consistency, most of the Tribal Education Codes also maintain clear language highlighting the autonomy of the local School Boards, especially to set school policies, review and approve the local school financial plan, and hire and terminate school staff. Other Tribes exhibit a range of locally-delegated responsibilities.

- The **Navajo Nation** delegates to school boards the responsibility to develop written policies regarding school governance, personnel, parental involvement, staff conduct, student conduct, teacher evaluation, residential policies, fiscal and budget management policies, graduation requirements, and academic policies. The Department of Diné Education maintains more of a supporting role, working in collaboration with the schools to establish standards, monitor and report, and collect achievement data and test results.

- **Oglala Sioux** local School Boards are required to draft a written School Philosophy document, line of authority, code of ethics, personnel policies handbook, fiscal and accounting process, community involvement policies, Parent Advisory Council procedures, and employment contracts. Local School Boards must develop a Comprehensive Educational Plan, a Disaster Plan, and a School Board Policy Manual.

- **Rosebud Sioux** require local School Boards to "ensure that their schools and staff cooperate with the Tribal Education Department," but similarly to the Navajo, leave autonomy to set policy for their schools for the most part to the local School Boards – including curriculum, education standards, and educational policies and programs; and attaining tribal education standards. These standards, however – as well as a Tribal curriculum and Tribal educational programs – are set at the Tribal level.

- The **Standing Rock Sioux** Tribal Council establishes School Boards and their schools, which must cooperate with the Department of Education, including compiling required data, having educators participate in professional development, and ensuring administrators participate in on-site assessment evaluation teams. They must also ensure that the schools attain Tribal education standards.

The **Navajo** code, for instance, leaves "adequate bus transportation systems" to the local school boards, but it also notes that, "The Navajo Nation, through the Education Committee and the Transportation and Community Development Committee, shall work in a joint and cooperative effort with the states and the Bureau of Indian Affairs to adopt adequate bus routes, to avoid excessively long bus travel and to develop a comprehensive school transportation plan."

At the other end of the spectrum, the **Choctaw** have delegated several tasks that many Tribes and districts centralize – such as spending decisions up to at least a certain dollar amount, authorizing travel, training, and curriculum, and day-to-day operations – but *all* hiring and firing decisions (including contractors) are centralized not in a Tribal school authority, or even at the Tribal Council level, but in the Tribal Chief. Principals can make a recommendation, but the Chief makes the decision. The majority of their teachers are board certified and the Tribe pays for this. Positions cannot even be announced publicly until the Tribal chief reviews and give the go light. It's a tight screening process to ensure schools get the best staff. The Choctaw feel that this allows them to impose very strict internal controls on personnel decisions to maintain the integrity of the process and for uniting the schools, their students, and the population generally as one people. They in fact recommended to us that *all* Tribes centralize their human resource functions.

The **Standing Rock Sioux** strike a more nuanced position. With the support of a Sovereignty in Indian Education grant, the Tribe hired consultants to perform an analysis of school governance, academics, and finance and human resources at both the BIE-funded schools and the Tribe to determine whether the Tribe had the capacity to manage the tribal schools and whether any of those functions should be consolidated under the TED. The consultant recommended that the Tribe manage human resources for all the tribal-controlled schools, that Tribal schools should continue to manage their own finances, and that the school superintendents should meet and compare academic policies and procedures to determine which should be in all schools. The consultants determined that the schools really did not have academic policies and that working with the school boards and administrators to create consistent policies should be a Tribal priority. As a result, the consultants and TED worked with the school leaders and school boards to provide capacity-building – helping them to understand, articulate, and draft consistent (but not identical) governance documents (Constitutions and By-Laws) and beginning the process of creating academic policies for the schools.

Varying models are possible in all areas of school operations ranging from central control to informal cooperation to total independence and individuality. What is needed in purchasing is probably not the same that is needed in curriculum choices, and what is needed in a science curriculum may not be the same as what will work best for Hopi culture or language arts classes. Technology governance probably cannot and should not mirror transportation planning.

Recommendation 1.4

In considering a centralized entity that would provide more consistent support and/or oversight to Hopi schools, the TED Advisory Committee should determine those administrative, non-curricular areas to which the superintendent would provide support and/or oversight.

If a central school authority (or "district") were to be established, it would not need to be given authority over *everything*. Centralized authority over some aspects of operations, and cooperation between schools in others, is preferable to the current fully-local system of operations; possibilities in this regard are discussed in the following subsections. Finally, many functions properly belong at the local school level – or even should be further devolved to individual teachers and their classrooms– as discussed at the end of this chapter.

Implementation

The Hopi leadership will need to hold a full community dialogue that will start with (1) reviewing the details in each chapter of the study, (2) reading the concise Visioning Statements, and (3) participating in visioning discussions anticipated in April 2018.

The functions that it makes most sense to centralize – and to which there is generally the least political opposition – are "non-policy," or "back office" functions that can achieve economies of scale and efficiencies from uniform operation. These include purchasing, transportation, technology, and to some degree personnel and security.

The following describe the various ways in which either centralization, coordination, or standardization of functions could improve performance of both the individual schools and of Hopi education overall. The appropriateness of centralization, coordination, standardization, or independence varies from function to function. For example, the review team recommends:

- Hiring a single part-time finance facilitator who serves all the schools (This recommendation is presented in **Chapter 10: Finance & Budget**.)

- Hiring a central full-time **transportation director** to oversee the transportation operations in all Hopi schools and potential use of electronic routing software to enhance the efficiency and effectiveness of transportation services across all Hopi schools. Given the Hopi policy of widespread attendance across individual school "lines," the efficient coordination of transportation for students between multiple schools and villages located in an area of over 100 miles would seem to benefit from centralized coordination and scheduling. (This recommendation is presented in **Chapter 11: Transportation.)**

- Instead of creating a centralized **contracting and procurement** office, implementing collaborative procedures amongst the schools' business offices on contracting for professional services and on procurement.

  Effective collaboration, requires adopting uniform business practices, software, and reporting practices – even if still carried out by separate school administrations – in

addition to regular communication. School business office staff should be given time each month to meet together to provide each other technical support and share information and skills. (This recommendation is presented in **Chapter 10: Finance & Budget.)**

- Implementing several recognized best-practices the area of **teacher recruitment and retention**:

  - a single written recruitment policy for all schools;
  - the pooling of funding to create a single recruitment budget for all schools;
  - a consistent salary scale so that schools are not in direct competition for staff;
  - a robust and continuous, Tribally-supported "Grow-Your-Own" program for teachers and hard-to-fill positions like special educators and behavioral health counselors; and
  - a new teacher support system through collaboration between schools to ensure that new teachers have mentors, attend a well-planned staff development program targeted at new teachers, and receive ongoing constructive feedback.

- Creating an inter-school sharing arrangement to help alleviate the problem of teacher housing capacity. In fact, cooperation between not just the schools but also with the Hopi Tribal Authority – could enhance the ability to negotiate prices with existing module home vendors and to move quickly to address housing shortages.

- Evaluating staff and school leaders at the school level by each individual school Board and administration – but for fairness, consistency and quality control, the schools should all develop and use a single research-based performance evaluation system with specific metrics identified.

(The three preceding recommendations are presented in **Chapter 4: Human Resource Management**.)

Two very different options exist for providing regular **support to school leaders**.

1. At one end of the "spectrum," the separate schools might create an education consortium in which a representative of the Hopi Board of Education or Hopi Department of Education facilitates regular meetings for school leaders to learn together and provide each other with support, or consider designating a facilitator to support a principals' learning community for the school leaders.

2. At the other end, as discussed earlier, Hopi could choose to create a central superintendent for *all* schools (as now exists only for the Junior/Senior High School) to provide supervision or support to the school leaders and the communities they serve.

There is unique window, due to the recent upgrade of Tribal **information technology (IT)** capabilities, for Hopi quickly to complete broadband upgrades in the schools that will expand tribal access to on-line learning. However, the **Public Works** team found that while some principals recognize that there may be a benefit to centralizing IT functions and support, others strongly disagree. We therefore recommend that Tribal and school authorities simultaneously review IT capacity at the individual schools and in the Department of Education, identify what gaps exist, and determine how best to address them, in order to develop a broadly-held understanding and agreement amongst stakeholders as to the best way to manage and share existing technical expertise and equipment.

Finally, support for strengthened **Hopi culture and language education** is one area to which a Tribal-level involvement in K-12 education can best contribute – whether through spreading stronger programs from individual schools to the others, through IT and otherwise, or by direct tribal provision as other Tribes have pioneered. This will be discussed further in this chapter under **Curricular Control.**

This report addresses each functional area of school operations separately, and recommends different levels of concentration or dispersal in each. Hopi could choose to create a central school authority and give it unified control over all aspects of operations; or it could leave virtually all functions totally decentralized, as at present. It could opt for virtually any mix of arrangements in between. This report will include recommendations that use an approach calibrated to the specifics of each operational area.

Fiscal Impact

As with many other sections, the fiscal impact will be determined by the range, volume and extent of administrative issues to be managed by the central authority.

Issue: Funding a Central Authority

Overview: While schools may be more willing to collaborate, pool funds, or even centralize authority in areas like bus scheduling or purchasing of supplies, ceding authority over money and budget is quite another challenge. Onsite interviews and survey comments alike showed a concern about centralized funding of Hopi schools. With economic uncertainty ahead, the Hopi Tribe itself is also uncertain about finding additional resources to fund a school district office.

Finding

The schools can collaborate, pool funds, or even centralize authority in certain administrative areas, without necessarily ceding authority over money and budget, however, if the Tribe were to establish a district office or provide supplemental supports to schools, it needs to consider additional resources.

Research & Best Practices:

Allocating all Tribal school funding to a central authority would require changing the Tribe's agreement with the federal government. Central funding of Tribal schools is possible through PL 93-638, the Indian Self-Determination and Education Assistance Act of 1975 (ISDEAA, often referred to simply as "638"). Hopi leaders have suggested that they could obtain "additional 638 funding" from the federal government for administration of a central education agency. This route is unlikely to be very promising, however, even if it would be politically acceptable to the Hopi.

ISDEAA allows for tribal administration of certain programs that have historically been managed by BIA and BIE. In such cases, Tribes negotiate "self-determination contracts" or Title IV "self-governance compacts" with BIE, and BIE transfers to the Tribe control of the funds it would have spent on the program. As of February 2017, however, only one BIE school, **Miccosukee Indian School** in Florida, was funded through an ISDEAA contract.[22] Tribes more frequently use 638 funding to manage other types of programs, such as health care clinics, police departments, and natural resources management programs.

The Hopi Tribal government could opt to move to a 638 contract model with BIE so that all school funds would be allocated to a central authority. However, if the central authority is the tribal government itself, spending would be restricted because the Hopi tribal government is currently being sanctioned by BIE for failure to submit audit reports. Funding would only be made available at the end of each quarter based on actual spending. This model would be infeasible for the schools.

Another centralized funding option would be for the Tribe to identify or create a different central authority to receive and manage the Tribal school fund allocations. Regardless of which entity is the central authority, however, there would be a net loss of administration funds if all funding is pooled because the formula BIE uses to calculate administration funds allocations provides for a greater percentage of costs to be paid to individual schools than to a central authority.

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[22] Congressional Research Service. Indian Elementary-Secondary Education: Programs, Background, and Issues. June 16, 2017.

The Hopi schools would not gain additional funding for administrative costs to manage a central authority using a 638 contract model. It would receive *less* funding.

Recommendation 1.5

The Hopi Tribe should determine how to fund its centralized entity and/or separate operational areas.

As one of the first steps in setting up a unified school district model, the Hopi would need to determine how to fund it. Working within the TED Advisory Committee, the local governing boards, school administrators, Hopi Education Department, HBE, and Tribal Council leadership would need to fully consider the potential costs and how to find resources to fund a superintendent and "school district" office.

Currently, all Tribal school funding is allocated to individual schools. There are three possible models for consolidating any of this funding.

- Provide funding from the Tribe to create a school district office with the hopes that it will save enough resources to change up the system in the long-term future.

- Pool funding allocations for specific areas to better allow for joint purchasing in those areas, such as transportation or professional development.

- Pool *all* school funding under a central management authority.

The Hopi should create a central financial *facilitator* position to help advise and improve the financial operations of each school, but should <u>not</u> set up central financial *control* over school budgets.

Many of the recommendations in other areas do call for some centralized authority, or some greater level of coordination, which in most cases will require commitment of resources. And, conversely, many other recommendations – in consolidated and more sophisticated planning of bus routes and schedules, in the pooling of funding to create a single recruitment budget for all schools and creation of a consistent salary scale to reduce competition, in sharing of housing resources and jointly negotiating procurement of everything from classroom supplies to modular homes, and potential consolidation of IT services – will produce not just improved performance and functioning but also potential financial savings to individual schools and the Hopi community as a whole.

The question is whether the savings that accrue from working together more cooperatively and efficiently could be directed to fund further efforts to work together that may cost money but would improve performance and outcomes. This is both a legal and a political question.

Implementation

In addition to providing some immediate funding from the Tribal government to run a "Hopi school district" office, there are some ways to pool funds and save resources.

Pooling Funding Allocations for Specific Areas: Under federal program rules, the Tribe can opt only for *all* federal Tribal school funding to be allocated either to individual schools or to a central authority. There is no option for pooling only a *portion* of the Tribal school funding allocation. Therefore, the Tribe would not be able to direct only, say, transportation allocations to a central authority, with the remaining allocations going to the individual schools. All tribal school funding must go to either the individual schools or to a central authority.

However, there is another option to consider. Under the current funding model, whereby each school receives and manages its own federal funding allocation, the schools can opt into joint purchasing arrangements. Under federal rules, these types of arrangements require a signed agreement between the schools and the Tribe. Such arrangements should also include a written agreement between the schools, such as a contract or memoranda of understanding, to ensure that the costs allocation model is agreed upon by all parties, and that the responsibilities of each party are clearly outlined.

Many of the suggestions in this report involve increased coordination and cost-sharing between the schools on purchasing. A joint purchasing agreement would be necessary to effectuate these and would be an integral part of any purchasing improvements.

This report also recommends a range of cooperative operations in multiple functional areas, including finance, transportation, safety and security, teacher recruitment and retention, teacher housing, evaluation of staff and school leaders, support to school leaders, information technology, and Hopi culture, values, and language education. Consolidation or cooperation in these areas would need to be structured as a *purchase of services* and covered by a similar joint purchasing agreement, with funding pooled to cover both any such "purchases" (such as bus-routing software or security hardware) and any joint personnel needed to administer the joint "purchasing" (such as the federal finance facilitator or central full-time transportation director the review team recommends hiring).

Fiscal Impact

The remaining question would be whether the individual schools, their leaders, and stakeholder communities can agree to pooling the savings realized through this report's other

recommendations, and invest those savings in implementing improvements to achieve their education priorities. If not, it is hard to see how the recommended central functions, or support and facilitation for cooperation – which would help improve all the schools' functioning and the educational outcomes for their students – can be achieved.

Issue: Curricular Control

Overview: As Hopi schools currently use different curricula to support core academics, language instruction, and vocational education, the Hopi people will need to consider whether a centralized entity will enforce curricular control by designing, adopting, or enforcing a uniform curriculum across the reservation.

Finding

Lack of curricular alignment between the elementary and secondary levels and the sustained low performance at the elementary level has culminated in lack of preparedness and low performance of students at the secondary level.

Hopi Ordinance #36 requires that the Hopi Board of Education (HBE) assess reservation-wide educational needs, set reservation-wide educational goals, set minimum reservation-wide education standards, and prepare an annual report on the status and future development of the Hopi Education System. However, neither the HBE nor the Department has complied with this requirement, so no reservation-wide standards or goals exist.

Instead, Hopi schools' curricula are aligned with the Arizona state standards, and the individual schools purchase different textbooks to support the curriculum for each school. Because the schools have worked diligently – with staff committee and community input in many cases – to select their individual curricula and textbooks, deciding to choose a common curriculum on the elementary level would necessitate a new process. Also, as Hotevilla-Bacavi Community School serves an increasing number of 7th and 8th graders, it would need to match its English, math, science, and social studies curricula with Hopi Junior High School.[23]

In addition, although culture and language instruction is of special importance to the Hopi people, and the newly-elected Hopi Tribal leadership expressed to the **Public Works** team an interest in elevating attention in the schools to Hopi culture and language, the schools design

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[23] For more details about the different schools' curriculum choices, see **Chapter 3: Educational Service Delivery**, **Issue: Curriculum, Instruction & Student Performance.**

and implement separate Hopilavayi and culture programs in their schools, with no common curriculum or centralized creation of materials or resources.[24]

Plus, despite a Tribally-supported strategic plan for economic development, there is insufficient connection between the Tribe's economic development planning, workforce programs, and vocational and career-ready curriculum or Career and Technical Education (CTE).[25]

While the use of different curriculum is not in itself an obstacle to achieving high student performance, it limits or eliminates collaboration, joint efforts, and synergies across schools; it leaves schools isolated from each other and operating with limited resources. The vast majority of Hopi we interviewed recognize the need for greater consistency in their efforts toward school improvement in academic achievement. The community survey comments also almost unanimously supported a common curriculum across Hopi K-6 schools. The comments in **Figure 1-13** on the following page are from community members who completed surveys in December 2017 – January 2018.

Figure 1-13
Community Survey Results in Support of a Unified Hopi Curriculum

"How Would You Describe a Comprehensive Hopi Education System?"   **Community Member Responses**
Uniformity in school curriculum.
Standard curriculum with teacher development.
Enhanced and consistent curriculum.
K-6 I would like to see the same curriculum in all the schools.
I chose to go to school off-reservation because I felt the school curriculum was not challenging enough for me.
Combine the entire schools under the jurisdiction of the Hopi Reservation, under one curriculum or school district.
Another thing is finding a solid curriculum that works. Curriculum that will advance our children so they may ultimately compete with the rest of the nation for scholarships, etc.
Standardized curriculum for all schools and to prepare students for junior high or high school.
I think that it would be best if the schools had a unified school system and unified curriculum so that all students would be learning the same material.
Implement a standard curriculum that all schools follow as a minimum requirement.

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[24] For more details about the different schools' programs, see **Chapter 5: Integration of Hopi Language and Culture.**
[25] For more details about technical and vocational education, see **Chapter 3: Educational Service Delivery, Issue: Curriculum, Instruction & Student Performance**; and **Chapter 8: Educational Continuum, Issue: Workforce Development.**

"How Would You Describe a Comprehensive Hopi Education System?"
Community Member Responses

Continue to pursue central education office for the sake of developing uniform student curriculum but maintain local Board governance.

Consistently teach same curriculum at all day schools so there is consistent information for students that get into junior high.

Aligned curriculum that builds from K-12 that is formed from the elements of Hopi teachings and values.

Common curriculum is necessary. All schools should offer the same curriculum to allow for smoother transition to the junior/senior high school level.

Focus on standardized curriculum for high school feeder schools.

The Hopi Tribe's role in the education system should be a cohesive working relationship to provide assistance in curricula, funding, cultural resources and after school program development that would benefit our students and student athletes.

One educational curriculum for all schools and set boundaries so that kids aren't bussed from one end of the reservation to the other side.

Create maintain a unified school district with specific standards curriculum for grades K-12.

Set high academic standards of excellence from pre-school to college.

Hopi Tribe's education system should take active role in the development of the overall curriculum that challenge our Hopi children to learn more advanced courses.

The Hopi Board of Education (established by the Education Ordinance) should be formally delegated by Tribal Council to develop, streamline and implement a standard form of curriculum, policies, procedures.

Oversight and monitoring of curriculum to make recommendations of what should be included with input from parents.

Set the overall education standards for junior and senior high school to promote education as a high priority for Hopi.

Uniformity in school curriculum and meeting Arizona Education Standards.

All feeder schools should have same curriculum and books to teach our kids.

All schools learning the same material using the same curriculum.

A unified school system with the same curriculum.

Everyone is on the same page when it comes to education. If we aren't, we are failing in all aspects of the Hopi education system.

Where all schools are providing the same curriculum for students in the same grade no matter what school they attend. Utilizing curriculum from across the state.

Comprehensive Hopi education system would be where all the schools on the Hopi Reservation use one curriculum; all students would be learning the same thing.

A self-determined curriculum that infuses our cultural values into AZ education and creates community

"How Would You Describe a Comprehensive Hopi Education System?" Community Member Responses
minded individuals that reflect the values of a Hopi. Students who are critical thinkers and are prepared mentally, spiritually and physically to bring value back to their community. We must develop a mindset in our children that enriches our community and invests in the future.
Combining the schools under one curriculum is best. We should not have schools with their own unique curriculum or governed by a local School Board. Make it straight across the board so all kids and schools benefit!

"What role do you think the Hopi Tribe should play in the educational system on the reservation?" Community Member Responses
They need to have a huge role, in nearly all aspects to assure a high-challenging curriculum provided; that our high school graduates are academically prepared for post-secondary institutions.
Coordinate local and off-reservation agencies/villages to develop a curriculum that will work for Hopi students.
Making sure the curriculum is up to date and challenges those students who excel above their grade level, make programs available for them.
Have input into the curriculum along with teaching Hopi at all levels.
Complete the Ordinance. They need to set standards that each school must follow. Then allow the schools to administer as long as they are meet the Tribe's standards.
Hopi Tribe should practice their sovereignty and employ curricula and programs that are important to the Hopi tribal members and its future.
Oversight is necessary to ensure school core principles are followed for all grades, K - 12.
Tribe should be vested in all elements of the community; always need support from the leaders.

Source: Community Surveys, December 2017 – January 2018.

Research & Best Practices:

In deciding whether and how to make the curricula more consistent across the reservation, the Hopi can follow other Tribes in their efforts on academics, instruction on language and culture, and vocational education. For example,

- **Tribal Involvement in Standards and Curricula**: Tribal schools follow the academic standards required by their respective states regarding English language arts and math. But many Tribal codes address the need for Tribal education standards and curricula more broadly, and they do so across a spectrum of central control.

- In the **Rosebud Sioux Tribe,** the Tribal Education Director is tasked with developing tribal curriculum and tribal education standards and convening meetings of educators

and stakeholders. After drafting the standards and the curriculum, the Department of Education submits them to the Tribal Council, which "establishes" them.

- **Standing Rock Sioux Tribe**: Through recommendations by the Education Department, the Tribe's Health, Education, and Welfare (HEW) Committee establishes and promotes tribal education standards for approval by the Tribal Council. The Tribal Department of Education focuses on creating consistent (though not identical) academic policies for the schools and developing its own set of Tribal standards. Ultimate curriculum control rests with the individual schools, however.

- **Navajo Nation**: Using a model more like a state education agency, the Navajo Code requires that the Tribal Board of Education, in consultation with other entities, develop education standards, but it instructs local community school boards to "approve and adopt challenging academic content standards" and develop a written curriculum aligned with Navajo standards.

Tribal Language and Culture: Across the country, Tribes are doing more and more on the Reservation-wide level to integrate their Tribal languages and cultural values into their schools. Many other Tribes include Code sections on the importance of native language and culture. These vary greatly as to degree of centralization. Many highlight the importance of tribal history, social studies, and culture – in the standards, curriculum, lesson plans, materials, and/or classroom instruction. These are noteworthy requirements, as they provide authority to develop history and social studies curriculum and materials. This includes:

- **Choctaw** language curriculum;

- **Oglala Sioux Tribe** Lakota culture program;

- **Skokomish** Education Committee, which works in cooperation with the Cultural Committee to identify and gather materials on Tribal history, language, culture, and values;

- **Standing Rock Sioux**'s Tribal Education Department mandate to develop standards including Dakota/Lakota language and a requirement in the Code that the Tribe will create a "Tribal Language Board" as a certifying entity for those seeking to attain licensure as a Dakota/Lakota Language and Culture Teacher ("Eminent Scholar"); and

- **Rosebud Sioux Tribe**'s mandate that the Tribal curriculum include Tribal government, Tribal-state and Tribal-federal relationships, and Rosebud Lakota language and culture, Tribal economics, health and nutrition instruction, parenting and family life, Tribal and

American economics, reservation land base, Tribal natural resources, and community environments, plus a requirement that the established tribal curriculum must include a tribal orthography to be used in Rosebud Lakota language instruction on the reservation.

Vocational Education: In addition, when it comes to preparing its students for college and/or career, some Tribes serve as good models for a centralized approach:

- The **Navajo** education Code calls for the Education and the Human Services Committees of the Tribal Council to coordinate with other entities the development of comprehensive vocational educational planning to be integrated into the basic curriculum of all schools in all appropriate content areas and at all grade levels.

- The **Coeur d'Alene's** comprehensive "Education Pipeline" to support their students along the continuum of services and education, includes a strong workforce development component.

- The **Nez Perce** Education Department's mission is, "*Together, we provide education and career pathways to enhance self-sufficiency for individuals while staying grounded in Nez Perce values."* The Education Department also addresses education activities in the NPTEC Strategic Plan and is developing a Nez Perce Education, Training, and Business Development Center.[26]

Recommendation 1.6

The TED Advisory Committee should consider what aspects of curricular control should be maintained locally, and what aspects should be developed on a reservation-wide basis.

Most importantly, as addressed in **Chapter 3: Educational Service Delivery**, the Hopi school system should implement a full "School Improvement" model. This includes a multi-step approach that will include developing consistency and improvement in educational services across the Reservation's schools. In light of this recommendation, the Committee should take into consideration the needs of the reservation on the following three components (1) core academic subjects; (2) Hopi language and cultural values; and (3) vocational and workforce development.

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[26] www.nezperceeducationcenter.org

Implementation

Whether implementing a consortium, a central entity, or a fully unified school district, the TED Advisory Committee should consider what aspects of curricular control should be maintained locally, and what aspects should be developed on a reservation-wide basis.

Consistent Curricula and/or Instruction: To more effectively implement the recommended School Improvement model, the Hopi should consider ways to develop consistent curricula in language arts and math, in particular, across the elementary schools. This consistency can provide many benefits, including joint professional development, collaboration among teachers across schools, sharing instructional strategies, pooling and thus expanding and multiplying access to resources, making it easier to students to move from school to school, and aligning preparedness from elementary to secondary schools.

A variety of considerations are set forth in more detail in **Chapter 3: Educational Service Delivery**. To begin the dialogue, the TED Advisory Committee should ask:

- Should all Hopi schools have a uniform curriculum and use the same instructional materials? If so, what central entity, if any, should design, decide, or adopt that common curriculum for all the schools?

- As all Hopi schools are preparing students to meet the Arizona state standards and pass AzMerit grade-level tests, should the schools all work toward similar instructional strategies, perhaps under the guidance of a schools' superintendent, a consortium coordinator, or a Committee of relevant stakeholders?

Hopi Language and Culture: The Hopi should consider a role for Tribal authorities to play in supporting, developing and spreading curricula regarding Hopi values, culture, and language. The following two recommendations are presented in further detail in **Chapter 5: Integration of Hopi Language and Culture:**

- Hopi schools should restructure the Hopi language and culture programs implemented in the Hopi schools by articulating Hopi language and culture standards, developing a curriculum and assessments to be used across all Hopi schools, and making parents and community members an integral part of the program.

- The Hopi Tribal Council, in coordination with the Hopi Department of Education and Workforce Development and the Cultural Preservation Office should set up a Committee of relevant stakeholders to consider the following options and decide how the Tribe should move forward, perhaps applying for a grant to do so.

Vocational and Workforce Development: Finally, the Hopi should consider what is needed to set up a proper workforce preparation system that extends from early grades, where basic skills are laid, through high school and beyond – including retraining for adults with changing job needs. Hopi should develop a more sophisticated workforce strategy on a reservation-wide basis as part of its economic development policy.

Like successful workforce programs everywhere, it needs to include the schools – but it also needs to integrate the program with other community members, including cultural resources and institutions, the employer and prospective employer community, Tribal economic development officers and strategists, job training providers, and higher education institutions throughout Arizona. All of these actors have an interest in ensuring that the schools are teaching material and skills that will help the community attract employers and the students obtain jobs and build careers.

The schools should better orient their CTE programs toward the needs of the Hopi economy, as it both exists today and is projected to exist in the near-term, as well as how Hopi leaders hope it will develop in the future. Currently, CTE in the schools is conceived as meeting a need for welding and carpentry; these are indeed needed skills for any construction that might occur in the future as new business facilities are built on the reservation. But, according to a study on the Tribe's economic future by the Hopi Opportunity Youth Initiative (HOYI), that future will require workers trained in business administration, health care fields, and primary education. In addition, any successful economic development strategy for the Tribe will emphasize the development of indigenous businesses and high-value startups, requiring a population of Hopi youth. Such initiatives will require the input of the full range of interested actors noted above. This is an area where Tribal and school authorities – as well as many others – need to be better integrated and in alignment.

To achieve those objectives, the Hopi should consider the recommendations regarding: Career and technical education (CTE) in **Chapter 3: Educational Service Delivery** and **Chapter 8: Educational Continuum**; and workforce development in **Chapter 8: Educational Continuum.**

Fiscal Impact

Fiscal impact is difficult to calculate at this time, as costs involved in developing standards would vary greatly, depending on whether the Tribe chooses to develop new standards for example, or alternatively adopt one school's standards as the model for the others. For more details on these recommendations, and on their potential fiscal impact, see the relevant chapters in this report where specific proposals are described in greater detail.

Issue: Building Capacity and Trust in Tribal Educational Leadership

Overview: Concurrent with the creation of a TED Advisory Committee, community dialogue, and decision-making process, the current Hopi educational leadership should come together to gather necessary information and build capacity and trust. This is a critical first step regardless of decisions made around which model to adopt to achieve long-term structural changes. If done effectively, it will also serve as an essential foundation basis for a stronger, more inclusive decision-making process.

Finding

The Hopi Tribal government lacks administrative capacity, and/or financial ability to provide support for schools, and therefore, it lacks the trust of some stakeholders that it can provide oversight over a Hopi school system.

Onsite interviewees and survey respondents agree that Hopi Tribal government has not shown the administrative capacity or financial ability to provide support for schools. The Hopi Tribal Council has a five-member Health and Education Committee. Each school's governing board sends a representative to the Hopi Board of Education (HBE). Pursuant to the Hopi Code, Ordinance #36, as amended, the HBE is provided staff.

The Hopi Code requires the HBE, with the Education Department's administrative support, to set goals and standards, and prepare an annual report on Hopi education. As the HBE was defunded and only recently revived in 2016, goals or standards have not been created, nor has an annual report been compiled or written. As a result, the current Ordinance's requirements have not been met.

The TED manages a child care center, four federally-funded Head Start sites, a workforce development program (with federal and state funding), and scholarships and grants program (with funding with BIE and from HEEF), as well as a mobile library and a bookmobile. It also manages a language program, a vocational rehabilitation program, and an early intervention program, as well as a TANF program known as the Hopi Family Assistance program. Finally, it has administered two teacher preparation grants with the participation of local preservice teachers, who are now teachers. Outside these efforts, however, it has little relationship to the operation of schools. There has even been some contention among school administrators and board leaders that the TED is trying to "take over the schools," but has little capacity or authority to do so, because it has "done nothing with K-12 schools."

According to the Community Member survey administered by **Public Works** in December 2017 – January 2018, a large percentage of the community wants more support for the Hopi schools:

- Of community members surveyed, **90 percent strongly agree or agree,** "The Hopi Department of Education should do more to support PreK-12 schools.

- **77 percent strongly agree or agree** that, "The Hopi Board of Education should have a stronger role in Hopi Education."

Figure 1-14
Community Comments about Tribal Educational Leadership

Survey: Selected Comments of Community Members
The School Board needs to step up and meet its responsibilities!
Get a separate Education Office that will assist the local schools as well as assisting students who wish to attend off-reservation
If the Hopi Tribe can't keep their own programs in line with budgets, policies and educated personnel then what makes anyone want to support the fact of the Tribe taking over or having a role in the education system. An established Office has been in existence for over 20 years and to date no real involvement has come out of the office that allows schools to build optimism in the Tribe having a role. Perhaps with a new Director who schools will see come through more than once a year to share what works in Education will work. For now, the Hopi Tribe should concentrate on their programs. Let the schools do their thing with the teaching.
there is a disconnect with the Hopi Tribe education office and the Hopi schools, improve the communication and collaboration between these two entities.
Hopi Tribe's education office is weak in all areas. Don't know what their role currently is. They're role could be to develop a system that encourages communications/partnerships/involvement of everyone so that all students understand that High School will be challenging. Close the communications gap that exists today.
Have an "arms-length" governance structure. As it stands, the Hopi Tribe does not have the capacity to govern our Hopi schools. The department lacks resources to provide well rounded and fair representation to all Hopi schools. Current staffing needs of the department are lacking and getting full cooperation and attention from the department is not possible.
Get a separate Education Office that will assist the local schools as well as assisting students who wish to attend off-reservation

Source: Public Works, Community Member Surveys, December 2017 – January 2018

While the **Public Works** team compiled extensive data from leaders, schools, and community stakeholders, other data is still missing, either because governing boards did not want to provide it, or because school administrators did send it. Data and documents not provided after repeated requests include:

- Student Achievement results from the Hopi Junior and Senior High School for 2014-15 to 2016-2017.

- School Improvement plans from the Hopi Junior Senior High School, Hotevilla-Bacavi Community School, and Second Mesa Day School; and
- Information and data about the gifted and talented education program and special education students at the Hopi Junior/Senior High School.

Research & Best Practices:

In tribal education departments across the country, tribal education leaders are working collaboratively, in partnership with school leaders, and as a means of supporting the schools. Examples include **Coeur d'Alene** with its "education pipeline" to support its students through the educational continuum from birth through adulthood, **Gila River** which organizes annual in-service trainings for hundreds of its K-12 teachers as well as collaborative opportunities for its early childhood educators, or **Rosebud Sioux**, which compiles information and publishes an annual report on their schools.

Recommendation 1.7

The Hopi educational leadership should take immediate steps to compile school, student, and staff data, strengthen its governance capacity, act collaboratively, and build trust as it continues the community dialogue about long-term options.

As part of the decision-making process, the current reservation-wide education leadership (TED, HBE, HEC, governing boards, and school administrators) must come together to gather necessary information and build capacity and trust.

This immediate first step is *critical,* regardless of decisions made around long-term structural changes. It can also be done concurrently with continuing community engagement and visioning about long-term plans for a comprehensive educational system for Hopi's children.

Implementation

In the short-term, whether the Hopi want to maintain the local autonomy structure or make longer-term structural changes, **Public Works** recommends strengthening the current educational system by taking the following critical steps:

- **Collect and Update Information:** The Hopi Department of Education and Workforce Development's Office Manager, hired to support the TED grant, should continue to collect data from the schools, including up-to-date student achievement rates. All information should be collected before the April 2018 visioning meetings, and then updated annually.

- **Prioritize and Provide Oversight:** The Hopi Tribal Council's Health and Education Committee should split into two separate committees, forming an Education Committee, so that they can provide meaningful and sustained oversight over the Hopi Department of Education and Workforce Development;

- **Clarify Roles**: Under the leadership of the Hopi Council's "Education Committee," along with relevant education leaders, the Hopi should clearly delineate the roles, strategic goals, and measurable objectives of each of the Tribe's educational leadership entities, the Tribal Council's Health and Education Committee, the Hopi Board of Education, and the Hopi Department of Education and Workforce Development, and these descriptions should be made clear and publicly available;

- **Build Leadership Capacity**: Actions should be taken to strengthen the current entities, including:

  - The HBE/TED should comply with the current Ordinance #36 requirements, including setting reservation-wide goals and drafting an annual report on Hopi schools;
  - Tribal-level and local boards should be trained in providing broad policymaking oversight that is connected to strategic plans, not micromanaging school operations; and
  - The HBE and local governing boards should consider changes in board qualifications and/or membership, to provide more educational expertise.[27]

- **Meet and Share Strategies**: The Education Director or Office Manager should set up meetings for groups of relevant stakeholders to talk on a regular basis to begin to work collaboratively, including sharing strategies and deliberation about sharing of resources (considering recommendations made in the subsequent chapters). These "peer groups" can include governing board members, school administrators, teachers, other staff cohorts (i.e. parent liaisons; librarians; special education teachers; or managers of human resources, finance, food services, transportation, safety and security, or technology).[28]

The review team sees the immediate implementation of these recommendations as a critical first step to further analysis, community engagement, and decision-making.

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[27] See **Chapter 2: Education Leadership** for more details on strategic leadership recommendations.
[28] See subsequent chapters on each topic for specific recommendations.

For the long-term, these steps will also help to build capacity and oversight, regardless of which models used in the design of a Hopi comprehensive educational system.

The following chapters address in greater detail recommendations on strengthening leadership skills, building educational strategies around school improvement, improving recruitment and retention of teachers and other staff, strengthening family engagement and community support, and sharing strategies and pooling resources on finance, transportation, safety and security, and technology.

2 EDUCATION LEADERSHIP

Chapter Summary

Overview: Education leadership on the Hopi Reservation involves several different actors: School administrators, School Governing Boards, the Junior Senior High School Superintendent, the Hopi Board of Education, the Hopi Department of Education and the Health and Education Committee of the Tribal Council.

Whether an alternate education governance structure is ultimately selected or not, it will be critical to build the capacity of educational leadership and improve the cooperative relationships among the education leaders. Regardless of governance structure, the Hopi education leaders can be more effective if they are more strategic in their efforts, and better supported to carry out their responsibilities.

Key Findings:

The key findings presented in **Chapter 2: Education Leadership** are summarized below:

- Hopi school administrators do not have a community of professional support or regularly engage in professional leadership development.

- School administrators and Governing Boards are not engaging in strategic leadership.

- Neither the Tribal Council's Committee on Health & Education, the Hopi Board of Education, or the Hopi Department of Education and Workforce Development have consistently carried out Ordinance #36 requirements related to collecting data, setting reservation-wide goals and standards, and issuing and annual report; nor are they working together strategically with the local Governing Boards to collaborate in their school improvement efforts (such as hiring, evaluation, learning, providing professional development, or purchasing).

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- School administrators should come together regularly to engage in professional learning and to receive and provide each other with support.

- School administrators and Governing Boards should be supported, through training and by organizational structures, to exercise strategic leadership of their schools and school communities.

- Tribal Education Leaders, including the Hopi Board of Education Members and the Hopi Department of Education and Workforce Development, should have clearly defined roles and responsibilities and should engage in training to ensure that they exercise them effectively.

Key Findings and Recommendations

Finding

The Hopi school administrators do not have a community of professional support or regularly engage in professional leadership development.

The Hopi school administrators are challenged by the nature of their jobs – which are enormous and include instructional, organizational, managerial, fiscal, and community leadership; by the challenges their students are faced with and bring with them to school every day; by the high levels of poverty, drug abuse, inadequate housing, and trauma experienced by the family and community members; and by high teacher turnover, lack of school-level staff, and the structure of education on the Hopi Reservation. The current structure leaves elementary school administrators on their own – supported only by the Governing Boards, whose members are not educators and who do not have the capacity to provide guidance and support with respect to most of the administrators' challenges.

School administrators are overwhelmed with both usual day-to-day and extraordinary circumstances that reveal their need for support and for improved leadership practice. Given these circumstances, it is imperative that they be supported. Just this year, the CSA at Hotevilla-Bacavi Community School has had to add full-time teaching to her responsibilities, as they have been unable to find a qualified classroom teacher to fill a vacancy. Moencopi Day School has had several administrators in recent years, and the current acting principal is still also fulfilling her role as the school's Instructional Coach and running a 4-6th grade program. All the schools have high percentages of students that do not live with a parent, as well as high percentages of students whose parents or guardians are suffering from drug or alcohol abuse, and increasing numbers of students who are receiving special education services. None of the school administrators feels they have the resources to support their students' needs.

In preparing for this feasibility study, **Public Works** sought principals' assistance in providing data and documentation and in distributing student and teacher surveys. These were tasks in addition to the already enormous number of responsibilities and challenges facing the school

leaders. In almost all instances, the leaders themselves took responsibility for responding to the review team's requests – from the substantive (i.e., identification of documentation) to the menial (i.e., scanning and uploading of documents). The principals' responses to many of the review team's questions were "we haven't gotten to it yet," and "I can do that in an evening or weekend." This is understandable, because time is limited and already being used to handle the critical school-related needs during the school day. While there are currently no assistant principals to provide support to the principals, they do have both administrative and instructional staff and – particularly in these small and challenged environments – they should have robust models of distributive leadership in which staff are trusted (and accountable) partners in both instructional and managerial leadership.

In individual interviews with **Public Works** in October 2017, all the elementary school principals expressed an interest in meeting and learning together. They recognized that they shared interests, concerns, and challenges – as well as students and families – and expressed an interest in coming together for support. When the elementary principals gathered together onsite with the **Public Works** team in November 2017, they again voiced an interest in learning from each other, this time specifically about curriculum (especially phonics, which all agreed is not sufficiently supported by the current textbooks) and special education, which we repeatedly heard in both October and November meetings is a significant challenge.

Survey data supports general satisfaction with staff development. Of the elementary school leaders responding to the survey, 83 percent agreed that staff development relevant to their position is effective (17 percent strongly disagreed, and none strongly agreed.) A smaller majority (66 percent) of elementary school administrators agreed or strongly agreed that resources were available to support teachers' professional development. In contrast, less than half of elementary school teachers (46 percent) agreed or strongly agreed that staff development relative to their position was effective. Complete survey details are provided in the appendices to this report**.**

The need to provide professional support to principals has become almost universally recognized by the education community, though it is provided more consistently in large districts than in small.[29] In addition to district-provided support for most principals,[30] more than half the states require mentors for aspiring and/or new principals, and most states (including Arizona) have partnerships either with the National Institute of School Leadership to provide cohort-based learning and mentorship for principals or the New York City School Leadership to build or

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[29]Rand Corporation, November 2016.
[30]Rand Corporation, November 2016.

support coaches to support their principals.[31] It is clear that principals need support to fulfill their promise, to learn on the job, to improve the instruction of teachers and to positively impact the academic success of children.

Recommendation 2.1

School Administrators should come together regularly to engage in professional learning and to receive and provide each other with support.

In the best of circumstances, the school administrator – whether a principal or CSA – is a lonely, difficult and critically important role. The sole administrator in a school typically spends an inordinate amount of time on her own, making decisions for the community, responding up instructional and organizational challenges, supervising every person that works in the school with them, and leading the community without a peer by her side. These circumstances are taken to an extreme level by the Hopi school elementary principals – none of whom is included in or supported by a district or collegial learning, and each of whom is on her own as a leader and as a learner. Whether the principals are new or experienced, research has made clear that they should be engaged in high quality professional development throughout their careers. In their first years, principals need job-embedded support, individual coaching and mentoring and cohort-based learning. Most experienced principals should have job-embedded professional development that promotes reflection and growth.[32]

There are several different possible governance structures outlined in this report (see **Chapter 1: Educational Governance**) and each of them lends themselves to a mechanism for providing support to the school administrators. Whether they are supported through participation in a consortium, by a superintendent, a school district, the Tribal Education Department or a highly capable school board, the Hopi school leaders should be provided with regular and ongoing support. Other less-structured support mechanisms are a self- or externally-facilitated professional learning community (PLC) or contracting with an external provider of support and/or mentoring services.

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[31] Rand Corporation, November 2016; 50 State Analysis: Mentor Programs. Education Commission of the States, 2017; http://ecs.force.com/mbdata/mbtab4ne?SID=a0i700000009va2&Rep=MP (state-wide mentor programs); https://www.nycleadershipacademy.org/clients (New York City Leadership Academy partnerships) and http://www.nisl.org/executive-development-program/our-reach-map/ (National Institute of School Leadership partnerships)
[32] *Guide to Coaching Principals in Minnesota: Section I. Principal Coaching as a Tool for Continuous Improvement.* Minnesota Department of Education, 2016).

Research & Best Practices:

The experiences of the **Standing Rock Sioux** and The **Jemez Pueblo** demonstrate that an education consortium can provide meaningful support to school leaders. Since 2005, the Standing Rock Education Consortium has brought school administrators together monthly for strategic planning implementation, planning and support. Through these ongoing meetings, the Standing Rock Education Consortium has created a common attendance protocol, designed surveys that feed into an annual education report, selected a common Lakota/Dakota language curriculum, and created a structure in which school leaders look to each other for support and collaboration. The Jemez Pueblo has for many years similarly operated an Education Collaborative which brings administrators together monthly as well as annually to review school plans and goals. Both these structures operate with the support and facilitation of the respective Tribal Education Departments.

Another manner of providing ongoing support to school administrators is under a supervising superintendent. This model does exist within the Hopi Reservation, but only for the Junior and Senior High School principals, who are both supervised and supported by the Hopi Junior Senior High School Superintendent. Even though he is new to the position this year, Dr. Berbeco created performance evaluation rubrics for the two principals and uses them as the basis for conversations and for determining the support that each needs. Dr. Berbeco has also started the process of engaging in conversations with the elementary principals to see if he might bring them together around common interests.

Another structure that provides support to school administrators is a school district. This is the structure most commonly used throughout the country, where superintendents are both supervisors and responsible for support of the school leaders. This model is also used successfully also by the Mississippi Band of Choctaw Indians, which operates a school district with a staff of 40. Under the supervision of the district, grade-level teachers meet every quarter to review data and share information and strategies and school administrators are supported to create and implement school improvement plans.

Finally, two additional options for supporting collaboration and support that *would not* require a shift in education governance are:

1. The creation of a Professional Learning Community for principals; and

2. Participation in an external organization's professional leadership development program.

In principals' professional learning communities, leaders come together with others who share similar challenges and who are focused on meeting the same goals. They become colleagues supporting each other's learning and their performance as school leaders. Learning communities also serve the important role of lessening isolation and providing emotional support – principals can share concerns and offer suggestions and support to each other.[33]

The Department of Education, the Board of Education, the Superintendent of the Hopi Junior Senior High School or an experienced (or retired) leader from one of the elementary schools can play a coordinating role by inviting all the principals to come together as a professional learning community. By beginning with a concern that touches all the schools and all their leadership needs – such as distributive leadership, time management, vertical alignment between elementary and junior high school, building healthy school climates and cultures, or implementing culturally-responsive pedagogy, the principals can together form a community that learns together, supports each other, and improves the educational experience provided in all the schools.

External organizations can also provide professional development and mentoring services for principals. The state of Arizona has created the Beat the Odds School Leadership Academy, which provides group support and mentoring to principals through a program focused on instructional leadership designed by the National Institute of School Leadership.[34] Leaders in this program participate as a cohort and together attend 12 two-day sessions over a period of 18-24 months. In addition, each participant is supported by online mentoring. (In-person coaching and/or mentoring is available at an additional cost.) The curriculum includes strategic leadership coursework, standards-based educational systems and instructional practices in English, math and science.

Implementation

The best strategy for implementing this recommendation will be dependent on the education governance approach selected (if any). See **Chapter 1: Education Governance** for further discussion of this issue.

If the Hopi decide to form an education consortium or collaborative in which all schools are members, the first step would be introducing the idea to both school and Governing Board leaders. Based on their interest, the Hopi school leaders should be provided with an opportunity to speak with and visit school leaders on Standing Rock Reservation and the Jemez Pueblo to

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[33] *Lonely at the Top: Distinguished Principals Build Community through the NISL Program*, Education Dive, October 12, 2016. https://www.educationdive.com/news/lonely-at-the-top-distinguished-principals-build-community-through-nisl-pr/428156/
[34] https://www.arizonafuture.org/bto/overview/

learn about how these Tribes' education collaboratives or consortia function, how principals view their participation, and what practices they may want to use as a model for a Hopi Education Consortium. The Hopi Board of Education would need to hire a facilitator to both begin to work with school leaders to create the structure for the Consortium and to bring the leaders together regularly for professional learning.

If the Hopi decide to establish a management structure for the schools overseen and supported by a superintendent, they will need to provide the authority to hire a superintendent to the Board of Education. If a superintendent is to be hired (or the junior senior high school superintendent is to serve a broader role supporting all the schools), the Tribe and/or the Board of Education will need to re-define the role of the schools' Governing Boards and allocate responsibility for overseeing the schools between the Governing Boards and the superintendent. It is possible that the engagement of a superintendent will also include the engagement of additional staff members as well, all whose salary, benefits, and perhaps housing must be provided. The process of working with the Governing Boards to redefine their responsibilities should also be supported by experts.

If the Hopi decide to move forward by creating a self- or externally-facilitated principals' learning community, they will need to select a leader/facilitator from amongst the school leaders (whether an experienced or retired principal, the superintendent, the Tribal Education Department or someone else). They would need to gauge interest in the facilitator and other leadership roles and provide likely candidates the means and opportunity to bring the school leaders together. Governing Board members should be introduced to the structure and urged to support the principals' participation. (Governing Board members could participate in the consortium/collaborative as well, as their own peer group, if desired.)

If the Hopi are interested in supporting the principals through participation in the National Institute for School Leadership's Executive Development program, they should meet with the organization's Director of Programs for Arizona to discuss creating a Hopi cohort. The organization is accessible and serving school districts throughout the state of Arizona and the area director would come to the Hopi Reservation to introduce and design the program of support for the Hopi principals. While this program would be delivered on-site, participation would require principals to attend twelve full-day learning sessions (over two years) and coverage of the principal's regular duties would need to be arranged.

Fiscal Impact

The fiscal impact of creating an education consortium for the Hopi principals is not significant.

A site visit to the Jemez Pueblo or Standing Rock Reservation to be made in the exploratory phase before implementation of a learning community would entail a one-time cost of travel and

lodging for the participants. Assuming the consortium is supported and facilitated by a school leader, the superintendent, or the Department of Education, there would be the cost of a stipend and/or part-time employee. Finally, once the consortium is operational, incidental expenses would include those designed to enhance the learning experience – perhaps providing snacks and professional learning resources such as books the principals may want to read together.

If the Hopi decide that they would prefer a superintendent to take responsibility for bringing the administrators together and providing support, there may be the requirement of hiring someone for this role, or for increasing the salary of the Junior Senior High School Superintendent if the responsibilities of the position were expanded. It is also likely that staff (or additional staff) would be required to support such an expanded role. The Governing Board or Hopi Board of Education – whichever hires and supervises the superintendent would need training and support as well. The superintendent and staff represent a significant cost. It is not expected that the required training would have a high cost.

If the Hopi elect to create a self-facilitated principals' learning community, the fiscal impact is insignificant. In addition to purchasing learning supplies and snacks, perhaps the facilitator will require a stipend for his or her leadership.

The cost for participating in the National Institute for School Leadership's professional development and mentoring program is, on average $12,000 for each principal to participate in the program over two years, or $6,000 per principal per year. This includes the twelve learning sessions as well as access to the portal resources that include on-line mentoring or coaching. In-person coaching will be available as well; however, the first cohort of coaches is still in training and the costs have not yet been determined. It should be noted that program is included within Arizona's Department of Education's RFP for leadership development and the program can be supported through Title I, Title II or Struggling Schools funds.

Finding

School administrators and Governing Boards are not engaging in strategic leadership.

Despite their best intentions, neither governing boards nor school administrators are managing the schools in a strategic way. They are not creating or using measurable objectives based on their planning documents or reviewing progress against those objectives in a transparent way, to ensure improvement and accountability.

School Administrators: There are three major documents that schools generally rely upon to guide their strategic approach. School Improvement Plans, AdvancED reports, and mission and vision statements. These documents set forth the broad objectives that schools can follow, helping to prioritize budget choices, staffing alternatives, and administrators' time management.

All the Hopi schools had these documents, and some had staff committees that helped to develop the plans, but none showed a systemic use of the plans in their daily operations. If the schools' administrators are supported to work strategically, it will change their approach from focusing haphazardly on *urgent* matters to focusing more intentionally on what they deem to be important for long-term improvement.

School Improvement Plans: When asked to see each school's school improvement plan during onsite interviews, plans were not readily accessible to the review team. No schools had them on their web sites, and staff often said, "Yes, I *think* we have a School Improvement Plan." It was not readily cited by parent engagement staff either, suggesting that they weren't regularly integrating family engagement into school improvement. This is confirmed in the AdvancED report on Moencopi, for one example. "During interviews, the team discovered that the school did, indeed, have a school improvement plan. However, this plan was not a collaborative school effort, and most staff members were not aware of it." The report adds, "Parents, students, and board members were not aware of school improvement efforts. The Plan was incomplete and lacked critical components. No timelines were indicated, and there were no provisions for evaluation of the impact or effectiveness of initiatives." (p. 24).

The Public Works team found similar deficiencies in the School Improvement Plans of other Hopi schools. None posted the School Improvement Plans on the schools' web sites or bulletin boards, and none shared them easily, treating them as confidential documents instead of as publicly available strategic plans designed for community input, guidance, and support. In one instance, the HJSHS Governing Board held two board meetings to discuss before providing the planning documents to the review team.

AdvancED Documents: All Hopi schools have been accredited through the AdvancED process, which includes compilation of data, stakeholder surveys, a consultant's exit report, and the development of schoolwide goals. AdvancED accreditation is only needed every five years, these documents too were held closely by the schools as confidential documents, instead of using them to provide transparency, public accountability, and strategic planning.

Visions and Mission Statements: Over time, each Hopi school has developed a mission, vision, and/or statement of beliefs. These statements were developed with extensive community input. According to its plan, Moencopi's vision and mission were newly revised to reflect the improvement efforts of the community. According to its AdvancEd Exec Summary from 2015, Hotevilla-Bacavi "The school is currently in the process of developing a Vision Statement and revising the current mission statement so that the school embodies its purpose through its program offerings and expectations of students." In one example, for Keams Canyon, the AdvancED report specifically indicated that to satisfy Standard/Indicator 1.1, the school should "Develop and implement a systemic, inclusive and comprehensive process to review, revise and

communicate the school vision, mission and purpose." The statements are presented below in **Figure 2-1**.

Figure 2-1
Hopi Schools' Mission and Vision Statements

School	Mission and Vision Statements
Hopi Junior Senior High School	**Mission** Hopi Junior Senior High School will provide a safe, positive and healthy learning environment where students will achieve academic excellence as determined by State and National Standards. The school recognizes and will utilize the diversity of Native American culture and traditions to assist students in becoming contributing members of society.
On web site	**Vision** To provide practices and programs that maximizes opportunities for growth in the development of the life skills as well as academic and career goals within our cultural context.
Keams Canyon	**Mission** Keams Canyon Elementary School maintains a positive and safe environment for all students while stressing the development of each student to his/her maximum potential. The school involves the cooperation of parents, staff, and the community to ensure student success.
On first page of web site	**Belief Statement** - All children are valued as individuals and can learn. - Our school provides a fundamental concept of assisting students in developing self-discipline and respect for others. - Assessments of student learning should provide students with a variety of opportunities to demonstrate individual achievement and authentic contexts to apply to learning. - Teachers, staff, parents, students, and the community share in the responsibility for providing a supportive learning environment within the school. - The commitment to continuous improvement is imperative to enable students to become self-directed, problem solving lifelong learners, prepared for a new millennium.
First Mesa	**Mission** First Mesa Elementary School is Academically Inclined to Building a Ladder to Success
On web site	**Vision** Building a Ladder to Success

School	Mission and Vision Statements
Second Mesa **From brochure found online**	**Mission** Second Mesa Day School provides a positive and safe learning environment based on the strengths and values of our Hopi Community. Through a cooperative effort among the students, parents, educators and community members, our children acquire skills to be responsible and productive members of an ever-changing world. **Vision** As a school of innovation, Second Mesa Day School shall become an exemplary and nurturing community of academic excellence for all students. Our school shall develop a life-long commitment to learning and respect for culture and diversity.
Hopi Day School **From bulletin board in school**	**Mission** Hopi Day School encourages students to demonstrate: *Hitangwa* *Ah'ni* *Wuwniva* *Kyaptsi* *Soosoyhimu* **Belief Statement** • Student learning and literacy must be given the highest priority at our school. • Student self-esteem is enhanced by fostering a strong understanding of Hopi culture and personal accomplishments. • Learning about cultural diversity adds to the educational experience. • All students can learn. • Each student is a valued individual. • Learning styles must be addressed through a variety of instructional approaches to maximize learning. • Students learn best when actively involved. • Learning is continuous throughout life.
Hotevilla-Bacavi **On web site**	**Mission** "*Itam itaatsatsakmuy aw unangtapye pumuy tutuqaynaykyang oqalantotaq puma suyan yep nami nanapte. Itaanaqvum, Itaaposim yakyang, yep itamungem lavaiwisni*" "We are dedicated to educating our youth and encouraging them to truly know who they are so they will become our ears, eyes, and voice."
Moencopi **On web site**	**Mission** Moencopi Day School is accountable for providing every child the opportunity to establish character, attitudes, and values in order to attain higher learning and advance in a culturally diverse society. **Vision** Moencopi Day School invests in life-long learning, empowering ethical citizens, and uniting communities through academics and cultural enrichment in a safe and nurturing environment.

Source: Hopi schools' web sites, bulletins boards, and brochures, November 2017.

Taking this opportunity to integrate Hopi values, Hopi Day School's statement refers specifically to "Hopi culture" and Hotevilla-Bacavi has a mission statement both in Hopilavayi and English. Three other schools' statements include reference to Native American culture, "culture and diversity," and a "culturally diverse society." However, there is little evidence that those mission and vision statements were strategically incorporated into everyday operations and governance with respect to academics or culture.

Governing Boards: In addition to school operations, all the Hopi schools have Governing Board bylaws, monthly meetings, and meeting agendas and meeting minutes, but none showed a systemic connection between the planning documents and their governance discussions and decisions.

First Mesa Elementary School is commended for posting all its Governing Board meeting minutes on its web site, under an easy-to-find tab "Governing Board." This provides for transparency and accountability to its governance, and this model should be followed by all Hopi schools and the HBE.

See **Chapter 7: Family Engagement, Issue: Public Relations** for further discussion of schools' use of web sites for strategic planning, transparency, and accountability purposes.

HJSHS, whose administration is in the process of developing such a web site, is also commended for including links to mission and vision statements, goals statement, student-parent handbook, and School Improvement Plan under the "About" tab (http://www.hjshs.org/home-4/about/) and some governance and policy documents under the "Administration" tab (http://www.hjshs.org/home-4/administration/). However, some of these pages remain unpopulated.

FMES, Moencopi, Hopi Day, Hotevilla-Bacavi are also commended for providing their Governing Board documents, which included many pages to be scanned for distribution and review. Other schools, like HJSHS and KCES, post upcoming agendas and last month's meeting minutes on their school bulletin boards.

Other school leaders failed to provide any Governing Board documents despite repeated requests, which is problematic since such documents are typically available for public review in keeping with trust, transparency, and accountability generally expected of schools.

Ordinance #36 sets forth the duties and responsibilities of the Governing Boards. They do not include any systemic, strategic or school improvement planning. Not surprisingly, a review of local Governing Board documents from 2016-17, including written agendas and meeting minutes, show that the boards are focused on details of school operations and conducting

minimal ongoing strategic planning. For example, Moencopi Governing Board provided very detailed notes that summarized their monthly meetings. From 2016 – 2017, they held their meetings as scheduled, with a quorum, and included many staff members who provided status updates each month. This included reports and monthly budget updates from the principal, instructional coach, business manager, IT staff, HR, food services, and parent liaison. Anyone who wanted to know the exact goings-on in MDS need only read the monthly minutes. In addition, every personnel decision, purchase, conference or training was discussed and approved by the Governing Board. While some of the CSAs may report on their strategic planning efforts as part of the monthly administrator's reports, there was no evidence that this strategic planning was incorporated into other aspects of long-term planning and decision-making.

This approach is similar in the other meeting minutes from FMES and Hotevilla-Bacavi. Interviews with Governing Board members support this finding, as well; when asked about their primary responsibilities and what takes the most of their time as Governing Board members, no one mentioned school improvement or strategic planning. Instead members pointed to staff housing, employee relations, hiring, and facilities. There was no mention of how these activities fit within school improvement or other strategic initiatives.

Recommendation 2.2

School Administrators and Governing Boards should be supported, through training and by organizational structures, to exercise strategic leadership of their schools and school communities.

In 2015, the National Policy Board for Educational Administration created a new set of standards for school leaders. The very first standard states that "effective educational leaders develop, advocate, and enact a shared mission, vision, and core values of high-quality education and academic success and well-being of each student," and one of the key indicators states that leaders "strategically develop, implement, and evaluate actions to achieve the vision for the school." Thus, strategic leadership is at the forefront of an effective school leader's responsibilities.

Governing board members of the Hopi schools, like school board members in districts throughout the United States, play a vital role in the local education system. Of prime importance should be policy making and the core business of improving teaching and learning. And in this work, strategic planning and implementation is critical. Having comprehensive

policies in place that guide school operations is critical to the successful operation of schools and districts.[35]

Hopi school governing board members should be supported to engage in strategic leadership – through participating in wide-ranging and ongoing training and/or through participation in structures that support strategic planning.

Training should focus on the critical roles and responsibilities related to instruction, evaluation, governance, finance, and applicable laws and regulations, as well as strategic leadership, team-building, and communications. With this support, boards will be better able to focus on and bring knowledge and understanding to the critical business of school improvement and policy-making. Further, they will be able to maintain a careful eye on the extent to which school improvement goals and strategic planning supports their ability to strengthen and improve the schools.

Research & Best Practices:

Establishing structures that support strategic planning should engage Governing Board members and school administrators in the strategic planning process. Each year, the **Standing Rock** Education Consortium brings together school administrators, governing board members, and other stakeholders to engage in a strategic planning process. With the support and facilitation of the Tribal Education Department, these educators select three goals for the year; then, during regular meetings throughout the year (monthly for principals and quarterly for board members), they work on implementation of the goals. Similarly, the **Jemez Pueblo** Education Director facilitates an annual retreat to look at school plans and set goals. The **Choctaw Band of Mississippi** requires that each school has an improvement plan that is aligned with the district plan, and holds the principals accountable for monitoring and reaching the plan's goals. The central office staff takes responsibility for assisting and ensuring that the plans are being followed.

The Santa Fe Indian School, whose model is favored by Hopi Junior Senior High School Superintendent Berbeco, has applied a strategic approach since 2009. Santa Fe Indian School's strategic planning included targeting diverse stakeholder populations, identifying needs via data collection, identifying strategies and ultimately, implementation of the formulated plan. Working in collaboration with a facilitator, the Leadership Institute at the Santa Fe Indian School and SFIS Administration structured two major facets of planning—Teams and Outcomes-Based Sessions—rooted in Native American core values and leading to a comprehensive community-driven long-term vision for the school as a leader in Indian education initiatives and development.

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[35] www.azsba.org

Capacity-building is the most crucial component to ensure success of actualization of planning. As Director of Planning and Evaluation, Patricia Sandoval stated: "Most people fail because they have not built capacity, so this SFIS group is spending a lot time ensuring they have capacity." Building capacity is focused on three processes:

1. Create and communicate the education strategic plan/improvement plan.
2. Implement the plan.
3. Monitor and adjust.

Building capacity entails training stakeholders to analyze data, manage subcommittees and then build the models that are aligned with the vision of the school.[36]

Implementation

For purposes of accountability, transparency, and ensuring community input, the schools and their governing boards should maintain, review, and implement plans strategically. Strategic leadership can be developed and strengthened through capacity building, the implementation of suggested best practices outlined below, and through governance structures designed for that purpose, such as education consortia/collaboratives or strategic planning process facilitated by a superintendent tasked with supporting school leaders to stay focused on the initiatives throughout the year.

Accessibility of Strategic Information: At a minimum, each school should gather and post onto its school web site the school's planning, financial, and governance documents, including:

- School Improvement Plans, including the needs assessment and schoolwide goals;

- Student-Parent Handbooks and School-Parent Compacts;

- "School Report Card," the annual student achievement results on the Arizona Merit assessments, as aggregated without confidential student information;

- Mission, vision, and/or its statement of beliefs; and

- The local Governing Board's bylaws, agendas, and meeting minutes.

Putting all the above information online, available for community review, contributes to transparency and accountability. The process of collecting it, reviewing it, and maintaining all these governance documents – *all in the same public place* – reminds schools' leaders to think

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[36] http://www.sfis.k12.nm.us/strategic_planning

of them together, strategically, and not as unrelated issues or as afterthoughts. See **Chapter 7: Family Engagement, Issue: Public Relations** for further discussion about using the schools' web sites more effectively.

SMART Goals: School administrators should create Specific, Measurable, Actionable, Realistic and Results-Based, and Timebound (SMART) goals for school improvement.[37] They should create set up actionable, concrete, and outcome-based accountability mechanisms to ensure that the Governing Boards and School Administrators should make this part of their ongoing leadership work.

Training or Capacity Building: There is training available for both school administrators and Governing Board members that can develop their knowledge and capacity to engage in strategic planning and strategic leadership. Whoever is responsible for supporting the administrators and the Governing Board members (the HBE, a superintendent, or the Committee on Health and Education) can locate training and arrange for the Hopi leaders to travel to the training, or bring the training to the Hopi Reservation. Arrangements can be made to participate in training with the Arizona School Boards Association, with the BIE, or with private providers.

Governance Structured Support for Strategic Planning and Leadership: If the Hopi decide to create a central entity, such as an Education Consortium or Collaborative to bring together all Hopi schools, one of its functions should be to facilitate annual strategic planning for school administrators and their Governing Boards. In addition to selecting and implementing this model, the facilitator of the organization will have to plan, bring together, and facilitate the strategic planning process. He or she will have to bring the leaders together annually for planning and then periodically to review and support implementation of the plan. The facilitator may first need to participate in training to know how to lead this process.

Fiscal Impact

Consolidation of already-created documents can be done with available resources. These are documents that should be readily available to any school administrator. Uploading them to the web site should take no more than a few hours of technology staff time. Each school's local Governing Board can then easily review these documents during a monthly board meeting, without any additional fiscal impact.

There are a variety of capacity-building and training programs for school administrators and Governing Board members, some of which are offered as near as Flagstaff. For example, the

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[37] https://www.plymouth.k12.ma.us/uploaded/Human_Resources/New_Evaluation_Tool/Sample_S_M_A_R_T_Goals/What_Makes_a_Goal_SMARTer.pdf

Arizona School Boards Association offers the Board Operations and Leadership Training (BOLT) seminars for $120 per member and $240 per non-member.[38] Costs could total less than $5,000 annually. However, as all the governing boards need training in strategic planning, a more effective approach would be to set up an "individual board training" program with the Association.[39] Alternatively, the BIE has run School Board boot camp programs before in Hopi, as they did in June 2017. These would be free and included in the BIE's trust responsibility for technical assistance to the grant schools.

Alternatively, if the Hopi decide to create a central entity or consortium of the Hopi schools, this technical assistance and training function could be provided through that entity.

Finding

Neither the Tribal Council's Committee on Health & Education, the Hopi Board of Education, nor the Hopi Department of Education and Workforce Development have consistently carried out Ordinance #36 requirements related to collecting data, setting reservation-wide goals and standards, and issuing an annual report; nor are they working together strategically with the local Governing Boards to collaborate in their school improvement efforts (such as hiring, evaluation, learning, providing professional development, or purchasing).

The Hopi have established powers and responsibilities for their leaders that are not being exercised or fulfilled. In addition, a lack of trust and questions about confidentiality and rights to access have stymied some leaders' efforts to share and access educational data and information. Dysfunctional working relationships among Tribal education leaders, including the Hopi Board of Education, the Health and Education Committee, and, in some cases, Governing Board members, are preventing the community of leaders from working together to develop and support an improved comprehensive education system for the Hopi children.

Ordinance #36 of the Hopi Educational Code defines the power of the Hopi Board of Education to include assessing reservation-wide educational needs, setting reservation-wide goals, setting minimum education standards, and preparing an annual report on the status and future development of the Hopi Education System (Section 6.3.J, K, L, P). None of these duties has been carried out. There has been no assessment of needs, the Board of Education has not set goals or standards and has never issued an annual education report.

The Hopi Tribal Education Department, Hopi Board of Education, local governing boards and school administrators are not coordinating in any regular fashion, and they are also not sharing.

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[38] www.azsba.org
[39] http://azsba.org/individual-board-training/

In some instances, they are actively withholding information from each other that, if shared, would aid in transparency and allow for the review and analysis of data necessary to report on the schools and engage in strategic planning for improvement. Due to the challenged working relationships among the parties, neither the Tribal Education Department nor the Hopi Board of Education has access to student performance data (other than the BIE recently published reports of 2014-15), School Improvement Plans, AdvancED consultants' reports, or Annual Reports to BIE. Some school administrators send their copies to the Tribe; others do not, even when directly requested.

In contrast, the **Rosebud Sioux** successfully obtain information from all their schools and include it in an annual *State of the Reservation* report that provides information about all the programs facilitated by the Education Department as well as robust data from each school. The report includes student assessment data, behavioral and disciplinary data and information about various services and policies at use in each school.[40] In 2017 the **Sioux at Standing Rock** issued their first annual report on the state of education on the Standing Rock Reservation. According to the Director of the Tribal Education Director, the school leaders had significant input into the design of the survey used to collect information; as a result, they were willing to provide the data, and interested in seeing the results. Other best practices in the collection and dissemination of important data among Tribal Education Departments include **Coeur d'Alene**, which has created an Education Pipeline strategy and report, and the **Gila River** and **Navajo Nation**, who are both working to set up tracking systems to compile data on students' academic achievement.

Recommendation 2.3

Tribal Education Leaders, including the Hopi Board of Education Members and the Tribal Education Department, should have clearly defined roles and responsibilities, and should engage in training to ensure that they exercise them effectively.

If the Hopi Tribe elects to adopt a new governance model for its schools, the roles of the Hopi Board of Education and the Tribal Education Department should be defined explicitly. They should then take steps to exercise their leadership effectively and efficiently. Defining the roles and responsibilities in a new way will likely require an anticipated revision to the Education Code.

Even without a code revision, the Hopi Board of Education and the Tribal Education Department must be prepared to exercise the responsibilities already set forth in the Code's Ordinance #36,

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[40] http://www.rst-education-department.com/state-of-the-reservation-report/

including an annual assessment, setting reservation-wide goals and standards and issuing an annual report on education.

Interviews and survey data make clear that there is a great deal of controversy among the Hopi as to what the education governance structure should be. However, the survey and interview data indicate overwhelming consistency in the belief that the Hopi Board of Education and the Tribal Education Department could and should do more to provide effective leadership. Of parents surveyed, only 19 percent of respondents agree that the Hopi Board of Education provides strong leadership. The Community Member Survey results show that 75 percent of respondents believe that the Hopi Board of Education should play a stronger role in Hopi Education (only 20 percent of respondents disagree). Significantly, 89 percent of respondents to the Community Survey agree that the Tribal Education Department should do more to support the K-12 schools.

Respondents also expressed the belief, however, that neither of the Tribal Education Department nor the Hopi Board of Education currently has the capacity to do this. Therefore, both should be required to engage in training to enhance their understanding and their practices.

Implementation

As a first step, the Hopi should engage in the process of revising the Education Code. Once that is complete, with proper support and training, the Hopi Board of Education and/or Tribal Education Department staff will be in an improved position to:

- Hire a superintendent, if that is the governance structure selected (see Governance chapter);
- Determine what areas are ripe for collaboration and support (see **Chapter 9: Community Support**);
- Select and use an accountability or performance evaluation system for principals (if this responsibility falls within their purview – see **Chapter 4: Human Resources Management**); and
- Determine how to set standards, collect information and otherwise carry out the responsibilities set forth in the Education Code.

Because obtaining information from the schools will be critical in planning, setting standards, and issuing an annual report (as required under the current Education Code), it will be imperative to invest in relationship- and trust-building between the school administrators and those to whom they are required to provide information. This effort should be supported by an ongoing and expert-supported plan and process.

Fiscal Impact

This recommendation can be implemented with existing resources. However, it may be more effective if supplemented with training, at an estimated cost range of $10,000 - $50,000. Costs will depend on whether the Hopi education leaders attend one or two conferences, pay for an online training program, or hire a consultant(s) to work with them to develop their capacity to carry out their codified responsibilities, and/or to work on building and improving relationships among the team members.

3 EDUCATIONAL SERVICE DELIVERY

Chapter Summary

Overview: The Hopi Reservation has six independently standing elementary schools with enrollment in 2017-18 ranging from 133 to 255, headed by a Chief School Administrator (CSA) or principal and a combined junior and senior high school with 550 students, headed by a superintendent and supported by two principals.

A school's educational service delivery function is to provide instructional services to its students based on the state standards and assessments. A school should identify students' educational needs, provide instruction, and measure academic performance. Educational service delivery can encompass a variety of student groups, and requires adherence to state and federal regulations related to standards, assessments, and program requirements.

Managing educational services is dependent on the school's organizational structure. While larger schools typically employ multiple staff dedicated to educational functions, smaller schools have staff assigned to multiple educational-related tasks. Educational service delivery identifies the school's priorities, establishes high expectations for students, and addresses student behavior. The system should provide instructional support services such as teacher training, technology support, and curriculum resources. To adhere to state and federal requirements, an educational program must evaluate student achievement across all content areas, grade levels and demographic groups.

Key Findings:

The key findings presented in **Chapter 3: Educational Service Delivery** are summarized below:

- The Hopi schools have not been successful in raising student performance at the elementary or secondary levels.

- Serving students with disabilities at the elementary school level through inclusion or resource limits Hopi schools' ability to provide the best instructional setting for students with severe emotional, intellectual, or behavioral disabilities.

- The Hopi schools set low criteria for identifying gifted and talented students and implement programs that are not highly rigorous.

- The Career and Technical Education (CTE) program implemented at the Hopi Junior/Senior High School does not effectively prepare students for the job market.

- Some Hopi school libraries do not meet the U.S. CFR Standard XIII minimum requirements with regard to staffing, collection size, policies and procedures.

- While some of the Hopi schools improved the planning and organization of professional development, professional development has not been effective and has not resulted in an increase in student performance.

- Support of new teachers is limited and unorganized among the Hopi schools. The schools do not have a mentoring or coaching system and according to interviews and a review of documentation, there is little evidence of content and instruction-specific professional development or monitoring for new teachers.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Consider a transformation of the schools' instructional approaches to achieve rapid school improvement in student performance.

- Consider transitioning from having a special education program in every school to designating two elementary schools to serve all students with disabilities and one school to serve students with severe disabilities. This structure, implemented in many school districts nationally will allow the maximization/optimization of instructional and professional support resources.

- Increase the rigor of the GT programs from identification and selection to program activities and projects and ensure that all schools offer the program.

- Consider restructuring the CTE program by increasing its course offerings, expanding its resources through a business and industry advisory committee, establishing student participation in CTE organizations, and implementing articulation agreements.

- Hopi schools should evaluate their library programs to determine where they do not meet the minimum requirements set in Standard XIII and identify cost efficient and effective strategies, including collaboration and staff sharing, to meet the requirements.

- Establish a collaborative that will plan, develop, organize, and deliver research-based, best practice professional development tailored to school needs.

- Consider developing a new teacher support system through collaboration with other schools to ensure that new teachers have mentors, attend a well-planned professional development program targeted at new teachers and get ongoing feedback.

Key Findings and Recommendations

Issue: Curriculum, Instruction & Student Performance

Overview: When the Hopi schools transitioned from being under the Bureau of Indian Education (BIE) to being grant schools, some of the schools replaced a majority of their staff, selected new school leaders, and adopted new curriculum (textbooks) to align with the Common Core State Standards. The schools did not try to coordinate their curricula.

Finding

The Hopi schools have not been successful in raising student performance at the elementary or secondary levels.

Elementary student performance on assessments was low before the schools moved to Common Core and continues to be low with a small percentage of students achieving proficiency and a large percentage of students remaining minimally or partially proficient. Lack of curriculum alignment between the elementary and secondary levels and the sustained low performance at the elementary level has culminated in lack of preparedness and low performance of students at the secondary level.

Hopi elementary schools do not have a consistent curriculum. Of the six elementary schools, two use ReadyGEN for reading, science and social studies, two use Journeys, one school uses Reading Street, and another school uses Beyond Textbook. In the mathematics area, five schools use EnVision, and one school uses Go Math. (See **Figure 3-1** below.)

Figure 3-1
Curriculum Used in Hopi Elementary Schools

School	Reading/ELA Curriculum	Math Curriculum	Social Studies and Science
First Mesa Elementary School	ReadyGEN	Go Math	ReadyGEN
Hopi Day School	ReadyGEN (2015) Spelling Connections	EnVision (2014-15)	ReadyGEN; Scott Foresman Science

School	Reading/ELA Curriculum	Math Curriculum	Social Studies and Science
	Zoo Phonics		
Second Mesa Day School	Beyond Textbook (National Geographic)	EnVision	
Hotevilla-Bacavi Community School	Journeys	EnVision	Journeys
Keams Canyon Elementary School	Reading Street	EnVision	Scott Forman – Social Studies
Moencopi Day School	Journeys (2014)	EnVision (2015)	Journeys

Source: Interview with Elementary School Principals/CSAs, November 6, 2017.

While the use of different curricula is not in itself an obstacle to achieving high student performance, it limits or eliminates collaboration, joint efforts, and synergies across schools; it leaves schools isolated from each other and operating with limited resources. The use of a consistent curriculum across schools has multiple benefits. Benefits include joint professional development, collaboration among teachers across schools, sharing instructional strategies, pooling and thus expanding and multiplying access to resources, making it easier for students who move from school to school, and aligning student preparedness from elementary to secondary schools.

Hopi schools use a variety of assessments for progress monitoring and performance outcomes. Assessments used include AZMerit; AIMS fourth grade Science; AIMS Web Math (Mathematics Progress Monitoring System (K-6); Dynamic Indicators of Basic Early Literacy Skills (DIBELS) K-6; Northwest Evaluation Association (NWEA) Reading and Math, Science grades 3-6, and Writing grades 3-6; and teacher developed assessments. School year 2013-14 was the last year the State of Arizona used AIMS as the statewide assessment. In 2014-15 Arizona opted out of the Partnership for Assessment of Readiness for College and Career (PARCC), the assessments developed for the Common Core and chose AzMERIT as the state assessment. Schools started using AzMERIT in spring of 2015. These assessments are supposed to be aligned/correlated with the Common Core standards.

Please note that although we attempted to use scores from common tests in the exhibits below, we were limited by the test score data schools provided. Also note that while NWEA typically presents student growth data, some of the schools provided NWEA data with emerging, developing and Proficient categories.

Figure 3-2 below shows Hopi student performance in 2014-15 as schools moved to the AzMERIT assessment, and in 2015-2016, the most recent school year for which data is currently available.[41]

Figure 3-2
AzMERIT Proficient Rating in ELA and Math 2014-15 and 2015-16

SCHOOL	ELA		MATH		
	Proficient	Highly Proficient	Proficient	Highly Proficient	School Year
Keams Canyon Elementary School	9%	0%	7%	2%	2014-15
	19%	2%	17%	4%	2015-16
First Mesa Elementary School	12%	0%	7%	0%	2014-15
	17%	3%	13%	0%	2015-16
Second Mesa Day School	13%	0%	7%	0%	2014-15
	11%	1%	3%	1%	2015-16
Hopi Day School	15%	0%	5%	0%	2014-15
	15%	0%	8%	1%	2015-16
Hotevilla-Bacavi Community School	8%	0%	6%	0%	2014-15
	8%	0%	2%	0%	2015-16
Moencopi Day School	16%	1%	28%	5%	2014-15
	29%	4%	37%	4%	2015-16
Hopi Jr/Sr High School	9%	0%	7%	1%	2014-15
	8%	1%	3%	0%	2015-16

Source: Bureau of Indian Education (BIE) School Report Cards.

The following sections describe student performance at each of the Hopi schools. The descriptions are based on information the schools made available through interviews and documents.

First Mesa Elementary School: Student performance on assessments were low before the schools moved to the Common Core. For example, First Mesa did not make Adequate Yearly Progress (AYP) in the last three years when it was under Bureau of Indian Education (BIE) control: 2012-13, 2013-14, and 2014-15. In 2015-16, the school adopted a new Reading program for 2016-17. According to the First Mesa 2017 AdvancED Report, students did not meet growth norms or show proficiency on the AzMERIT in 2015 or 2016. No grade level showed above 50 percent proficiency in reading or math.

First Mesa students scored below all students in Arizona as well as below the Arizona American Indian/Native Alaskan student population. (See **Figures 3-3 and 3-10**.) For example, none of First Mesa's 3rd grade students scored proficient in AzMERIT math. According to Arizona Department of Education, in 2015-16, 46 percent of all Arizona 3rd grade students and 23

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[41] https://bie.edu/HowAreWeDoing/2015-2016ReportCards/index.htm

percent of all American Indian/Native Alaskan students scored proficient or highly proficient on AzMERIT math. Similarly, none of First Mesa's 6th grade students scored proficient in reading or math compared with 38 percent of all Arizona students in reading and 39 percent in math, and 14 percent of American Indian/Native Alaskan students in reading and 19 percent in math who scored proficient.

The school, however, made academic progress. Several classes showed outstanding growth based on the NWEA assessments.

Figure 3-3
First Mesa Elementary School – Percent of Students Achieving Proficiency
2015, 2016, 2017

Year	Test	Reading	Math
2015	AzMERIT – 3rd Grade		16% - Proficient
2016	AzMERIT – 3rd Grade		0% - Met Proficiency
2015	AzMERIT – 6th Grade	15% Proficient	8% - Proficient
2016	AzMERIT – 6th Grade	0% Proficient	0% - Met Proficiency
2015	DIBELS (K-6)	38% at Benchmark 52% Below or Well-Below Benchmark	
2016	DIBELS (K-6)	54% at Benchmark 46% Below or Well-Below Benchmark	
2015-16	DIBELS (K-6)	62% Well-Below Benchmark + 23% Below Benchmark = 85% of 1st grade students not reading at grade-level	
2016-17	DIBELS (K-6)	63% of 1st grade students not reading at grade-level (52% Well-Below + 11% Below Benchmark) 88% of 2nd grade students not reading at grade-level. (70% Well-Below +18% Below Benchmark) 74% of 6th grade students are not reading at grade-level (26% Well-Below + 48% Below).	

Source: AdvancED Report, Student Performance Diagnostic, May 2017, p.4-7.

First Mesa does not have assessment scores data or student records from 2014-15 or earlier when it was controlled by the BIE. AdvancED indicators showed low ratings in the domains of High Expectations Environment (low student engagement) and Digital Learning Environment (limited utilization of technology in the classroom)

Moencopi Day School: In the AdvancED February 2016 accreditation review the school scored low on several indicators:

- School leaders monitor and support the improvement of instructional practices of teachers to ensure student success (score of 1.00 vs. AdvancED network average of 2.70)
- Teachers participate in collaborative learning communities to improve instruction and student learning (1.67 vs. 2.57)
- Teachers implement the school's instructional process in support of student learning (2.00 vs. 2.57)
- Leadership monitors and communicates comprehensive information about student learning, conditions that support student learning and the achievement of school improvement goals to stakeholders (1.00 vs. 2.71).

The review concluded that there was no formal training for Professional Learning Communities (PLCs). During Wednesday afternoons that were supposed to be dedicated to professional development, time was not always honored and used for PLC work to analyze student learning and effective teaching strategies. Classroom observation showed the need for more research-based instructional strategies to increase student learning. There was no formal structure for teacher communications on instructional delivery and effective teaching.

In its 2017 needs assessment, Moencopi attributed the low academic performance of its students, especially in math, to several factors including being significantly behind the implementation of the Common Core State Standards (CCSS). In 2016-17, the expectation was full implementation of the K-3 CCSS. However, the staff has not been trained and is not implementing the standards. The needs assessment also revealed lack of instructional rigor, instructional programs are not streamlined, little fidelity in implementing changes in instructional groupings and interventions, and poor implementation of its multiple-tiered student support system (MTSS). Moencopi plans to provide professional development to increase teachers' knowledge of the CCSS and rigorous instruction.

Moencopi uses the following assessments: AzMERIT for students in grades 3-6 to measure student progress; Stanford 10 for students K-2; NWEA online assessments for student K-6 at the beginning, middle, and end of the year; DIBELS and AIMSweb progress monitoring for reading and math to assess Response to Intervention success and entry and exit of students from tiers in the Multi-Tiered System of Support. Moencopi plans to provide training on NWEA to "bridge the gap between proficient and non-proficient students and the use of data analysis tools."

Overall, Moencopi kindergarten through 2nd grade students' performance on Stanford 10 decreased from 2015 to 2016 in reading, math, and language. The steepest decrease was in math, from 48 percent in 2015 to 30 percent in 2016; a decrease of 18 percentage points (See **Figure 3-4)**.

Figure 3-4
Moencopi Day School – Percentage of Kindergarten-Grade 2 Students Scoring Proficient on Stanford 10, 2015 and 2016

Grade Level	2015	2016
Reading		
Kindergarten	47%	38%
Grade 1	35%	29%
Grade 2	26%	26%
All (K-2)	35%	31%
Mathematics		
Kindergarten	80%	33%
Grade 1	44%	43%
Grade 2	30%	30%
All (K-2)	48%	30%
Language		
Kindergarten	NA	NA
Grade 1	41%	43%
Grade 2	37%	35%
All (K-2)	40%	39%

Source: Moencopi Day School-wide Data Analysis; Student Outcome/Academic Progress Data, November 2017.

The percentage of students in Grades 5 and 6 scoring proficient or above were inconsistent from 2015 to 2017, as shown in **Figure 3-5** below. A larger percentage of Grade 5 students scored proficient in 2017 than in 2016 in English Language Arts but not in math. The percentage of Grade 6 students scoring proficient or above in English Language Arts and math was higher in 2016 than in 2015 or 2017. The percentage of Grade 4 students scoring proficient or above in Science increased from 2015 to 2016.

Figure 3-5
Moencopi Day School: Percentage of Grade 3-6 Students Scoring Proficient on AzMERIT and AIMS Science 2015-17

Grade Level	2015	2016	2017
AzMERIT - English Language Arts			
Grade 3	Stanford 10		
Grade 4	Stanford 10		36%
Grade 5	Stanford 10	33%	37%
Grade 6	26%	40%	25%
AzMERIT Mathematics			
Grade 3	Stanford 10		
Grade 4	Stanford 10		41%
Grade 5	Stanford 10	61%	37%
Grade 6	22%	30%	20%
AIMS Science – Grade 4			
Meets	25%	50%	No data
Exceeds	5%	5%	No data
Total	30%	55%	No data

The percentage of students scoring proficient and highly proficient on NWEA Mathematics in 2016-17 was highest among Grade 4 students, followed by Grade 3 and Grade 2 students. It was the lowest for Grade 6 students followed by Grade 5 students. (See **Figure 3-6.**)

Figure 3-6
Moencopi Day School: Percentage of Grade 3-6 Students Scoring
Proficient and Highly Proficient on NWEA Mathematics 2016-17

Grade Level	Proficient	Highly Proficient	Proficient and Highly Proficient
Grade 2	33.3%	4.8%	38.1%
Grade 3	54.5%	0.0%	54.5%
Grade 4	57.9%	5.3%	63.2%
Grade 5	15.0%	10.0%	30.0%
Grade 6	22.2%	0.0%	22.2%

Hopi Day School uses ReadyGen for reading and social studies and EnVision for math. ReadyGen and EnVision Math were specifically written for the Common Core standards. The school uses tiered instruction in reading and math. The school uses AzMERIT for annual outcomes, and DIBELS, NWEA, and STAR as growth/progress assessments. NWEA is used three times a year to assess growth in reading, math, language arts, and 4th grade science. STAR is administered every six weeks to evaluate growth in reading and math. DIBELS Benchmark assessments are administered three times a year to assess progress in reading. DIBELS Next is used weekly to monitor progress of students in intervention programs. The Hopi Day School used its NWEA spring assessments to set adequate yearly progress goals for 2017-18. These goals consist of meeting their growth expectancy in math and reading and 50 percent of students in Grades 2-6 will make their expected growth in language usage. The growth expectancy goals for 2017-18 are lower than the goals were in 2015-16 and 2016-17. For example, the growth expectancy goals in math for 2017-18 are lower than the 60 percent goal in 2015-16; in reading the goal is lower than 55 percent in 2016-17 and 60 percent in 2015-16. The 2017-18 goal is also lower in language usage than the 55 percent goal in 2016-17 and 60 percent in 2015-16.

The Hopi Day School Improvement Plans for 2016-17 and 2017-18 indicated low student performance. Hopi Day School students performed below the state average in ELA and math in all grade levels. The School Improvement Plan reported that student performance in math has been declining over the past three years. Performance was especially poor in the areas of computation and problem solving. The new math program adopted in 2015-16 to address the more stringent standards of the Common Core did not improve student performance. Students'

performance in math has been identified as the highest priority based on a needs assessment. AzMERIT scores in reading were also low; they declined once the school moved to the Common Core State Standards.

The percentage of Hopi Day School students who score proficient in ELA and Math on AzMERIT in Spring 2015 to 2017 are presented in **Figure 3-7**.

Figure 3-7
Hopi Day School Percent Passing* AzMERIT by Reading/ELA and Math and by Grade Level, Spring 2015, 2016, 2017

Grade	Spring 2015		Spring 2016		Spring 2017	
	Reading/ELA	Math	Reading/ELA	Math	Reading/ELA	Math
Grade 3	28%	17%	13%	9%	19%	13%
Grade 4	9%	0%	21%	17%	29%	13%
Grade 5	15%	0%	12%	4%	27%	18%
Grade 6	13%	4%	16%	5%	8%	12%

Source: Arizona's Statewide Achievement Assessment for English Language Arts and Mathematics Reports, AzMERIT, January 2018.

The performance of K-2 students on NWEA and DIBELS indicated a need to improve the reading program. An analysis of the core curriculum showed that it is not well aligned with the Common Core standards and that EnVision Math has little repetition of concepts, requiring teachers to identify gaps/holes in students' comprehension. The analysis showed the need for the use of more nonfiction and phonics to strengthen students' foundation skills, provide extended services to struggling students in math, and more training to teachers.

Hotevilla-Bacavi Community School has K-8 grades. The CSA, with the assistance of a consultant reformulated the educational program to increase student academic performance. In 2015, the school divided students, with the exception of kindergarten students, by ability levels based on NWEA standards, so students rotated into the appropriate grade/academic level throughout the day. This organization created motivation/self-esteem problems among students and was challenging for the teachers as they had to develop their own curriculum and use multiple sources. The increase in the number of students made this assignment structure infeasible.

The school uses Journeys for reading and social studies and EnVision for math in K-6; Prentice Hall Literature and SAXON Math Program for Grades 7-8. The school also uses Accelerated Reader and Renaissance Reading and Math. The school uses AzMERIT annually for grades 3-8, NWEA three times a year, the Stanford 10 Achievement Test for K-2 students; DIBELS to establish benchmarks that a student should master in each grade throughout the year, and the STAR test quarterly to determine that students are progressing at the expected rate.

Hotevilla-Bacavi students' performance on AzMERIT is presented in **Figure 3-8**. The performance of students in reading/ELA is very low overall and inconsistent from year to year; in math, none of the students in most grade levels scored proficient. The percentage of Hotevilla-Bacavi students passing was below the statewide average and the average for American Indian/Native Alaskan in most grade levels in 2015-16 and 2016-17 in both subjects. Students in Grade 6 in 2014-15, in Grade 7 in 2015-16, and Grade 8 in 2016-17 were the highest performers in reading/ELA. Students in Grade 7 in 2015-16 and Grade 8 in 2016-17 surpassed American Indian/Native Alaskan student population in reading/ELA.

Figure 3-8
Hotevilla-Bacavi Community School Percent Passing* AzMERIT by Reading/ELA and Math and by Grade Level, Spring 2015, 2016, 2017

Grade	Spring 2015		Spring 2016		Spring 2017	
	Reading/ ELA	Math	Reading/ ELA	Math	Reading/ ELA	Math
Grade 3	0%	0%	0%	0%	13%	7%
Grade 4	10%	0%	14%	0%	14%	0%
Grade 5	0%	0%	0%	0%	0%	0%
Grade 6	23%	0%	8%	0%	14%	0%
Grade 7	0%	10%	22%	0%	10%	0%
Grade 8	20%	60%	0%	9%	27%	9%

Source: Arizona's Statewide Achievement Assessment for English Language Arts and Mathematics Reports, AzMERIT, January 2018.
*Passing is equal to Proficient or Highly Proficient.

Keams Canyon Elementary School uses Story Time for reading, Scott Foresman for social studies, and EnVision for math. Student performance since 2010-11 showed a weakness in math. In 2014-15, Keams Canyon changed its math curriculum from Saxon Math to EnVision Math. It also changed its reading curriculum in 2015-16 from Harcourt's Story Town to Pearson's Reading Street because student performance in reading was under the 50[th] percentile. In 2014-15, the first year of the AzMERIT assessment, Keams Canyon students did not do well in reading and math, with six percent scoring proficient in reading and zero percent in math, as shown in **Figure 3-9**. Student performance improved slightly in the next two years with 19 percent scoring proficient in reading and 17 percent in math in 2015-16; and 15 percent scoring proficient in reading and 17 percent in math in 2016-17. In 2016-17, a smaller percentage of students scored proficient in reading than in 2015-16 and the same percentage scored proficient in math in both years. The percentage of students scoring proficient varied by grade and the increases/decreases varied by year.

Figure 3-9
Keams Canyon Elementary School
Percent Proficient in Reading and Math on AzMERIT
2014-15 to 2016-17

Grade Level	2014-15	2015-16	2016-17
	Proficient	Proficient	Proficient
Reading			
Grade 3	0%	20%	21%
Grade 4	14%	17%	10%
Grade 5	7%	24%	0%
Grade 6	6%	20%	31%
Grades 3-6	6%	19%	15%
AIMSweb Math			
Grade 3	0%	30%	32%
Grade 4	0%	67%	10%
Grade 5	0%	0%	0%
Grade 6	0%	10%	15%
Grades 3-6	0%	17%	21%

Source: Keams Canyon Elementary School Student Performance Data 2016-2017, p.11-12.

Keams Canyon students' performance was considerably below the statewide average, but comparable to the performance of the American Indian/Native Alaskan students in Arizona **(see Figure 3-10)**. In 2015-16 it was slightly higher in reading and lower in math and in 2016-17 it was slightly lower in reading and higher in math than the performance of Arizona's American Indian/Native Alaskan students. 2015-16, 38 percent of all Arizona Students scored proficient in reading and math; 15 percent of Arizona's American Indian/Native Alaskan students scored proficient in reading and 18 percent in math compared with 19 percent of Keams Canyon students who score proficient in reading and 17 percent who score proficient in math. In 2016-17, 39 percent of Arizona students scored proficient in reading and 40 percent in math; 17 percent of Arizona's American Indian/Native Alaskan students scored proficient in reading and 20 percent in math compared with 15 percent of Keams Canyon students who scored proficient in reading and 21 percent in math.

Figure 3-10 shows student performance on AzMERIT statewide for all students and for American Indian/Native Alaskan students in reading and math overall and by grade level. Student performance data for the State of Arizona students and for Arizona's American Indian/Native Alaskan students provides a context for assessing the performance of Hopi school students.

Figure 3-10
Percentage of State of Arizona and American Indian/Native Alaskan Students Scoring Proficient and Highly Proficient in AzMERIT ELA and Math by Grade Level
2015-16 and 2016-17

Grade	Students	2015-16 % Scoring Proficient or Highly Proficient	2016-17 % Scoring Proficient or Highly Proficient
Reading/English Language Arts			
All Grades	All	38%	39%
All Grades	American Indian/Native Alaskan	15%	17%
Grade 3	All	41%	44%
Grade 4	All	46%	49%
Grade 5	All	46%	44%
Grade 6	All	38%	42%
Grade 7	All	41%	44%
Grade 8	All	33%	34%
Grade 9	All	34%	36%
Grade 3	American Indian/Native Alaskan	19%	20%
Grade 4	American Indian/Native Alaskan	24%	26%
Grade 5	American Indian/Native Alaskan	21%	20%
Grade 6	American Indian/Native Alaskan	14%	20%
Grade 7	American Indian/Native Alaskan	17%	20%
Grade 8	American Indian/Native Alaskan	12%	14%
Grade 9	American Indian/Native Alaskan	13%	15%
Mathematics			
All Grades	All	38%	40%
All Grades	American Indian/Native Alaskan	18%	20%
Grade 3	All	46%	47%
Grade 4	All	45%	47%
Grade 5	All	46%	48%
Grade 6	All	32%	42%
Grade 7	All	31%	34%
Grade 3	American Indian/Native Alaskan	23%	23%
Grade 4	American Indian/Native Alaskan	26%	27%
Grade 5	American Indian/Native Alaskan	24%	26%
Grade 6	American Indian/Native Alaskan	19%	20%
Grade 7	American Indian/Native Alaskan	14%	14%
AIMS Science			
All Grades	All		53%
Grade 4	All		61%
Grade 8	All		59%

Source: Arizona Department of Education, AzMERIT and AIMS Science, Fall 2016 and Spring 2017.

Keams Canyon students scored well below the Annual Measurable Objectives (AMOs) compared to Arizona statewide. AMOs are unique yearly targets in reading and math for each subgroup, school and district, as described in the Elementary and Secondary Education Act

(ESEA) Flexibility Request. AMOs replace the state uniform bar used under Adequate Yearly Progress (AYP) as prescribed in ESEA. According to the principal, teachers have not yet mastered the CCSS. The school provides curriculum maps and pacing guides to help the teachers and to emphasize instructional rigor.

Keams Canyon is still aligning its curriculum to the Common Core standards. While there is a common understanding that teachers should use the benchmark assessments to determine student progress and modify instruction accordingly, and the school is providing professional development on the performance data disaggregation, the school does not have a formal procedure for that. There is no formal system on how to use assessment data consistently and effectively across grade levels. The school also lacks a process to assess the effectiveness of programs. The school, according to AdvancED needs to "develop and implement a formal process by which teachers collaborate across grade levels to promote productive conversations about student learning."

Second Mesa Day School transitioned from a textbook based curriculum to a framework based instructional approach, adopting the Vale School district's (Tucson, Arizona) collaborative approach, named Beyond Textbooks (National Geographic) as the core program for reading and EnVision for math. Beyond Textbooks is a comprehensive program of curriculum development, instructional improvement, student assessment, and multi-level interventions reflecting "a philosophy of teaching and learning that transcends textbooks and state standards to strengthen support for communities of teachers, facilitate teaching and learning, and improve student growth and achievement." The program identifies core sets of essential standards that determine what students must learn in each content area at each grade level and establishes expectations for what teachers should teach and what students should learn and be able to do in relation to a specific standard. As the Beyond Textbooks/National Geographic program lacks a phonics piece, the teachers must supplement it. According to the principal, the school struggled in the last five years to make academic progress. Student performance data available for 2014-15 shows low proficiency rates: 13 percent of the students scored Proficient in English/Language Arts and 7 percent scored Proficient in math. None of the students scored "Highly Proficient" in either subject area. As most students from Second Mesa move to the Hopi Junior High, the lack of alignment overall between the elementary and secondary curriculum is evident as is the lack of experience and preparation in science and social studies.

Hopi Junior High School developed a curriculum in 2009-2010 for each of the four core areas. It upgraded the ELA and math areas by implementing the Perspectives curriculum that is based on the Arizona Career Readiness Standards in 2016-17. It developed a yearly calendar and common assessments for each grade level based on the Power Standards. Power Standards, the most essential standards for students to master, reflect the most critical outcomes of their learning experience. Power Standards are "key learnings" that will prepare students for the next

grade level. Teachers are expected to implement lessons that teach the skills and knowledge that students need to master to meet the priority standards. The principal and the teachers are in the process of reviewing the curriculum to ensure its cultural relevance.

In 2016-17, Hopi Junior High started to address the lack of alignment between elementary and secondary schools by communicating with some of the elementary schools and plans to continue the effort in 2017-18. Lack of preparedness for the secondary grades is manifested in students' performance on AIMS and AzMERIT. According to the principal, students are minimally proficient. Student performance stayed the same in the past two years. None of the 7th grade students scored "proficient" in 2016-17. The expectation is that 4 to 12 percent of this cohort, now in eighth grade, will score "proficient." In reading, student performance was unchanged. Students showed some progress in science.

Administrator and Teacher Survey Results

Despite sustained low student performance, a majority of elementary school administrators and teachers (between 60 and 80 percent) expressed satisfaction with the educational services they provide and the instructional resources available to them (agreed or strongly agreed with the statements in **Figure 3-11**) – with the exception of teacher turnover.

Figure 3-11
Elementary Administrator and Teacher Survey – Curriculum and Instruction

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The school's highest priority is education.	35.7%	46.4%	8.9%	5.4%	3.6%
School administration is focused on student achievement as the highest priority.	29.8%	45.6%	10.5%	12.3%	1.6%
Teachers set high learning standards and expectations for all students.	25.9%	48.3%	17.2%	6.9%	1.7%
Teachers ensure students meet benchmarks at their grade level.	19.0%	50.0%	15.5%	12.1%	3.5%
Teachers keep students interested and engaged in learning.	12.3%	54.4%	22.8%	7.0%	3.5%
Teachers are given the opportunity to suggest programs and materials that they believe are the most effective.	17.2%	48.3%	13.8%	13.8%	6.9%

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The school has curriculum guides for all grades and subjects.	20.7%	48.3%	10.3%	10.3%	10.3%
Teachers have the instructional materials they need, such as textbooks, computers, and visual aids to teach effectively.	25.9%	48.3%	17.2%	3.5%	5.2%
Curriculum, instruction and assessments are aligned to support student learning.	28.1%	49.1%	12.3%	5.3%	5.3%
The school hires certified teachers to fill job openings.	27.6%	34.5%	22.4%	6.9%	8.6%
Teacher turnover is low.	8.6%	25.9%	41.4%	17.2%	6.9%

Source: Public Works Administrator/Teacher Survey, December 2017- January 2018. Percentages are based on responses from 58 elementary administrators and teachers.

Satisfaction with the educational services and resources provided at the Hopi Junior and Senior High School was considerably lower than at the elementary level. Survey results showed that between 8 percent and 50 percent of the Hopi Junior/Senior High School administrators, teachers and teacher aides expressed satisfaction (agreed or strongly agreed) with educational services. About eight percent agreed or strongly agreed that they have curriculum guides for all grades and subjects while 42 percent disagreed or strongly disagreed; 16 percent agreed or strongly agreed that the curriculum, instruction and assessments are aligned to support student learning, 48 percent disagreed or strongly disagreed; 35 percent indicated that teachers have the instructional materials they need to teach effectively while 46 percent disagreed or strongly disagreed; and fewer than 40 percent concluded that teachers do a good job preparing students to do well after graduating from high school while 31 percent disagreed or strongly disagreed with this statement. (See **Figure 3-12** on the following page**.**)

Figure 3-12
Hopi Junior/Senior High School Administrator and Teacher Survey – Curriculum and Instruction

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The school's highest priority is education.	12.0%	36.0%	32.0%	12.0%	8.0%
School administration is focused on student achievement as the highest priority.	7.7%	30.8%	30.8%	23.1%	7.7%
Teachers set high learning standards and expectations for all students.	3.9%	42.3%	26.9%	19.2%	7.7%

	Excellent	Very Good	Good/Acceptable	Poor	Don't Know
Teachers ensure students meet benchmarks at their grade level.	4.0%	20.0%	48.0%	16.0%	12.0%
High school teachers do a good job preparing students to do well after graduating from high school.	7.7%	30.8%	30.8%	15.4%	15.4%
Teachers keep students interested and engaged in learning.	3.9%	38.5%	23.1%	23.1%	11.5%
Teachers are given the opportunity to suggest programs and materials that they believe are the most effective.	11.5%	38.5%	26.9%	19.2%	3.9%
The school has curriculum guides for all grades and subjects.	3.9%	3.9%	50.0%	26.9%	15.4%
Teachers have the instructional materials they need, such as textbooks, computers, and visual aids to teach effectively.	7.7%	26.9%	19.2%	19.2%	26.9%
Curriculum, instruction and assessments are aligned to support student learning.	0.0%	16.0%	36.0%	36.0%	12.0%
The school hires certified teachers to fill job openings.	7.7%	23.1%	38.5%	23.1%	7.7%
Teacher turnover is low.	0.0%	4.0%	12.0%	28.0%	56.0%

Source: Public Works Administrator/Teacher Survey, December 2017 - January 2018. Percentages are based on responses from 26 Hopi Junior/Senior High administrators and teachers.

Administrator, teacher and high school student assessment of the quality of the core subjects varied (See **Figure 3-13**). Elementary school administrators and teachers considered the quality of the core subject classes to be of good/acceptable or higher quality, with the exception of the science and social studies classes: nearly 40 percent of the administrators and teachers rated those as poor. Hopi Junior/Senior High School administrators and teachers were more critical of the quality of the core subjects taught. Between 28 and 38.5 percent considered the classes in reading, writing, English Language Arts, and math. Between 15.4 and 23.1 percent considered the quality of social studies and science classes to be poor. Hopi Senior High School students were more satisfied with the quality of the core subjects than their administrators and teachers.

Figure 3-13
Administrator, Teacher and Senior High School Students Surveys
Quality of Teaching Core Subjects

	Excellent	Very Good	Good/Acceptable	Poor	Don't Know
Elementary School Administrators and Teachers					
Reading	5.3%	36.8%	38.6%	17.5%	1.8%
Writing	0.0%	29.3%	43.1%	24.1%	3.5%
English or Language Arts	3.5%	36.8%	38.6%	19.3%	1.8%
Mathematics	12.1%	39.7%	36.2%	8.6%	3.5%

	Excellent	Very Good	Good/ Acceptable	Poor	Don't Know
Science	0.0%	20.7%	31.0%	37.9%	10.3%
Social Studies	0.0%	15.8%	35.1%	36.8%	12.3%
Hopi Junior/Senior High School Administrators and Teachers					
Reading	4.0%	16.0%	36.0%	36.0%	8.0%
Writing	3.9%	11.5%	34.6%	42.3%	7.7%
English or Language Arts	4.0%	16.0%	44.0%	28.0%	8.0%
Mathematics	0.0%	19.2%	30.8%	38.5%	11.5%
Science	3.9%	23.1%	38.5%	23.1%	11.5%
Social Studies	3.9%	19.2%	50.0%	15.4%	11.5%
Hopi Senior High School Students					
English or Language Arts	25.0%	27.0%	39.25	7.4%	1.4%
Mathematics	29.0%	27.0%	31.8%	10.8%	1.4%
Science	24.0%	24.7%	37.7%	9.6%	4.1%
Social Studies	21.8%	29.9%	37.4%	4.1%	6.8%

Source: Public Works Administrator/Teacher Survey and Hopi Senior High School Survey, December 2017- January 2018. Percentages are based on responses from 58 elementary school administrators and teachers, 26 Hopi Junior/Senior High administrators and teachers, and 148 Hopi Senior High School Students.

A considerable percentage of the Hopi Senior High School students were also satisfied with their teachers overall, as shown in **Figure 3-14.** About two-thirds of the students who responded to the survey agreed or strongly agreed that they have excellent teachers. Three-quarter of the students agreed or strongly agreed that the teachers encourage them to set high expectations for themselves, and 62 percent considered their teachers to be helpful. About 60 percent of the students also indicated that they have enough textbooks in all their classes and that they get the textbooks in a timely manner. However only 30 percent of the students considered the textbooks to be in good shape.

Figure 3-14
Hopi Junior/Senior High School Student Survey – Teachers and Textbooks

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I have excellent teachers	19.6%	46.6%	29.1%	4.1%	0.7%
The teachers encourage me to set high expectations for myself	23.1%	52.4%	16.3%	6.1%	2.0%
Teachers take the time to meet with students if they need help (after school, during study hall)	17.7%	44.2%	22.5%	8.2%	7.5%

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
There are enough textbooks in all my classes	14.1%	44.3%	22.8%	11.4%	7.4%
Students get textbooks in a timely manner	16.1%	39.6%	25.5%	10.1%	8.7%
Textbooks are in good shape	11.0%	19.2%	27.4%	26.0%	16.4%

Source: Public Works Hopi Senior High School Student Survey, December 2017- January 2018. Percentages are based on responses from 148 Hopi Senior High School Students.

The sustained low performance of students in Hopi elementary schools both before and since the implementation of the Common Core State Standards points to a fundamental inadequacy of mainstream instructional approaches and a piecemeal, slow paced improvement approach. Ensuring the academic proficiency of Hopi elementary students is critical to their ability to perform well in middle and high school and their preparation for post-secondary education or employment. At present, only a small percentage of Hopi elementary students and a very small percentage of junior high students are proficient in the core subjects.

Changes in the curriculum and its alignment with the Common Core State Standards, the professional development provided, and the frequent use of assessments to monitor student academic progress have not resulted in significant improvements in student performance. Continuing on the path of incremental change is not likely to yield considerable improvement in student performance at either the elementary or secondary levels. The current system of instructional delivery is not serving the students well and is not showing the positive growth trends expected in the timeframe mentioned above.

Recommendation 3.1

Consider a transformation of the schools' instructional approaches to achieve rapid school improvement in student performance.

The WestEd Center on School Turnaround provides a framework for rapidly transforming schools. A successful school turnaround yielding rapid improvement requires a systems approach with coherent guidance and support. In addition to delivering a jolt to the existing infrastructure and personnel the turnaround process is implemented in phases where effective practice and process become institutionalized and routine increasing their chances of being sustained. Successful implementation does not treat each of its four domains in isolation or in sequential order. The domains overlap and are interwoven, making it necessary to have clear goals, expectations, and accountability to tailor the support to the specific needs of the schools. The sustained focus must be on improving student performance – especially the performance of the lowest achieving students – through effective instructional practices. The turnaround rapid improvement process requires prioritizing the implementation of practices and implementing those practices simultaneously.

The WestEd school turnaround for rapid improvement framework has four domains and articulates a set of key practices for each domain, along with a description of these practices, the role of the state, district, and the school under each practice, and a list of resources. **Figure 3-15** presents the four domains, the key practices and a description of each practice. While the school turnaround for rapid improvement assumes a more traditional structure of schools being part of a district, the framework is nonetheless applicable to a structural organization of the Hopi schools, operating as independent schools.

Figure 3-15
School Turnaround – Four Domains for Rapid School Improvement

Domains	Practices	Practice Description
Domain 1: Turnaround Leadership	1A. Prioritize Improvement and communicate its urgency	1Aa: Set the strategic direction for turnaround and establish clear policies, structures and expectations for constituents to work toward ambitious improvement goals. 1Ab. Articulate a commitment to turning around the school and advocate fiercely across audience for the school. 1Ac. Closely monitor, discuss, report and act upon the progress of the school undertaking rapid improvement.
	1B. Monitor short- and long-term goals	1Ba. Develop goals informed by assessments of recent performance trends and identify practices aimed at realizing a clearly articulated turnaround vision of significantly improved student learning. 1Bb: Establish milestones for gauging progress. Continually update timelines and tasks to maintain the pace needed to accomplish meaningful goals quickly. 1Bc. Respond to regular feedback on progress toward goal-directed milestones and make timely changes in policy, programs and personnel to get on track in achieving desired results for students. 1Bd. Capitalize on initial turnaround successes and momentum to shift the focus from change itself to incorporating and establishing effective organizational processes, structures and interactions that contribute to continuous organizational improvement.
	1C. Customize and target support to meet needs	1Ca. Provide customized, targeted, and timely support for turnaround efforts. 1Cb. Align support to ensure coherence and integration with other necessary initiatives. Eliminate unnecessary initiatives. 1Cc. Regularly monitor progress to identify support needs and then act quickly and competently to address those needs.

Domains	Practices	Practice Description
Domain 2: Talent Development	2A. Recruit, develop, retain, and sustain talent	2Aa. Proactively plan for recruiting and developing talent with turnaround-specific competencies to quickly fill the vacancies which will inevitably occur during the turnaround process. 2Ab. Use multiple sources of data to match candidate skills and competencies to school needs, prioritizing the highest need schools. 2Ac. Institute succession planning activities by creating in-house district preparation programs designed to foster and generate turnaround competencies to develop future turnaround leaders and teachers.
	2B. Target professional learning opportunities	2Ba. Offer high-quality, individualized, and responsive professional learning opportunities designed to build the capacity needed for rapid school improvement. 2Bb. Offer regular opportunities for job-embedded learning including coaching, mentoring, and observation (including peer observations). 2Bc. Leverage and maximize the effectiveness of high-performing teachers, coaches, and leaders by using them as models and peer coaches.
	2C. Set clear performance expectations	2Ca. Create and share expectations for a level of professional performance by every role in the system. 2Cb. Develop and implement performance-management processes that include clear means for monitoring progress, flexibility to rapidly respond to professional learning needs, and opportunities to revise milestones as needed.
Domain 3: Instructional Transformation	3A. Diagnose and respond to student learning needs	3Aa. Diagnose student learning needs and use identified needs to drive all instructional decisions. 3Ab. Incorporate effective student supports and instructional interventions. 3Ac. Use fluid, rapid assessment and adjustment of instructional grouping and delivery to adapt to student learning needs.
	3B. Provide rigorous, evidence-based instruction	3Ba. Set high academic standards and ensure access to rigorous standards-based curricula. 3Bb. Provide supports to ensure evidence is used in instructional planning and facilitation of student learning. 3Bc. As gaps are identified in the curriculum or instructional delivery, develop plans to strengthen these key components.
	3C. Remove barriers and provide opportunities	3Ca. Systematically identify barriers to student learning and opportunities to enhance learning opportunities for students who demonstrate early mastery. 3Cb. Partner with community-based organizations, such as with health and wellness organizations, youth organizations, and other service providers, to support

Domains	Practices	Practice Description
		students in overcoming obstacles and developing the personal competencies that propel success in school and life.
Domain 4: Culture Shift	4A. Build a strong community intensely focused on student learning	4Aa. Celebrate successes – starting with quick wins early in the turnaround process – of students, family, teachers, and leaders. Early success promotes an expectation for further success and engenders confidence in the competence of colleagues. 4Ab. Provide explicit expectations and support for each person's role (expected behaviors) both in the turnaround and in student progress. 4Ac. Create opportunities for members of the school community to come together to discuss, explore, and reflect on student learning. 4Ad. Champion high expectations (of self and others), embed them in everyday practice and language, and reinforce them through shared accountability and follow-through on strategies for dramatically improving student outcomes.
	4B. Solicit and act upon stakeholder input	4Ba. Collective perceptions – held by school personnel, students, families, and the broader community – about the degree to which their school climate is or is not positive is gathered and used to gauge the climate-related work to be done by a school striving for turnaround. 4Bb. Stakeholder perceptions are considered when identifying priorities and improving the underlying conditions that contribute to school climate issues. 4Bc. Acknowledge and respond to constructive feedback, suggestions, and criticism.
	4C. Engage students and families in pursuing education goals	4Ca. Intentionally build students' personal competencies to pursue goals, persist with tasks, appraise their progress, hone learning strategies, and direct their own learning to further enhance their capacity to learn and succeed. 4Cb. Provide students with opportunities to connect their learning in school with their interests and aspirations 4Cc. Meaningfully engage parents in their child's learning, progress, interests, and long-term goals.

Source: The Center on School Turnaround, WestEd: Four Domains for Rapid School Improvement: A Systems Framework, 2017.

Implementation

Current instructional practices in Hopi schools are not yielding sufficient improvements in student performance. A drastic change is needed; that is, a school turnaround effort. To implement a school turnaround for rapid school improvement the elementary schools need to consider a collaborative effort. Attempting to implement the turnaround effort on their own is not likely to succeed because of the unwavering commitment, the magnitude of the effort, and the considerable resources and support such an effort requires.

The implementation plan described below is based on the WestEd Rapid School Improvement System Framework, adapted to the Hopi schools.

This process should begin immediately. The elementary school principals/CSAs should coordinate to form a school turnaround task force. The purpose of the task force is to obtain commitment from each principal/CSA to participate in the turnaround effort and to outline the operational structure and resources that the turnaround effort will require and the implementation timeline and estimated costs. To ensure that the elementary school principals/CSAs work together and to sustain their collaboration, it will be important for them to formalize their relationship through a Memorandum of Understanding (MOU), and create a school turnaround unit with a turnaround administrator who will lead the effort, and one or two staff members. It is unrealistic, given the current duties of the principals/CSAs, to expect them to devote a significant amount of time and effort to tailor the turnaround initiative, assemble the resources, inform the stakeholders of the initiative and get buy-in, organize for the training of teachers, coordinate with the other participating schools, and oversee the entire effort.

The Turnaround Unit would act much like a typical school district's central office. It would:

- Oversee and support individual schools in all aspects of turnaround from policy development, identification and securing state-based resources, and engaging stakeholders' involvement and participation;

- Assist the schools in developing turnaround leadership teams and help the teams develop action plans and timelines and to align their roles and responsibilities to the turnaround plan;

- Conduct in-depth data analysis and needs-assessment to identify the causes of the current situation to inform the school's priorities and goal-directed milestones, including markers for implementation, changes in professional practice, and periodic student performance results;

- Provide resources and feedback to schools to help them refine their turnaround plan;

- Develop measures to analyze the turnaround competencies and readiness of the school administrators and teachers and work with Human Resources to develop and implement programs to develop the turnaround potential of staff;

- Align personnel evaluation with the role expectations for turnaround;

- Establish timelines and accountability systems for assessing periodically teacher performance and modifying professional learning plans based on identified needs;

- Develop on-the-job and side-by-side professional learning opportunities with peers and leaders. The professional learning opportunities will be tailored and targeted.

- Help teachers analyze in-depth individual student needs and create aligned instructional action plans.

- Guide teachers in creative use of instructional time to facilitate quality learning and give teachers the tools to monitor student progress frequently.

- Work with the instructional teams in each school to update teachers' content knowledge and provide learning opportunities for aligned, rigorous, evidence-based instruction.

- Review academic and non-academic policies and practices to determine if they constitute impediments to student learning and disseminate this information to respective principals/CSAs. It will also review the use of community resources and determine whether and how they can be leveraged to meet students' basic needs.

As part of the creation of a cultural shift in educational methods and performance, the unit will develop systems and structures to support collaboration among the participating schools and provide opportunities for sharing turnaround progress and successes. It will obtain feedback from administrators, teachers, students and community members at the start of the effort and follow-up at pre-determined intervals regarding their perceptions of the turnaround effort and train school leaders in interpreting the data and acting upon it. The unit will help schools share assessments and other tools and introduce budget line items for family engagement resources supporting student learning. It will provide time and structures for parent groups focused on improved student learning. It will also encourage schools to provide information and data during Board meetings or other events on progress with family engagement.

Fiscal Impact

Implementing a turnaround initiative will require the formation of a Turnaround Unit staffed by a unit administrator and two staff members. The Turnaround Unit is estimated to be in place for a three-year period. The cost for the additional staff cannot be determined at this time. The review team suggests contacting BIE or other independent resources to assist the schools in launching this effort.

Issue: Exceptional Student Services (ESS) Special Education

Overview: Special education is mandated by federal and state laws and policies to meet the education needs of students with disabilities.

Finding

Serving students with disabilities at the elementary school level through inclusion or resource aides limits Hopi schools' ability to provide the best instructional setting for students with severe emotional, intellectual, or behavioral disabilities.

Hopi schools provide special education services from early childhood through Head Start through high school. As shown in **Figure 3-16** on the following page, between 7 and 23 percent of students at Hopi schools are special education students. The elementary schools have 129 special education students and a total of 979 students; hence, 13 percent of elementary school students are in special education programs. In three of the six elementary schools, the percentage of special education students exceeds the Arizona state average of 12 percent. Second Mesa Day School and First Mesa Elementary have two special education teachers; the remaining four elementary schools have one special education teacher. The special education teachers are supported by aides/assistants. The number of aides ranges from one to eight. Second Mesa Day School also has an Exceptional Student Services (ESS) director position, which is currently vacant.

Figure 3-16
Hopi Schools, Enrollment, Number of Special Education
Students, Teachers and Aides, November 2017

School	Grades	Enrollment	Number of Special Education Students	Percent of Special Education Students	Number of Special Education Teachers	Number of Special Education Aides/Assistants
First Mesa Elementary School	K-6	158	11	7.0%	2	2
Hopi Day School	K-6	143	33	23.1%	1	5
Hotevilla-Bacavi Community School	K-8	137	20	14.6%	1	1
Keams Canyon Elementary	K-6	133	23	17.3%	1	4
Moencopi Day School	K-6	153	16	10.5%	1	2
Second Mesa Day School	K-6	255	26	10.2%	2	8
Hopi Junior/Senior High School*	7-12	550			8	5

Source: Interviews with Principals/CSAs, special education teachers, and Staff Lists from Schools; November 2017.

Hopi Junior/Senior High School did not provide data on its special education students.

The following section provides a brief description of the special education program in each of the schools. The information was primarily obtained from interviews with special education teachers and supplemented with information extracted from parent and student handbooks or general information on education programs the schools provided.

Hotevilla-Bacavi Community School: The special education program has one teacher and one aide. Last year there was no aide. The program has 20 students; five are in the elementary grades K to 5 and the rest are in the junior high grades 7 and 8. Many of the special education students in grades 7 and 8 are transfers from other schools. Most of the special education students are high functioning: 17 have a specific learning disability (SLD), and the rest have emotional/behavioral disturbance (ED) or an intellectual disability (ID). The number of students in inclusion classes ranges from nine to six. Ten of the students are pull-outs and 10 are full-time inclusion. Pull-out is based on the student's IEP. The aide goes into the inclusion classrooms and the teacher works with the pull-out students in the resource room, typically between one and four hours a day. The rest of her time is devoted to observations and monitoring.

The school contracts for a counselor who comes twice a week; a speech pathologist who comes once a week for a half day; a physical therapist who comes twice a month; and an occupational therapist who comes once a week. A licensed child psychologist performs psychological-educational assessments, on an as needed basis. The regular education teachers do not receive professional development in special education. Last year and this year, there have not been any referrals to special education. This can be attributed, according to the CSA, to the inconsistency and lack of fidelity with which teachers implement Response to Intervention (RtI) as a result of the increase in the school's student population.

First Mesa Elementary School: The special education program has two teachers and two aides. The program serves 11 students; Disabilities include SLD, ID, Autism and other health impairments (OHI). One teacher is responsible for the inclusion and pull-out students and the second teacher is responsible for students with more severe disabilities who spend their time in a self-contained classroom. Pull-out students go to a resource room. The special education teacher and the general education teachers share lesson plans. The special education teacher modifies materials, as needed. Students are referred to special education by parents or by teachers through the Response to Intervention (RTI) process. In 2017-18, there were more than 10 referrals. Thus far, two qualified and the others are still pending. The school contracts with a school psychologist, occupational therapist, physical therapist, speech therapist, and special education counselor. These come to the school once or twice a week or, as needed. The special education teachers go to workshops; the school does not have a required number of

hours for professional development. Teachers have seen an increase in the number of students who need a self-contained instructional setting.

Hopi Day School: The school has 33 special education students, one special education teacher and five assistants. Three assistants provide one-on-one services to students with severe behavior issues including Autism. Two assistants do pull-out and inclusion. The disabilities students have range from SLD (20 students), speech only (10 students), ED, and Autism. According to the special education teacher, the Hopi Day School special education program Is considered a flagship program and parents send or transfer their children who need special education services to this school. The special education program is known for its efficiency, meeting timelines associated with the IEP process, and responsiveness to parent concerns. The special education teacher attributes the high percentage of special education students to several factors: lack of preparation of students for school, social and family issues, parent requests to enroll their children in special education, and over-identification of students for special education.

Special education services are provided through inclusion and pull-out. The teacher spends most of her time in the resource classroom. She pulls out students for reading. The school contracts with two counselors who come three days a week (Monday, Tuesday and Friday). The school also contracts with an occupational therapist, a physical therapist, a speech therapist who provide services once a week, based on need and with a school psychologist for testing. Five of the students receive occupational therapy, 15 students get speech therapy, and two students receive physical therapy. The teacher is very satisfied with the support services the contracted professionals provide.

In 2016-17, 14 students were referred to special education through the RTI process; nine (60 percent) qualified and five (40 percent) did not qualify. In 2017-18, only one referral was made. Typically, between two and three parents request that their child receive special education services. In 2016-17, none of these students qualified. The assistants receive the lesson plans from the respective teacher and go into the inclusion classes at the start of class; most stay in the classroom for 30 to 45 minutes or for the entire period. Scheduling for inclusion classes is complex. It is unclear whether regular education teachers receive any professional development on special education. The school provides a $2,000 professional development stipend for the teacher and each of the assistants; however, data was unavailable to the review team to validate that the professional development is occurring. The program will likely need another assistant and a second teacher if the number of special education students increases.

Moencopi Day School: The program has 16 special education students, one teacher and two assistants (in 2016-17 the program had four SPED assistants). Most of the students have SLDs (14) and the rest are speech only. Services are provided through inclusion and pull-out. Pull-out

services are provided in the resource room, located in a trailer; the resource room occupies only half of the trailer, which is an insufficient space. Of the 16 students, 13 receive pull-out services for 30-45 minutes, as specified in their IEPs. The special education teacher coordinates with the regular education teachers when to do pull-outs. The scheduling is not complicated. The special education teacher assigns her assistants based on their skills and experience. Pull-out involves one-on-one or small groups of two to four students. In 2016-17 the program had 10 referrals; three students (30 percent) did not qualify for services. In 2017-18, no referrals were made to special education thus far. The teacher identifies appropriate professional development and seeks the principal's approval. The assistants do not have any special education training; the special education teacher trains them, as appropriate. The teacher also identifies special education training for parents. The school is planning to have a session on December 1, 2017 for teachers in Grade 1 to 4 on "Technical Assistance for Excellence in Special Education (TEASE)" addressing the role of the classroom teacher in providing effective accommodations for students with disabilities.

Keams Canyon Elementary School: The school has a high percentage of special education students – 17.3 in 2017-18. Its percentage of special education students ranged from 18 to 20 percent during SY 2013-14 to SY 2016-17. It has 23 special education students, one teacher and four assistants. Services are provided through inclusion. The program contracts for occupational therapy, physical therapy and speech therapy. The special education teacher attends professional development (EPIC) in Albuquerque and trains the general education teachers. The school uses the BIE and state special education policies. Teachers consult with colleagues from previous schools when they have students with disabilities they have not handled before. It is apparent that teachers do not have a leader within the Hopi schools to rely upon to answer their special education questions.

Second Mesa Day School: The school has 26 special education students, two teachers and eight assistants. Each teacher has four assistants. The school has seen an increase in the number of students with autism, some of whom are nonverbal. These students require one-on-one services. The school serves these students in inclusion for four hours a day. A pending suit asks to provide inclusion for these students for the entire school day. The school also has an ESS director position which is currently vacant. Services are provided through inclusion and pull-out. The software they use for IEPs is inadequate as it is missing many of the forms. In 2014-15, no student with disability passed the English/Language Arts or math AzMerit tests at any level of proficiency; AzMerit levels of proficiency range from "minimally proficient" to "highly proficient."

Each Hopi school has a special education program. While SLD and speech only are the most common disabilities, consistent with the distribution of these disabilities nationally (nationally, 45 percent have SLD and 19 percent have speech or language impairment), the schools also have

students with emotional disturbance, intellectual disabilities, other health impairments, and increasingly with Autism. Most of the students are in inclusion classes and are pulled-out for additional services, as specified in their IEP. Students with more severe disabilities receive one-on-one services or, in one school, are in a self-contained classroom. The schools do not have an instructional setting to accommodate students with severe emotional/behavioral issues. As the schools did not provide disciplinary data, it is not possible to assess the extent to which disciplinary actions have been taken against students in special education. Some anecdotal information points to schools informing parents that they are not able to provide services to students with certain disabilities. Typically, school districts designate one or more of their schools to accommodate students with severe disabilities rather than have these high resource services in each school.

Special education students on Hopi receive support services such as speech therapy, occupational therapy and physical therapy through part-time contracted professionals. The schools contract with Northland-Rural Therapy Associates in Flagstaff. None of these support professionals are Hopi, leading to questions of whether the assessments and therapeutic approaches they use are applicable to and effective with Hopi children.

Survey Data

Survey data shows that 83 percent of elementary school administrators and teachers consider the special education services to be of good quality; fewer respondents – 51 percent – considered the dyslexia, DHD and autism services to be of good quality (**Figure 3-17**). More than 12 percent considered the special education services to be of poor quality; this assessment was shared by twice as many (24.1 percent), with regard to dyslexia, DHD, and autism services. Schools have seen an increase in the number of children with autism and are having difficulties serving them. In comparison, 40 percent of Hopi Junior/High School administrators and teachers considered the special education program to be of good quality; nearly half – 48 percent – assessed it as poor. Only 27 percent considered the dyslexia, DHD and autism services to be good/acceptable while 46 percent considered these services poor.

Figure 3-17
Administrator, Teacher and Senior High School Students Surveys – Special Education Services

	Excellent	Very Good	Good/ Acceptable	Poor	Don't Know
Elementary School Administrators and Teachers					
Special education	12.3%	29.8%	40.4%	12.3%	5.3%
Dyslexia/DHD/Autism	5.2%	15.5%	31.0%	24.1%	24.1%
Hopi Junior/Senior High School Administrators and Teachers					
Special education	0.0%	8.0%	32.0%	48.0%	12.0%
Dyslexia/DHD/Autism	0.0%	0.0%	26.9%	46.2%	26.9%
Hopi Senior High School Students					

Special education	20.0%	20.0%	26.2%	3.5%	30.3%
Parents					
Special education	20.2%	16.6%	30.1%	5.7%	27.5%

Source: Public Works, Administrator/Teacher and Parent Surveys, December 2017-January 2018. Percentages are based on responses from 58 elementary school administrators and teachers, 26 Hopi Junior/Senior High administrators and teachers, 145 Hopi Senior High School Students, and 193 parents/guardians.

Recommendation 3.2

Consider transitioning from having a special education program in every school to designating two elementary schools to serve all students with disabilities and one school to serve students with severe disabilities. This structure, implemented in many school districts nationally will allow the maximization/optimization of instructional and professional support resources.

Lamar Consolidated Independent School District (LCISD), outside of Houston, TX, a district with 30,916 students and 2,722 special education students in 2016-17, offers a wide range of instructional settings and programs for special education students. To maximize its resources, the district, following an analysis of its special education subpopulations, decided to locate special education programs that serve a small number of students in selected schools rather than in each of its schools.

For example, the Preschool Program for Children with Disabilities (PPCD) – a self-contained centralized classroom program for children with disabilities ages 3 to 5 that offers intensive specialized teaching strategies to help the child acquire behaviors that will enhance learning and develop oral language and age-appropriate self-care skills is offered in 14 of its 24 elementary schools. The Intensive Behavior Class (IBC) – a program for K-12 students with extreme emotional or mental illness, is offered at three elementary schools, four of nine middle/junior high schools, two of the five high schools, and two special sites. The Structure Integrated Learning Classroom (SILC) that supports special education students who struggle socially in a regular education/mainstream setting with intense training in social skills and the setting of social and behavioral goals is offered in eight of the 24 elementary schools, eight of nine middle/junior high schools and four of the five high schools.

Implementation

The elementary school CSAs/principals should establish a committee to restructure how special education services are provided to Hopi students. The committee should review data such as the number of special education students, number of students by type of disability, number of staff (teachers and aides/assistants), and instructional setting (inclusion, resource rooms, self-contained) used in each school. Based on this analysis, the committee should explore concentrating special education services in two schools rather than having each school provide services.

Research has shown that having special education programs in a few schools rather than in each school in a district or territory improves services because instead of resources being distributed across multiple schools, these resources can be concentrated in fewer locations, allowing the resulting programs to increase their academic and support staff and provided services that are better tailored to student needs. The committee should analyze the staffing, academic services, support services and cost benefits that will result from this restructuring. Schools considered for designation as having a special education program will assess their physical and staffing capacity and ability to accommodate an increase in the number of special education students. With the restructuring of the provision of special education services, the committee should also consider appointing a special education administrator who will oversee the special education programs in the selected schools.

Once the committee agrees on the two schools that will serve all special education students and the decision will be approved by the respective boards, the decision will be publicized to the community. A similar process should be implemented for determining the optimal location of students with severe emotional, behavior or intellectual disabilities. To ensure that the schools do not under-identify students who need special education services, the schools should improve the consistency and fidelity with which they implement Response to Intervention process.

Fiscal Impact

Special education services are labor- and cost-intensive. Centralizing special education services in two elementary schools instead of having each elementary school provide services, typically results both in cost savings and in the increase in the level of staffing resources (teachers, aides/assistants and professional support staff) available, thereby increasing the quality and comprehensiveness of services to students. Even if the financial analysis shows that the cost savings are small, bringing resources together yields higher quality services for students.

The unavailability of special education financial data makes this analysis infeasible. However, a financial analysis should be performed when the Hopi school administrators meet to restructure the program and select two elementary schools to have special education programs, and one school to house the students with severe disabilities. The financial analysis should examine based on the number of special education students expected to enroll in each of the two schools, the number of teachers and aides/assistants needed and the number of professional support staff. Additionally, experts on special education transportation should be included in the planning session. While Hopi schools currently contract with Northland-Rural Therapy Associates for speech therapy, occupational therapy and physical therapy, the schools should also perform a financial analysis comparing the costs of contracting for professional support services to the costs associated with hiring such professionals as staff. The comparison should guide the schools in deciding which alternative to pursue.

Issue: Gifted and Talented Education (GATE)

Overview: Schools/Districts typically identify ten percent or fewer of their students as gifted and talented using multiple criteria and assessment tools. The prime approaches that gifted and talented education programs use are enrichment and acceleration. An enrichment program teaches additional, related material, but keeps the student progressing through the curriculum at the same rate. An acceleration program advances the student through the standard curriculum at a faster rate.

Finding

The Hopi schools set low criteria for identifying gifted and talented students and implement programs that are not highly rigorous.

The Gifted and Talented Education (GATE) programs of the Hopi schools vary in implementation and rigor. Schools use a range of assessments for screening students. In 2017-18, five of the six Hopi elementary schools have GATE programs. As shown below in **Figure 3-18**, the programs vary in the grade levels involved and the percentage of students participating. For example, the Moencopi Day School Program includes students from kindergarten through sixth grade in GATE, the Hopi Day School program includes students from first to sixth grade, while the programs in First Mesa Elementary and Hotevilla-Bacavi Community School start in the third grade. The percentage of students in GATE programs varies greatly and ranges from 9.5 to 29.4. It exceeds the overall percentage of GT students in Arizona public schools – 8.0 percent – and the percentage of American Indian GT students both in Arizona and nationally: 3.7 and 5.2 percent, respectively.

Figure 3-18
Hopi Schools, Grade Levels, Enrollment, Number and Percent of G/T Students
November 2017

School	Grades	Enrollment	GATE Program Scope	Number of GATE Students	Percent of GATE Students
First Mesa Elementary School	K-6	158	Grades 3-6	15	9.5%
Hopi Day School	K-6	143	Grades 1-6	28	19.6%
Hotevilla-Bacavi Community School	K-8	137	Grades 3-8	15	10.9%
Keams Canyon Elementary*	K-6	133			
Moencopi Day School	K-6	153	K-6	45	29.4%
Second Mesa Day School	K-6	255	No program	-	-

Hopi Junior/Senior High School	7-12	550	Grades 7-12	75	13.6%

Source: Interviews with Principals/CSAs and Staff Lists from Schools; November 2017.
*Keams Canyon GT program was 6 percent in 2016-17. No data for 2017-18.
**In 2014-15, 8.0 percent of Arizona's students were considered gifted and talented.
***According to NCES, in 2006, nationally, 5.2 percent of American Indian/Native Alaskan students were gifted and talented; 3.7 percent of Arizona American Indian students were gifted and talented.

The GATE programs implemented in Hopi schools are described below. Please note that the level of detail in the description of the programs is associated with the documentation of the program provided.

Hotevilla-Bacavi Community School: The school started a GT program three years ago. The program has been administered through a consultant from Northern Arizona University. The consultant screens students and provides GT services. Students can be nominated by teachers and parents. The consultant gave a questionnaire to teacher to nominate students. Students were identified based on their AzMerit scores, their scores on benchmark tests, and on a GT screening test. The program has been a half-day per month pull-out program. The program is not supplemented with in-class differentiation. The program was discontinued in the first half of 2017-18 due to a consultant's funding issue. The principal hopes to re-start the program in December 2017 and have the consultant come once a month. The program starts in Grade 3 and continues to Grade 8. The program had 15 students in 2016-17. Students who participated in the program scored well on the AzMerit.

First Mesa Elementary School: First Mesa did not have a GT program until 2017-18. First Mesa has a program description, specifying program goals, student identification, and a description of the program. It describes its program as an enrichment/acceleration program. The GT program has 15 students (9.5 percent). The GT students include one student in Grade 3, two in Grade 4, four in Grade 5, and eight in Grade 6. Teachers nominate students for the program. Students are screened and a psychologist assesses the students using the RAVEN test. They also use an observation checklist, AzMerit/NWEA, report card grades, and school assessments. The GT program is a three-hours a week pull-out program. All students are pulled out at the same time. The students do independent projects. A list of projects for 2017-18 includes the following: Lowell Observatory Planet Study, Navajo Nation Science Fair, Navajo Nation Spelling Bee, NAU-Science Outreach Program, Research Topic of Choice, Arts with Ed Kaboti, Reading Buddies with First Grade, Community Service Project. An IEP is developed for each GT student. All GT students, according to the GT teacher were Proficient on AzMerit.

Hopi Day School: The GATE program for Grades 1 to 6 is administered by the lead teacher who is a certified GT teacher. The program identifies GT students based on AzMerit and NWEA scores, being in the top 15 percent of their classes, and getting an 84 or higher score on

RAVEN. The program consists of 28 students (19.6 percent) in 2017-18. The program has five students in Grades 1-3, seven students in Grade 4, and eight students each in Grade 5 and 6. The program meets in the computer room or the art room on Wednesdays for three hours (12:30 to 3:30) after regular classes are dismissed. The sessions tend to be project based. Students may be separated by grade levels, into two groups by primary and intermediary, or stay as a group. When separated, the groups tend to work on the same theme but do different activities. For example, if they are working on creating a community, the primary students will build a community with blocks that meet certain expectations and the intermediate students will build a community utilizing a grid on the computer. If all students are in one team, team members are assigned activities based on grade levels. The weekly session starts with a brain teaser. The GT program focuses on math, science and writing. The teacher has a list of areas to be addressed. For example, students in Grades 1 to 3 in the program played with Legos and created an adventure story. Students in Grades 4-6 did research on occupations and qualifications for specific professions, and estimated costs of living outside the reservation. Students also did a project on the solar system and built a model using Google maps.

In the classroom, reading and math instruction is differentiated for all students using the Compass Learning program. Compass develops individual plans for each student based on NWEA scores. This gives GT students an opportunity to move ahead of classroom instruction. GT students also participate in book clubs that are available for the top readers in Grades 3 to 6. The book clubs are implemented through a pull-out program where each grade level chooses their own books. Not all students in the GT program scored Proficient on the AzMerit.

Keams Canyon Elementary School: In 2013-14, 17 percent of Keams Canyon students were in the GT program, 15 percent in 2014-15, 8 percent in 2015-16, and 6 percent in 2016-17. Keams Canyon students are identified for GT based on academic achievement and growth.

Moencopi Day School: The program was formally established in 2017-18. In 2016-17, 21 students participated in an informal GT program. The teacher overseeing the program is in the process of becoming certified as a GT, taking courses online. The program encompasses kindergarten through 6th grade and focuses on math and science. Students were identified using RAVEN, Stanford 10, writing samples, and parent, teacher and peer evaluations. Of the 45 students in the program, three are in kindergarten, seven are in 1st grade, 11 are in 2nd grade, seven are each of 3rd grade 4th grade, and three are in 6th grade. Students are pulled out for a 1.5 -hour session in a GT classroom. Each day three groups are pulled out. The program uses the Montessori curriculum and checks students' progress throughout the curriculum.

Hopi Junior/Senior High School: The GATE program has 75 students in 7th-12th grades and is managed through the Junior High School. The school did not provide any additional information about the program.

Hopi schools with GATE programs develop an IEP for each GT student, defining the roles of the regular classroom teacher and the GATE teacher vis-à-vis the GT student. The classroom teacher will use differentiation of instruction for GT students through curriculum modification to fit each GT student's needs and achievement level and provide the student with opportunities to assume positive leadership roles in the classroom and school. The GT teacher through the pull-out program will focus on instruction and enrichment addressing the student's areas of giftedness. The IEP specifies the student's name, grade level, birth date and age, the student's primary area of giftedness, and the secondary areas of giftedness. The IEP lists the long-term goals of the program and delineates the sort term objectives for each goal. For each long-term goal the IEP describes how the student implemented each of the respective short-term objectives. The IEP long-term goals and short-term objectives clearly define the scope and content of the program, allowing the GT teacher to monitor student activities and progress.

Among elementary school administrators and teachers who were familiar with the GATE program in their respective school, fewer than 20 percent considered the program excellent or very good; 28 percent assessed it as poor. Among Hopi Junior/High School administrators and teachers, none considered their program excellent; 12 percent considered it very good, and 36 percent assessed it as poor. (See **Figure 3-19.**)

Figure 3-19
Administrator, Teacher and Senior High School Students Surveys – Gifted and Talented Education Program

	Excellent	Very Good	Good/ Acceptable	Poor	Don't Know
Elementary School Administrators and Teachers	5.2%	13.8%	37.9%%	27.6%	15.5%
Hopi Junior/Senior High School Administrators and Teachers	0.0%	12.0%	40.0%	36.0%	12.0%
Parents	16.3%	20.0%	24.2%	11.6%	27.9%

Source: Public Works Administrator/Teacher and Parent Surveys, December 2017- January 2018. Percentages are based on responses from 58 elementary school administrators and teachers, 25 Hopi Junior/Senior High administrators and teachers, and 190 parents.

Recommendation 3.3

Increase the rigor of the GT programs from identification and selection to program activities and projects and ensure that all schools offer the program.

Research & Best Practices:

The Eastern Band of Cherokee, Cherokee Central Schools in North Carolina is a tribally operated school system since 1990 with 1,147 students three schools: an elementary, middle

and high school. It provides Gifted and Talented Services through the Horizons program. The Horizons elementary and secondary program offers a challenging and motivating environment for highly gifted students. It is built around the concept that the learning style of gifted students is radically accelerated and that their educational experience differs from regular education. Typically, students in the program are academically advanced 2 to 3 years above their age peers in reading, writing and math. The eligibility criteria the program sets consist of an IQ of 145 (+/-) on the Stanford-Binet V; scoring in the 98th or 99th percentile on the Iowa Test of Basic Skills administered two grade levels above their current grade level; reading and math work samples showing the student is working at least two grade levels above peers; and teacher recommendations. Students who score meets or exceeds the qualifying points on the Horizons rubric are invited to a performance assessment with the Horizons teachers. The program combines both pull-out and in-class differentiation services and is administered by two gifted education specialists. The program offers a curriculum of greater complexity, depth and faster pace than the regular curriculum, helping student develop superior thinking skills.

The Gifted and Talented Services program of the **Mississippi Band of Choctaw Indians** Tribal School focuses on the visual and performing arts, intellectual ability, leadership skills, and positive self-concepts through flexible, innovative, and differentiated interdisciplinary opportunities to meet the specific needs of Native American GT students. The program seeks to identify students who "demonstrate a capacity for excellence far exceeding their peers through a process that begins in second grade. The Choctaw tribal schools include six elementary, one middle, and one high school with a population of 2,199 students in September 2017. Criteria used to identify students include: scoring in the top five percent on intellectual assessment tools, in the top five percent on creative/divergent measurement tools, in the top 15 percent in academic performance assessments, having a recognized leadership ability, and outstanding ability in any imaginative art form. The program consists of 12 implementation steps:

1. Parent training
2. Review of school-wide testing data
3. Universal screening of Grade 2 students
4. Nominations/referrals
5. TAG team meeting
6. Parent permission to collect student portfolio information;
7. Portfolio development
8. Assessment/evaluation
9. Eligibility determination
10. Development and implementation of a plan for the student and monitoring of ongoing progress
11. End-of-year review and updating of student's plan
12. Re-evaluation

On average, 5.9 percent of the students in the Choctaw Tribal Schools are in the GT program. The percentage of students varied from two to ten percent. The GT program includes a lead teacher serving K-12 GT programs and a TAG team for each student consisting of TAG personnel, a counselor, general education representative.

Implementation

Each Hopi school should have a GATE program to identify gifted students and nurture their special abilities and needs; challenge them in regular classroom settings and in enrichment and accelerated programs enabling them to make continuous progress.

Each Hopi school administrator jointly with the respective GATE teachers should consider the following:

- Review the GT best practices presented above or identify other best practices, to examine the structure and components of the programs, identification criteria and staff resources, and assess their suitability for the respective school.

- Compare the best practice program to the current school's program and identify areas that should be modified.

- Develop a plan to modify the current program or a plan to transition to the selected best practice program, including a timeline.

- Inform teachers and parents about the plan to modify or transition to a more rigorous GT program.

- Communicate with the other Hopi schools regarding their plans to modify their current programs, identify areas of common GATE practice and explore opportunities for collaboration on GT projects and activities.

- Implement modified/new program and assess impact on program size, participants' performance/progress, and resources.

Fiscal Impact

Collaboration among school leaders in the creation of joint GT projects and activities can be accomplished with existing resources.

Issue: Career & Technical Education

Overview: A 2014 U.S. Department of Education report to Congress assessing Career and Technical Education (CTE), defined the purpose of CTE instruction at the secondary level to prepare students for entry into high-skill, high-wage, or high-demand occupations. The Carl D. Perkins Career and Technical Education Act required educational institutions to offer one or more programs of study that link secondary to postsecondary education through a sequenced, non-duplicative progression of CTE courses. At the secondary level, occupational CTE is coursework designed to prepare students for work in a specific occupational field or for related postsecondary education or training, while non-occupational CTE is coursework that prepares students for roles outside the paid labor market and instruction in generic employment skills such as basic computer literacy, introduction to technology, and general work experience.

Finding

The Career and Technical Education (CTE) program implemented at the Hopi Junior/Senior High School does not effectively prepare students for the job market.

One of the goals of a CTE is to prepare students for work in industries and businesses in demand in the surrounding area. The Hopi reservation's economic structure significantly challenges this goal because of the small number of businesses and industries in the area and the scarcity of opportunities. Given that a considerable number of Hopi students do not continue in post-secondary education after they graduate from high school and the desire of Hopi students to stay on the reservation increases the need for an effective job preparation program.

The CTE program starts in Grade 8 and continues through Grades 9-12. In 2017-18, 82 8[th] grade students (or 43 percent) Junior High students and 342 (or 95 percent) of senior high school students are enrolled in CTE classes. At the junior high level, courses offered include:

- Welding
- Cooking
- Woodshop
- Computers

At the high school, classes offered include:

- Introduction to Computers
- Introduction to Graphics
- Advanced Graphic Arts
- Introduction to Cooking
- Hopi Cooking
- Culinary Arts
- Welding
- Introduction to Woods
- Cabinet Making

- Construction Technology

The CTE classes offered in 2017-18 are listed below in **Figure 3-20.**

Figure 3-20
Hopi Junior/Senior High School CTE Classes 2017-18

CTE Classes	Number of Students
Introduction to Cooking	28
Culinary Arts	4
Welding	137
Woods	22
Introduction to Computers	98
Introduction to Graphics	53

Source: Hopi Junior/Senior High School, December 11, 2017 email from Superintendent.

Participation in these CTE classes ranges from 4 to 137 students. Welding and Introduction to Computers represent the classes with the greatest enrollment. The school has four sections of Welding.

CTE classes are offered as electives. According to Arizona State Department of Education graduation requirements, students must have one credit in Fine Arts or in CTE.

The CTE program has five teachers, all of whom are certified by the Arizona Department of Education and have industry experience. Four of the teachers are new. The school recruits teachers through advertising. The school was not able to recruit an Auto Mechanics teacher and the position remains vacant.

According to the Senior High School principal, Construction and Food Service are two areas with jobs available on the Hopi Reservation. The school does not offer a Construction Technology class in 2017-18. The school identifies occupations in demand by asking CTE teachers for such information but has not done a comprehensive industry and business analysis or defined the boundaries of a "reasonable" catchment area for employment; that is, an area that may exceed the boundaries of the Hopi Reservation but may still be within proximity for individuals residing in the Hopi community.

With the goal of the CTE program to prepare students for jobs in the respective geographic area, input from local business and industry is of great value. The Hopi Junior/Senior High School CTE program does not have any business or industry participation. It does not have an advisory committee composed of representatives of local businesses and industry. Effective CTE programs have business and industry participation through an advisory committee that is involved in decisions related to the implementation, improvement and evaluation of the program and its effectiveness. Such a committee also helps to enhance relationships with the business

community and serves as a conduit for employment opportunities for students before and after they graduate from high school.

Typically, a CTE advisory committee consists of CTE staff and school administrators, and members of the business community and industry. A CTE advisory committee can also include a parent and a student. An advisory committee is an integral part of a CTE program: it can provide expert advice and help determine whether the program prepares students for the future job market; what should training include; whether the curriculum addresses industry needs, and how instructors can verify competencies to industry standards. CTE advisory committees also analyze course content; recommend industry validated credentials; assist with obtaining testing for industry credentials, licenses or certifications; evaluate facilities and program equipment; offer training sites; organize plant tours and field experiences; locate resources; obtain equipment on loan at special prices or as a gift; and assist with job opportunities and student job placement. The advisory committee can also advise on short-term and long-term plans, build interest and relationships between the program and community businesses and industry through partnerships, and promote CTE.

Student participation in CTE is enhanced through membership in national CTE student organizations. Students in the Hopi Junior/Senior High School CTE program do not participate in CTE student organizations. The Career and Technical Student Organizations (CTSO) enhance student learning through contextual instruction, leadership and personal development, applied learning, and real-world application. These organizations serve as an integral component of the classroom curriculum and instruction, building upon employability and career skills and concepts through the application and engagement of students in hands-on demonstrations and real life and/or work experience. They guide students in developing a career path through a program of study that will help the student gain the skills and abilities needed to be successful in those careers through CTE student organization activities, programs and competitive events. They also give students an opportunity to hold leadership positions at the local, state, and national level and attend leadership development conferences to network with other students as well as business and industry partners.

The Hopi Junior/Senior High School does not have a CTE-related articulation agreement or shared services agreement with local colleges and universities, such as Northland Pioneer College which has a campus adjacent to the school. Articulation agreements provide the framework for secondary CTE programs to link to similar postsecondary programs at a college or university. These agreements allow students to earn dual college or escrow credits at the secondary and/or postsecondary level. CTE students who participate may complete a significant portion of a national industry-recognized skill credential. They can fill major requirements for an associate degree or certificate while they are still in high school; thereby saving tuition costs, time and effort while gaining advanced learning in their program of choice. The school does have a dual credit agreement with Northland Pioneer College for English 101/102 and Math 189

College Algebra. 152 College Algebra. It is a way for students to fulfill major requirements for an associate degree or certificate while still in high school by waiving tuition.

Administrators and teachers assessed the CTE program were more critical than the students (**Figure 3-21**). One-half of the Hopi Junior and Senior High School administrators and teachers who responded to the survey considered the CTE program to be of good quality but nearly 40 percent considered it poor. Fewer than 60 percent of elementary school administrators assessed the CTE program and nearly two-thirds considered it poor. Hopi Senior High School students were largely satisfied with the CTE program: 72 percent of Hopi considered the CTE program to be of good quality; only 5 percent thought it was of poor quality, and 22 percent were not able to assess the program because they did not participate in it. More than 45 percent of the students agreed or strongly agreed that the school does a good job preparing students for employment; 25 percent disagreed or strongly disagreed.

Figure 3-21
Administrator, Teacher and Senior High School Students Surveys –
Career and Technical/Vocational Education

	Excellent	Very Good	Good/ Acceptable	Poor	Don't Know
Elementary School Administrators and Teachers	0.0%	3.5%	15.8%	36.8%	43.9%
Hopi Junior/Senior High School Administrators and Teachers	0.0%	19.2%	30.8%	38.5%	11.5%
Hopi Senior High School students	22.3%	21.6%	28.4%	5.4%	22.3%
Parents	10.6%	16.9%	23.8%	20.6%	28.0%

Source: Public Works Administrator/Teacher Survey and Parent Survey, December 2017- January 2018. Percentages are based on responses from 57 elementary school administrators and teachers, 26 Hopi Junior/Senior High administrators and teachers, 148 Hopi Senior High School student, and 189 parents.

Recommendation 3.4

Consider restructuring the CTE program by increasing its course offerings, expanding its resources through a business and industry advisory committee, establishing student participation in CTE organizations, and implementing articulation agreements.

Implementation

Given the small number of businesses and industries in the Hopi reservation area offering career opportunities, the Superintendent and Senior High School Principal should conduct with the assistance of business and industry representatives or in collaboration with Northland Pioneer College an analysis of businesses and industries available in a larger geographic area exceeding the Hopi reservation boundaries. The analysis, using secondary data sources should map the number, size, and type of businesses and industries available and the demand they

generate for jobs. The analysis should also consider forecasted job demand in the next five to ten years by occupation and type of job.

Using this information, the Superintendent and Principal should align the current CTE course offerings with the occupations identified in the large geographic area and determine the type of CTE courses that should be added to the current roster of courses. These should be prioritized based on number of jobs available or forecasted to be available, course development and equipment costs, availability of teachers, proximity to the Hopi reservation, and whether such a course is already available through a local community college.

The Superintendent should communicate with Northland Pioneer College or other community colleges/universities in the area regarding their interest in developing a respective program in those high priority and high demand occupations and make it available to Hopi Senior High School students through dual credit. As the Hopi Senior High School already has an articulation agreement with Northland Pioneer College for English and Math dual credit courses, this agreement could be readily expanded upon.

Based on communications with Northland Pioneer College and the CTE courses they are interested in adding, the Superintendent and Principal should determine which CTE courses they want to add.

The Superintendent and Principal will prepare a CTE Plan for the expanded CTE program, develop a budget and timeline for the gradual addition of the new courses, and initiate the recruitment of teachers.

In conjunction with new CTE offerings, the Superintendent and Principal should identify business and industry representatives willing to serve in an advisory capacity to the CTE program and establish collaborative relationships and partnerships with them. The Superintendent and Principal should establish a CTE Advisory Committee, set an agenda of quarterly meetings, and involve committee members in guiding the program, helping with the implementation of new courses, relevant real-world curricula, and evaluating the CTE program effectiveness.

The Principal should assign one of the CTE teachers to spearhead the involvement of CTE students in national CTE student organizations that represent the CTE areas of interest to the students.

Fiscal Impact

The Hopi Junior/Senior high School can expand its CTE program directly by offering additional courses or through an articulation agreement with a local college. Increasing the number of CTE

courses offered directly will require the hiring of teachers and the purchase of appropriate materials, supplies, and equipment.

Consideration should also be given to applying for and obtaining a U.S. Department of Education, Native American Career and Technical Education Program (NACTEP) discretionary grant. The purpose of these grants, is to improve CTE programs for Native Americans. The program funds projects that prepare students for high-skill, high-wage and high-demand occupations in emerging or established professions. The two-year grant that can be extended for a third year and ranges from $300,000 to $600.000.

Issue: Library Services

Overview: U.S. Code of Federal Regulations (CFR), Title 25, Standard XIII – Library/Media programs pertaining to Native American schools lays out the minimum requirements for a school library/media program. The following section describes the library programs in each Hopi school. The program descriptions are based on information the schools made available through interviews and documents.

Finding

Some Hopi school libraries do not meet the U.S. CFR Standard XIII minimum requirements with regard to staffing, collection size, policies and procedures.

The library/media program should meet the applicable state standards:

- The program should have written objectives and policies based on assessed academic needs and be evaluated annually. It should have a written policy on the selection of materials and equipment and conduct annually an inventory of books, materials and equipment in accordance with the acquisition and selection policies. The collection of books should reflect student abilities and interests and meet the following ratios: 15 books per student at the K-6 grade elementary school level; 12 books per student at the 7-8 grades, middle school level; and 10 books per student at the 9-12 grades, high school level. Of the collection, eight to 12 percent should be current reference books.

- Libraries should also have periodicals and a professional collection for school staff. The audio-visual materials collection should be suitable for the range of instruction provided and include, at minimum, five items per student or a total of 750 items. The library/media program should be administered by a librarian. Schools with fewer than 200 students should be encouraged to share librarians. School with 100 to 200 students should have a 20 percent time librarian and a half-time library aide or 20

hours of library activity. Schools with 201 to 400 students should have one full-time librarian or a 40 percent librarian with a full-time library aide. Schools with more than 400 students should have one full-time librarian and one full-time aide.

Hopi Day School has a certified librarian. The library is open from 8:00 to 3:15. The CSA considers the library collection understocked although it has about 7,000 books and meets the CFR Standard XIII of 15 books per student at the elementary level. The library is also used as the professional development center and has limited space for books. The library is open to the parents every other Wednesday after school from 3:30 to 7:00 p.m., although very few parents reportedly come. Students can check books out of the library once a week. Students cannot take books home because of potential loss or damage to the books. They can use the books they check out only at school. The library administers the Accelerated Reading program and Title VII, including Native stories and flags, for example. Title VII – Indian, Native Hawaiian, and Alaska Native Education – is intended to ensure that programs that serve Native American children are of the highest quality and provide for not only the basic elementary and secondary educational needs, but also the culturally unique academic needs of these children. The librarian in consultation with the teacher supervisor prepares a schedule for class visits to the library, so that each class can come into the library. The library schedule also has time blocks for student research and special projects. The librarian also assists teachers with identifying resources for classroom instruction.

First Mesa Elementary School has a library aide who has managed the library since 2015. The library aide has an associate degree in Arts and did an apprenticeship in library science. Every morning, the library aide has non-library duties for 30-45 minutes. The library aide also teaches reading and math to high level 5[th] grade students and occasionally works as a substitute teacher. Previously, the school did not have a librarian for four years and the library was disorganized. The library is open for a short time during the school day from 9:15 to 11:30 and then after school from 3:00 to 4:00. The library collection of more than 8,000 books containing fiction, non-fiction, biography, and encyclopedias. The books have not been catalogued in recent years. The collection size exceeds the 15 books per student ratio specified in US CFR 25. Students visit the library twice a week to check out books and for instructional time. Student instructional time includes learning about the Dewey decimal system; use of dictionaries, encyclopedias, periodicals; activities to improve reading and learning; the use of computers to do research; and the differentiation between reputable and non-reputable information sources. The library aide also teaches a library class based on a curriculum she developed. Students also read quality fiction and nonfiction and keep a journal on each book. The library hosts a community-wide Scholastic Book Fair twice a year. The library has a collection of books on Hopi language and culture including rare books.

Hotevilla-Bacavi Community School library is managed by a library technician who has been in this position for four years. Previously, the library technician was a Head Start teacher. She came to the school 15 years ago as a teacher assistant and a substitute. In 2016-17 the library was closed because the school had a vacancy and the library technician was a classroom teacher; During that year, the only library-related activity was checking out AR books. Before the

library technician came the library was located in a different school building. The library technician transferred the books to the current building and ordered new shelves. The library's hours of operation are from 8:00 to 11:00 a.m. Classes come into the library from 1:00 to 3:00 p.m. Monday through Thursday for two 30- to 45-minute sessions. By combining Grade 1 and 2 and Grade 3-5 classes, students can stay in the library for longer than 30 minutes and spend more time on research. However, the larger classes have made student behavior management more challenging. The library technician has a volunteer helper in the library. After 3:00 the library technician shelves books and performed other library administration tasks. The library technician gives lessons on how the library is organized, book care, fiction and non-fiction. There are four computers in the library. The library is housed across from the school's computer lab. Although the library has an inventory system (FOLLETT) the library technician has not done an inventory. She weeds books on an ongoing basis but does not have a formal systematic weeding system or policy. She estimates that the library has more than 1,000 books. With 137 students in 2017-18, the library is expected to have at minimum 2,055 books (15 books per student) to meet the US CFR Standard XIII required minimum book collection size. The library technician does not communicate with other Hopi school librarians or with the Hopi mobile library staff.

Moencopi Day School: The librarian is not certified. The librarian came to the school at the beginning of the 2017-18 school year. As the librarian also works as an aide in 1st grade, the library is closed intermittently during the day from 9:15 to 10:20 and from 12:30 to 2:40. The library is open between 8:00 and 8:15 to all. From 8:15 to 9:00 the librarian prepares for the classes. From 10:20 to 11:10 a class comes into the library and from 2:40 to 3:30 another class comes into the library. The library has four computers.

Keams Canyon Elementary School: The library, according to teachers, does not have a librarian or a library aide. The library is described as disorganized and may have an insufficient collection and outdated books.

Second Mesa Day School: The school has a librarian and a library assistant. No other data is available on the school's library program.

Hopi Junior/Senior High School has a certified librarian. According to US CFR Standard XIII, schools with more than 400 students are required to have a full-time certified librarian and a full-time library aide. The Hopi Junior/Senior High School does not meet the library staffing requirement as it does not have a library aide. The librarian acts as a support resources to the staff and students. The library's hours of operation are from 8:00 to 4:00. After library hours, the library is used as a tutoring center. The librarian provides information to students and staff on how the library is organized and the resources available. The librarian has a budget to increase library resources and its effectiveness. The library has two computer labs with 40 desktop computers, a STAR board projection system, and a library management system. The library management system needs to be upgraded as do the media resources. Data is not available on the library's collection size.

Hopi Junior and Senior High School administrators and teachers were less satisfied with the quality of their library services program than elementary school administrators and teachers, as shown in **Figure 3-22.** The percentage of administrators and teachers who considered the library services program of poor quality in the Hopi Junior/Senior high School was double that of the elementary administrators and teachers. More than one-third of the secondary administrators and teachers – 34.6 percent – considered the program to be poor compared with 17.2 percent at the elementary school level. More than 38 percent of the high school students rated the library program as "poor," or did not know its quality, implying that they did not use the library.

Figure 3-22
Elementary and Secondary Administrator and Teacher Survey – Library Services

	Excellent	Very Good	Good/ Acceptable	Poor	Don't Know
Elementary administrators and teachers	10.3%	24.1%	44.8%	17.2%	3.5%
Hopi Junior/Senior High School administrators and teachers	3.9%	23.1%	30.8%	34.6%	7.7%
Hopi Senior High School students	7.5%	18.5%	35.6%	19.2%	19.2%

Source: Public Works, Administrator/Teacher Surveys December 2017- January 2018. Percentages are based on responses from 63 elementary administrators and teachers, 26 Hopi Junior/Senior High School administrators and teachers, and 146 Hopi Senior High School students.

Recommendation 3.5

Hopi schools should evaluate their library programs to determine where they do not meet the minimum requirements set in Standard XIII and identify cost efficient and effective strategies, including collaboration and staff sharing, to meet the requirements.

Standard XIII of U.S. CFR 25 comprises the minimum standard that Hopi schools' libraries should meet or exceed.

Implementation

Each of the Hopi schools should evaluate their library program, based on their enrollment and elementary/secondary status, vis-à-vis:

- **Staffing**: certified librarian and a library aide;
- **Policies and procedures**: whether or not there are policies and procedures addressing library operations, weeding, inventory, and collection age;
  examine whether they have followed these policies and procedures and implemented them with the frequency indicated;
- **Collection size**: number of books per student; categories of materials (i.e. reference materials, audio-visual, periodicals, etc.); age of collection;

- **Hours of operation**;
- **Assignment of librarian or library aide to non-library duties**, restricting the library's hours of operation;
- **Availability of technology** in the library for librarian and student use; and
- **Availability of a library software system** for inventory, check-in and check-out;

The librarians and library aides have the capabilities to conduct this type of program review. The review will help library programs identify deficiencies, such as collection size and composition, insufficient technology, lack of policies and processes. Each library program should prepare a report on the status of its library services program, areas for improvement, and improvement steps to be taken along with a cost estimate for each area.

Following these program reviews, the librarians and library aides should meet to share results and identify areas for collaboration. For example, Standard XIII encourages schools with fewer than 200 students, applying to most of the Hopi elementary schools, "to cooperate in sharing librarian resources." Three of the elementary schools have a library aide/technician and a fourth elementary school has neither a librarian nor library aide. These elementary schools may share the costs of hiring a certified librarian who can rotate among the collaborating schools.

Multiple studies have shown that having a certified librarian turns the library program into an instructional program that impacts student performance. The libraries may also seek to collaborate on installing a uniform library management software system. Some of the libraries' systems are out of date or not being used. Purchasing such a system as a collaborative resource for all the schools' libraries may be more cost effective.

The librarians and library aides/technician are operating in isolation. They should form a library committee and meet monthly to share information, ideas and seek advice on library operations' issues.

Fiscal Impact

In addition to the costs estimated for individual library program improvements, there will also be the cost of hiring a certified librarian that will support multiple schools; with the participating schools sharing this cost. The cost of hiring a certified librarian cannot be determined at this time.

Issue: Professional Development

Overview: Professional development is a critical way of supporting teachers' success by expanding and deepening their knowledge in their area of instruction. Effective professional development is based on identifying teachers' professional development needs and developing a program that targets those needs. Professional development can be provided by outside experts/consultants or in-school lead teachers and administrators who have the knowledge and experience.

While some of the Hopi schools improved the planning and organization of professional development, professional development has not been effective and has not resulted in an increase in student performance.

Elementary schools provide professional development to teachers through a start-of- year orientation week, in which instruction and assessments are addressed as well as general administrative issues, half-day weekly sessions, and opportunities to go for professional development off the Reservation. Most of the schools in 2017-18 have an annual professional development calendar. Some of the schools survey their teachers or conduct a needs assessment and use the results to prepare their professional development plan. Some schools use their leadership team to craft the plan. Professional development is provided by consultants, lead teachers, and teachers. More than two-thirds of the elementary school teachers who responded to the survey expressed satisfaction (strongly agreed or agreed) with the resources their schools used to support teachers' professional development. Among Hopi Junior and Senior High School teachers, only 16 percent agreed that their school has resources to support their professional development; nearly half disagreed or strongly disagreed.

The following sections describe the professional development provided in each of the schools. Please note that some of the schools provided little information or documentation.

First Mesa Elementary School surveys teachers at the beginning of the year regarding their professional development (PD) needs. The school uses the textbook publishers' consultants. It has also collaborated with Hopi Day School on two occasions on professional development. It invited teachers from Hopi Day school to a training on aggressive behavior/use of restraints and a training on ReadyGen. In 2015-16 and 2016-17 when all staff were new, the school had an annual professional development calendar. In 2017-18 it does not have a professional development calendar. The school dedicates half a day on Wednesday afternoons for professional development. In previous years the professional development was focused on the Common Core State Standards, the curriculum, and NWEA data disaggregation. This year the focus is on classroom management. New teachers also receive professional development on the curriculum. The effectiveness of its professional development has been questioned by AdvanceED reporting in May 2017 that classroom teaching strategies were not consistent from grade to grade, that classes were mainly teacher-centered with low student engagement; and that most students were not proficient learners as reflected in their AzMERIT scores.

Moencopi Day School offers professional development in a variety of ways: pre-service orientation at the beginning of the year or upon hire; weekly half-day sessions on Friday every week; and instructional or specialty planned on-campus training. The AdvancEd February 2016 review found that the school plan did not have a formal professional development component. Teachers varied in the effectiveness of their instruction delivery strategies and in the use of research-based strategies to increase student learning. The academic program also lacked the

structure for formal teacher collaboration on "instructional delivery and effective teaching." AdvancED recommended that the school have a formal, coordinated professional development program that "focused on instructional best practices/strategies that support school improvement and student learning."

Moencopi used the AdvancED findings and recommendations to identify areas in need of professional development and addresses those areas in its weekly half-day professional development. The school also supports teachers who go off the Reservation for professional development if that workshop supports school-wide goals. The school has a professional development plan for 2017-18. The plan describes the activities/strategies, the associated tasks, identifies the person responsible, the timeline for conducting the activity, and specifies the evidence source that the activity has been implemented.

Activities planned for 2017-18 address training on NWEA, increasing teacher knowledge of the Common Core and rigorous instruction, schoolwide RTI implementation, classroom differentiation strategies, implementation of a reflective model of teaching through the use of job-embedded professional development, and ensuring compliance with professional development strategies and ongoing support on school goals. The school has also developed a Friday professional development schedule for 2017-18. Examples of topics of sessions include AIMSweb Plus training, data teams, NWEA - growth, Write tools, and Stanford 10 prep.

Hotevilla-Bacavi Community School uses consultants for professional development in all areas including core subjects, special education, and gifted and talented education. Consultants come three days a month.

Keams Canyon Elementary School provides professional development in-house, through the BIE, a consult, and the lead teacher. According to the BIE Schoolwide Program Plan of June 2017, the leadership team meets at the beginning of the year to develop an annual professional development calendar. In addition to academic topics and assessments, the calendar also addresses topics such as classroom management, time management, and disciplinary strategies. Half a day on Wednesday is dedicated to professional development. If funds are available, the school sends teachers for professional development off the Reservation. The school has a monthly professional learning program that is aligned to the school's goals. The school did not provide any documents showing its annual professional development activities.

Hopi Day School has a week of orientation at the beginning of the school year. In addition to general administrative issues, the orientation in 2016-17 addressed ReadyGen training, PBIS training, and use of data and data disaggregation. The school uses consultants who come weekly for two days, go into the classroom to observe if teachers are implementing appropriate strategies in math. School staff and consultants provide professional development for half a day every Wednesday afternoon. The professional development is organized by a team and is based on the school goals. The school surveys teachers at the start of the year regarding their

professional development needs and the CSA sets priorities based on teachers' needs. Curriculum and instructional issues addressed in the Wednesday sessions in 2016-17 included: pacing; determination of tiers for reading; curriculum mapping for math; data logs; work on multiple techniques for problem solving; gifted education IEPs; and review of NWEA, STAR, and DIBELS. Hopi Day School has an annual professional development calendar for its weekly sessions. The annual calendar lists the areas of focus for the year, the type of professional development delivered each week, the session date, the topic, and evaluation of the session, as shown below in **Figure 3-23**.

Figure 3-23
Hopi Day School Professional Development Schedule Areas of Focus
2013-14 to 2016-17

2013-14	2014-15	2015-16	2016-17
Common Core	Common Core	Common Core	Math
Accelerated	Math	Math	PBIS
Reader	PBIS	PBIS	Data Teams
Math	Danielson	Data Teams	Danielson
DIBELS	Evaluation*	Danielson	Evaluation
Data Teams		Evaluation	Reading

Source: Hopi Day School Professional Development Schedule 2013-14 to 2016-17.
*Danielson Evaluation is a teaching evaluation framework that identifies aspects of a teacher's responsibilities that empirical studies have demonstrated as promoting improved student learning. This framework lays out the various areas of competence in which professional teachers need to develop expertise. The framework lists 22 components clustered into four domains of teaching responsibility: (1) planning and preparation, (2) the classroom environment, (3) instruction, and (4) professional responsibilities.

The school also gives teachers up to $2,000 to attend professional development workshops off the Reservation. The school does not have a system for teachers attending outside professional development to share what they have learned with all other teachers. The CSA does not monitor whether teachers are implementing in the classroom what they have learned during the Wednesday sessions. The school is starting to organize professional learning communities.

Second Mesa Day School uses a consultant to provide professional development on the Beyond Textbooks curriculum. Each staff member is required to prepare a professional development plan. The school sends its staff for STAR Math professional development off the Reservation.

Hopi Junior High School conducts a professional development needs assessment and has a professional development calendar. The school offers four days of professional development throughout the year in addition to one week at the start of the school year. The professional development is organized and provided by the school leadership team and may include consultants, local agency representatives, Arizona Department of Education (21st Century grant) staff, and BIE.

Recommendation 3.6

Establish a collaborative that will plan, develop, organize, and deliver research-based, best practice professional development tailored to school needs.

Research & Best Practices:

The visits to several Native American reservations helped identify effective and efficient professional development organization and delivery methods. Methods that are particularly relevant and applicable to the Hopi situation are presented below:

The **Jemez Pueblo** (New Mexico) Education Collaborative offers professional development days in the fall for all teachers from early childhood through high school. The schools coordinate early release days to allow for site-based professional learning communities (PLCs) and cross-site collaboration. The collaborative uses a consistent cadre of outside trainers for professional development so that teacher learning spirals upward over time.

Eastern Band of Cherokee of North Carolina works with multiple partners to provide effective and well-regarded professional development. Each school has a designated staff member that oversees professional development. For three years, the district has partnered with seven other North Carolina districts and each district provides a one-day professional development conference at their campus. While there is no budget for it, all districts contribute best practices. Presentations are selected from superintendents, principals, and teachers. It is so well-attended and well-respected that the North Carolina Department of Education sends representatives to learn best practices. In addition, the school is a member of the Western Reginal Education Service Alliance that offers a low cost, high quality forum for professional development.

Implementation

The implementation plan for a professional development collaborative is based on the following:

- Most Hopi elementary schools use the same curriculum in reading, math, science and social studies;
- All Hopi elementary schools use the same assessments of student performance; and
- All schools except one have dedicated half-a-day on Wednesday for professional development.

The professional development provided should be research-based and integrate best practice; it should be targeted and responsive to needs; and should be well planned and organized.

The professional development plan the schools adopt through the collaborative should incorporate the following expectations:

- Teachers will be expected to use the approaches, strategies and activities on which they were trained;
- Teachers will be monitored regarding such use and the fidelity of their use of these approaches, strategies, and activities;
- The approaches, strategies and activities taught to teachers will be associated with expected outcomes; and
- An analysis of outcomes will be used to determine the effectiveness of the professional development provided.

The Hopi schools should establish a professional development collaborative unit that will serve all schools. Each school should designate a staff member to be responsible for all professional development activities. The collaborative will work with the school staff responsible for professional development in the preparation of a cross-schools' professional development annual calendar including topics, dates, and locations. The calendar will be based on the results of a needs assessment or survey of instructional staff regarding professional development needs in all program areas including the different academic content areas, special education, gifted and talented, and Hopi language and culture. The needs assessment or survey will be conducted by the school staff member responsible for professional development in each school. Each school professional development staff will review the results and prioritize them. The collaborative unit's administrator jointly with the school professional development staff members – the Professional Development Team – will review the prioritized needs and select high priority needs that all, most or some of the schools have in common.

The collaborative unit's administrator with the assistance of the team of school representatives will prepare a more detailed description of each professional development area selected for inclusion in the annual calendar. The description will include a list of specific topics, the presenters, the date, number of hours and location. Presenters may include consultants and school staff members. The unit's administrator will be responsible for identifying appropriate consultants who are experts in the respective professional development topic and whose approach is research-based and integrates best practices. Utilizing consultants in a collaborative manner will be considerably more cost efficient than having each school bring in a consultant. The team members will identify staff from their respective school who can present effectively on specific topics. These staff will work with the unit's administrator to ensure that their presentation meets the research-based, best practice standards.

The professional development sessions may alternate across campuses, with each campus hosting sessions or the school may decide to have these sessions in a central location, either on a centrally located school or in another centrally located public building. The draft version of the calendar will be reviewed by the team and once finalized, it will be distributed to all schools and posted on the school's web sites.

Each professional development session will be evaluated by participants and the evaluation data will be analyzed and communicated to the presenter with the expectation that the presenter

will modify or refine his/her presentation if given multiple times or repeated in the future and that future presentations will address weaknesses identified in the respective presentation. Participants' evaluation will also be used in determining whether outside or school-based presenters will be used in subsequent sessions on the respective topic.

The unit's administrator will work with the school professional development staff to develop and implement monitoring procedures to determine whether the teachers apply and use the approaches, strategies, and activities on which they have received training. The unit's administrator will also train the school professional development to analyze whether these specific approaches, strategies, and activities on which teachers have been trained yielded improvement in student performance. This analysis will, in turn, assess the effectiveness of the training provided.

Fiscal Impact

The cost associated with the establishment of the professional development collaborative is the hiring of a collaborative unit administrator. The assumption is that the unit office(s) will be housed in one of the schools, so it will not require additional costs.

Other costs involve the use of consultants to provide professional development. At present, schools use an array of consultants. Although we do not have financial data on the cost of consultants and on the way in which they charge each school, it is feasible that bringing in consultants to serve multiple schools or all schools rather than each school individually may be more cost efficient and actually result in net savings.

Issue: Supporting New Teachers

Overview: For new teachers to be successful and productive, schools/districts organize, in addition to orientation, a specially tailored professional development program that addresses a range of topics from curriculum content and instructional strategies to time management, and classroom management. Schools/Districts also pair new teachers with experienced teachers, usually from the same grade level and subject area to mentor them and pay the mentors a stipend.

Finding

Support of new teachers is limited and unorganized among the Hopi schools. The schools do not have a mentoring or coaching system and according to interviews and a review of documentation, there is little evidence of content and instruction-specific professional development or monitoring for new teachers.

Twenty-five teachers participated in three teacher focus groups and provided data on their length of teaching in Hopi elementary schools. Of the 25 teachers, eight teachers or 32 percent were teaching at Hopi schools for less than 12 months. Another eight teachers (32 percent)

were teaching in Hopi schools for more than one year, but less than four years. Two teachers (8 percent) have been teaching in Hopi schools between four and five years and seven teachers (28 percent) have been teaching in Hopi schools for more than five years. First Mesa and Moencopi each had four teachers who have been teaching in the respective school between two and four months. Teachers with less than 12 months' experience constitute a high percentage of teachers in these schools. Of the teachers who participated in the focus groups, 40 percent of the First Mesa teachers and 57 percent of Moencopi teachers have less than 12 months' experience. Please note that in the absence of data on the number of new teachers by school we had to rely on the information provided by teachers who participated in focus groups.

As most schools only have one grade level, they also have just one teacher per grade level; consequently, new teachers have no peers within their same grade level to work with or share ideas and plans (**Figure 3-24**).

Figure 3-24
Hopi Schools, Grade Levels, Enrollment, Number of Teachers and Teachers per Grade Level – November 2017

School	Grades	Enrollment	Number of Teachers*	Number of Teachers Per Grade Level
First Mesa Elementary School	K-6	158	11	1
Hopi Day School	K-6	143	8	1
Hotevilla-Bacavi Community School	K-8	137	8	1
Keams Canyon Elementary School	K-6	133	8	1
Moencopi Day School	K-6	153	14	2 teachers for K and 1st grade; 1 teacher per grades 2-6
Second Mesa Day School	K-6	255	19**	Multiple grade levels: two K,1, 2,4, 5, and 6 classes and three Grade 3 classes.

Source: Interviews with Principals/CSAs and Staff Lists from Schools; November 2017.
*Includes SPED teachers; typically, one SPED teacher per school.
** Second Mesa has two SPED teachers.

Operating as independent schools and having one grade per level, makes it difficult for the schools to have the more experienced teachers serve as mentors to new teachers. As the Curriculum and Instruction responsibilities are completely the responsibility of the principal/CSA with no other support staff in most of the schools, the feasibility of having the principal/CSA serve as a mentor to new teachers is unrealistic. Research has shown that for a mentorship program to be effective, the program should be highly tailored and monitored. Teachers serving as mentors have at least three years of teaching experience and are selected from the grade

level or content area of the new teachers. The mentor teachers conduct weekly one-on-one sessions of a specified length with their assigned new teachers and submit a weekly report/log to the lead mentor. The mentors coach the new teachers, help them prepare model lessons, respond to their needs, and provide monthly professional development tailored to new teacher needs. The mentors also typically receive a stipend for their work.

In focus groups conducted with teachers in elementary schools, new teachers stressed the need for mentoring. A few of the teachers indicated that they communicate informally and infrequently with teachers they know in other schools and consider them as mentors. This was echoed in AdvancED's 2016 External Review Exit Report for Keams Canyon, identifying the "creation and implementation of an induction, mentoring and/or coaching program" as an improvement priority.

Teachers overall, and new teachers in particular, identified a lack of support through professional development, lesson plans, and walkthroughs. New teachers indicated that there is no professional development targeted at new teachers. While they submit lesson plans weekly, there is little evidence to show that they receive any feedback or comments on the lesson plans.

According to interviews, instructional walkthroughs by the principal/CSA are infrequent and very short and have not resulted in feedback to improve instruction. Research shows how effective instructional walkthroughs are in improving instruction. New teachers indicated that they feel unsupported and overwhelmed. Schools/districts with effective support structures of new teachers implement a multi-year professional development program for new teachers. The professional development is sequential and builds teachers' instructional competencies as well as classroom and student behavior management skills.

Recommendation 3.7

Consider developing a new teacher support system through collaboration with other schools to ensure that new teachers have mentors, attend a well-planned professional development program targeted at new teachers and get ongoing feedback.

Research & Best Practices:

The South Dakota WoLakota project supports cohorts of new teachers through a mentorship program whose goal is to help teachers learn and understand the communities in which they are teaching. The premise is that such understanding will stabilize the teaching force. New teachers are provided with mentor teachers drawn from experienced, expert teachers throughout the state – the mentors visit new teachers (model, coach, provide support) and the mentees visit the mentor teachers.

The program also includes four retreats per year for mentors and mentees together – based on Parker Palmer's Courage to Teach model – reflection, rejuvenation, sitting together as equal learners in the circle. In addition to providing support focused on the practice of teaching, the Courage to Teach circles focus on supporting the inner life of teachers – renewing their hearts, minds and spirits, helping them to develop trusting relationships in their schools, with their students and colleagues and within their communities, and creating safe spaces for learning and listening. The teachers are also guided to use the same practices in their classrooms. Anecdotal evidence demonstrates that some participating teachers are helping to stabilize schools and improve student achievement; that many more teachers are staying beyond one year; and that several participating teachers have become mentor teachers.

Research has shown that teachers typically leave their positions for four major reasons: lack of professional support including ineffective professional development, poor school leadership, low pay, and personal reasons. New teachers tend to leave because of lack of professional support. Appropriate support of new teachers is crucial to teacher success, effectiveness, and retention.

Implementation

Given the organizational structure of Hopi schools, a feasible and effective approach to supporting new teachers lies in the establishment of a Hopi-wide mentorship and professional development program in collaboration with all Hopi elementary schools. Establishing such a support collaborative structure will entail several steps.

- The principals/CSAs will specify the professional characteristics of teachers who can serve as mentors, how mentors will be recruited, the components of a mentorship program (based on best practices), and mentor data reporting and monitoring.

- The principals/CSAs will create a shared teacher database. The database will include data regarding the number of years of professional experience each teacher has, the number of year of teaching in a respective Hopi school, grade level taught, and name of school. This will allow the identification of new teachers, both new to the teaching profession and new to Hopi schools as well as the identification of teachers who meet mentor requirements.

- In matching new teachers and mentors, consideration will be given to matching teachers from campuses that teach the same curriculum. For example, of the six elementary schools, three use ReadyGEN for reading, science and social studies (First Mesa, Hopi Day School, and Keams Canyon) and two use Journeys (Hotevilla-Bacavi and Moencopi). Five schools use enVision for math (Hopi Day School, Second Mesa, Hotevilla-Bacavi, Keams Canyon, and Moencopi).

- The principals/CSAs will also collaborate on the preparation and implementation of a multi-year professional development program for new teachers. The professional development program will specify the workshops new teachers will take each year, the sequence of these workshops, who will provide these workshops, where and when. The principals/CSAs will develop a calendar for joint new teacher professional development.

- As part of the collaborative effort, the principals/CSAs will agree on a research based in-class observation form, frequency of walkthroughs, and the type of feedback they will provide to new teachers. Using an identical form and walkthrough frequency will allow a cross school assessment of the new teacher support program.

Fiscal Impact

Collaboration among school leaders in the creation of a support system for new teachers, including the set-up of a mentoring program matching new teachers with mentors across schools, can be accomplished with existing resources. The design and implementation of a professional development program for all new teachers across schools could actually result in net cost savings to schools as they will pool consultants and share costs.

4 HUMAN RESOURCES MANAGEMENT

Chapter Summary

Overview: High quality personnel services are a critical factor in the overall success of a school. Attracting, training, and keeping quality staff is essential to positive student outcomes. Strategic human resource management can contribute to organizational improvement and effectiveness. Properly aligning HR management, policy, procedures and technology will help to enhance its support of teachers and staff, ultimately leading to their improved chances of success in the classroom.

The Hopi six elementary schools and Hopi Junior/Senior High School demonstrate some unique challenges, however, with proper strategic planning and leadership, the Hopi schools can overcome these challenges that many tribal and rural schools face. The suggestions in the section are crafted to help support the schools and to improve student outcomes through strategic human resource management.

The review team commends the Hopi schools on the following achievements:

- Each school is committed to professional development; teachers, teacher aids, paraprofessionals, bus drivers, and custodial staff are all given access to professional development opportunities.

- There are current efforts underway to share professional development opportunities between schools, this should be continued and expanded.

- The Junior High/High School is integrating self-evaluations for the superintendent and principals; this is a recognized best practice and demonstrates interested in continuous improvement and a value in the input of others.

Key Findings:

The key findings presented in **Chapter 4: Human Resources Management** are summarized below:

- Schools do not use standard staffing formulas to ensure they are appropriately staffed.

- Recruiting, hiring and retaining highly qualified staff has been a key challenge for school leaders.

- High turnover is a challenge among administrators, teachers, and support staff, causing schools a lack of clear and shared focus and costing the schools resources in replacing and retraining new teachers.

- There is inadequate support for mentorship programs, staff development, and monitoring.

- There is insufficient quality housing available at the schools to attract and retain staff.

- The Governing Boards do not use the same performance evaluation methods for their school principals/CSAs, thus there is lack of consistency in leadership expectations across all schools.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Hopi schools should use a locally developed staffing allocation formula or industry standard guidelines to determine the appropriate number of positions necessary. They should also look to other schools for opportunities to share staff and resources, where feasible.

- Hopi schools should adopt best practices to reduce the high staff turnover rates. These practices include:

    o Monitoring and reporting annual turnover costs to the Board;
    o Administering consistent exit interviews to determine why staff are leaving and develop strategies to address those reasons;
    o Implementing a coordinated mentorship program; and
    o Conducting a system wide salary study.

- To address teacher recruitment, the Hopi schools should implement three recognized best practices:

    1. Adopt a single written recruitment policy between all schools and pool funding to create a recruitment budget for all the schools.
    2. Schools should also consider adopting a consistent salary scale so that schools are not in direct competition.
    3. Implement a robust and continuous "Grow-Your-Own" program for teachers and hard to fill positions like special educators and behavioral health counselors.

- Develop a new teacher support system through collaboration with other schools to ensure that new teachers have mentors, attend a well-planned staff development program targeted at new teachers and get ongoing feedback.

- Create a Teacher Housing Workgroup to assess and provide options, work toward implementation of the Hopi Comprehensive Economic Development Strategy 2016 and the Tawaovi Development plan, and consider ways to simplify and/or expedite the village processes.

    1. Option 1: The Hopi Tribal Authority could work with the school to negotiate prices with existing module home vendors and to move quickly. Rather than years, constructing a module home could be done in a matter of weeks.

    2. Option 2: The Hopi Comprehensive Economic Development Strategy 2016 and the Tawaovi Development Plan outline other options for improving access to housing. School administrators alongside Tribal leaders and the Hopi Tribal Housing Authority may explore the following: (1) Implementing the Tawaovi Development Plan and building lots of housing on the Hopi Partitioned Land, about 15 miles north of Second Mesa; (2) Conducting the housing assessment and working with Hopi Tribal Housing Authority, with a specific focus on housing for teachers; and (3) Maintaining, but expediting the village processes.

- The schools should adopt or create one Performance Evaluation System that should be used by All Governing Boards to evaluate their Principals/CSA's.

Key Findings and Recommendations

Issue: Staff Planning and Organization

Overview: The largest part of a school's budget goes to supporting personnel who provide services to students. As a result, efficient and effective staff planning and organization is fundamental to a school's operational success.

Finding

Schools do not use standard staffing formulas to ensure they are appropriately staffed.

Through interviews and based on inconsistencies seen among schools, it is evident that there is not an established method to determine whether each school has the appropriate number of teaching, administrative, and support staff. The review team looked for, but could not find any evidence of staffing formulas being used to determine the number of staff needed at each school. Aligning staff planning with strategic plans helps schools to set and keep priorities. It gives school leadership the opportunity to design a school staffing plan that meets student academic, social, emotional and vocational needs.

Principals and chief school administrators indicated to the review team during onsite interviews that there is no staff planning process, nor do schools utilize staffing formulas. Rather, staffing is based on immediate needs and student enrollment. **Figure 4-1** below shows staffing numbers by school, and indicates that schools with similar student enrollment are not consistently staffed.

Figure 4-1
Staffing Numbers by School 2017

School	Enrollment	Administrators	Clerical	Teachers*	Special Ed Teachers/Aides	Behavioral Health Counselor	Special Programs
Second Mesa Day	255	2	5	12	4	0	4
Hotevilla-Bacavi	137	1	7	6	2	0	6
Hopi Day	143	1	5	7	7	0	6
Moencopi	153	1	6	9	3	1	7
First Mesa	158	1	5	7	4	1	3
Keams Canyon	133	1	3	7	5	0	1
JR/SR High School	550	3	16	38	8	3	10

Source: Staff Lists from Schools and Online Staff Directories Information
*Special Ed Teachers are not included in the total teacher count.
**Second Mesa special programs include student support services, medical technician, Hopi language, and physical education.
**Moencopi special programs include librarian, recreation technician, greenhouse technician, instructional coach, Reach educator, parent liaison, and Hopi language.
**Keams Canyon's Lead Teacher is Counted in Special Programs
***Special Programs include Gifted and Talented

Inadequate planning and coordination around staffing needs and allocation results in three important concerns:

- It prevents schools from knowing whether they are appropriately staffed to address the real educational needs of their students.

- It limits a school's ability to systematically identify strategies for meeting its goals and challenges, and to then ensure that staffing decisions (and related funding allocations) are appropriately aligned with those strategies.

- It limits each school's ability to work with other schools to see if resources and positions can be better leveraged.

The review team recognizes that school choice impacts the flow of students to and from schools, but with the exception of a recent influx at Hotevilla-Bacavi, none of the schools reported large enrollment changes within the past few years. The review team also recognizes that school funding is based on a three-year rolling average and the funding formula used to calculate ISEP (See **Chapter 10: Finance & Budget)**; funding is further based on legislative decisions and is not known for the coming school year until June. However, staff needs assessment and planning should be undertaken independently of the school budget process. It is important for schools to understand and document actual staffing needs, using the same objective criteria across schools, whether the fbudget can accommodate those needs or not. This is the only way that school leaders can effectively prioritize the allocation of the resources that are available. While actual staff allocation must occur within budget constraints, staffing needs should be determined in a way that is not reactive to the budget process.

Recommendation 4.1

Hopi Schools should use a locally developed staffing allocation formula or industry standard guidelines to determine the appropriate number of positions necessary. They should also look to other schools for opportunities to share staff and resources, where feasible.

Staff planning is a best practice, and there are multiple approaches a school can take to address staff planning. Staff planning allows schools to be proactive and to assess the supply and demand of talent to meet specific needs, much as businesses do. According to human resource experts Bersin and Associates' report titled, *The Modern Approach to Workforce Planning: Best Practices in Today's Economy,* staff planning allows organizations to:

- Understand the core competencies available and evaluating the skills needed in the organization;

- Analyze "what-if" scenarios, based on internal and external business conditions;

- Align workforce planning activities with the overall business strategy; and,

- Identify the criticality of job roles in the business strategy.

All of the above advantages can be applied to managing a school district. AdvancED, a community of education professionals grounded in more than a hundred years of work in school accreditation, whose mission is to advance education excellence, identifies school staff planning

in its standards. In its *Standards for Quality – Schools*, AdvancED's Standard 4 discusses resources and support systems. Standard 4 lists specific indicators to determine if school districts have the resources to provide services to ensure success for all students. Indicator 4.1 states: "Qualified professional and support staff are sufficient in number to fulfill their roles and responsibilities necessary to support the school's purpose, direction, and the educational program." While Indicator 4.1 does not provide specific staffing standards, the indicator evaluates whether school leaders use a formal, systematic process to determine the number of personnel necessary to fill all the roles and responsibilities necessary to support the school purpose, educational programs, and continuous improvement."

Hopi schools would benefit from having a formal, standardized process for creating new positions or eliminating excess positions, such as the system of standards offered by AdvancED. Prior to joining AdvancED, the Southern Association of College and Schools (SACS) issued Public School Standards. Standard 6 of the publication included staffing standards based on extensive research and best practices in schools to help districts develop and maintain quality schools. Many districts use SACS industry standards to equitably distribute staff. In this manner as student enrollment increases or decreases, personnel are staffed accordingly. **Figure 4-2** presents SACS's recommendations.

Figure 4-2
Southern Association of Colleges and Schools (SACS) CASI Public School Standards
Recommended School Administrative Staffing by Membership

MEMBERSHIP	LEVEL	1-249	250-499	500-749	750-999	1000-1249
Administrative Head	Elementary	1.0	1.0	1.0	1.0	1.0
	Secondary	1.0	1.0	1.0	1.0	1.0
Administrative or Supervisory Assistants	Elementary	0.0	0.0	0.5	1.0	1.5
	Secondary	0.0	0.5	1.0	1.5	2.0
Guidance Professionals	Elementary	0.5	0.5	1.0	1.5	2.0
	Secondary	0.5	1.0	1.5	2.0	2.5
Library or Media Specialists	Elementary	0.5	1.0	1.0	1.0	1.0
	Secondary (Middle School)	0.5	1.0	1.0	1.0	1.0
	Secondary (High School)	0.5	1.0	1.0	1.0	2.0
Support Staff for Administration, Library, Media, or Technology	Elementary	0.5	1.0	1.5	2.5	3.0
	Secondary	1.0	2.5	4.0	4.5	5.0

Implementation

This suggestion can be implemented at the school level, but collaboration among schools is ultimately the goal to ensure consistency in staffing among all Hopi schools. Each school's principal or CSA should develop a process and procedure to integrate staff planning into the schools' Human Resources system and to utilize a consistent and adequate staffing formula.

Finding

High turnover is a challenge among administrators, teachers, and support staff, causing schools a lack of clear and shared focus and costing the schools resources in replacing and retraining new teachers.

Interviews with administrators and teachers show that turnover is an issue at every school. While we requested specific turnover data, we did not receive it for each school. However, the following four examples shows indicate turnover issues. First, the high school has had four superintendents in the past five years. Second, numerous schools reported that they are unable to keep bus drivers. Third, the AdvancEd report for Hotevilla-Bacavi Community School noted, "This past school year teacher turn-over was lower than many previous years," leading the reader to infer that turnover has been a chronic problem.

Survey data from the Junior/Senior High School also supports the finding that teacher turnover is high. The overwhelming majority of teacher and administrators (84 percent) disagreed or strongly disagreed with the statement "teacher turnover is low." Only 4 percent agreed that "teacher turnover is low," and none strongly agreed. (The remaining 12 percent of respondents neither agreed nor disagreed.)

Survey respondents from the elementary schools were more divided on the issue; 35 percent agreed or strongly agreed that "teacher turnover is low," while 24 percent disagreed or strongly disagreed, and 41 percent neither agreed nor disagreed. Survey results also point to other reasons for high turnover, such as "frustration with administration, school climate, and/or lack of curriculum." Complete survey responses can be found in the appendices to this report.

High turnover rates are a problem for schools because turnover is expensive. Schools incur costs to recruit, hire and process new teachers as well as to orient and develop new teachers. Also, when school administrators cannot replace teachers quickly enough, students are left without a full-time teacher for extended periods of time, or others need to step in to fill that hole. In one elementary school example, the administrator had to teach a class for a month. This left

her unable to complete all her administrative duties, including overseeing and supporting the other teachers.

According to survey comments, at Hopi High School, when full-time teachers have left, or substitute teachers cannot be found quickly, classes are grouped together and sometimes brought to the gym. This means that they are missing class time, which contributes to their falling further behind academically.

Competition for salaries was suggested as a contributing factor to high turnover rates particularly for support staff and bus drivers. Based on interviews and scant data, the review team infers there may be substantial differences between salaries (of same positions) at each school, which may foster non-constructive competition. Discrepancies are noted based on interviews and available salary scales. A bus driver's starting salary at HJSHS is $12.92 per hour, at Second Mesa Day School it is $12.47 per hour, and at Hotevilla-Bacavi it is $13.00 per hour.

Further, since Head Start salaries are based on a Tribal schedule, and not credentials, Head Start teachers on Hopi are incentivized to leave for higher paying positions as soon as they earn their degree.

The disparity in pay is not limited to bus drivers and Head Start teachers, this issue also extends to K-12 teachers and administrators, and will be discussed further in the finding regarding teacher recruitment.

Housing is another issue discussed as a contributing factor to high turnover rates. This will be discussed further in its own finding.

Recommendation 4.2

Hopi schools should adopt best practices to reduce the high staff turnover rates. These practices include:

1. **Monitoring and reporting annual turnover and turnover costs to the Board;**

2. **Administering consistent exit interviews to determine why staff are leaving and develop strategies to address those reasons;**

3. **Implementing a coordinated mentorship program; and**

4. **Conducting a system-wide salary and benefits study.**

Like businesses, schools of all sizes need to track and analyze turnover to be responsive to employees and to maintain a productive level of morale. The review team recommends that the schools report annual turnover cost to their boards. Employee turnover is calculated by dividing annual separations by the total staff: employee turnover = number of separations / average number of employees. Generally, it is stated as an annual percentage. For example, a 78 percent turnover rate in a team of 46 people means that you will have to hire and train 36 new people a year.[42] The direct costs involved in recruiting, hiring, and training staff to replace those lost to turnover are considered turnover costs. Indirect costs of turnover, which are more difficult to measure, include loss of institutional knowledge, lack of program continuity, and lowered morale or sense of community among staff.

In keeping with reporting turnover, the schools should also consistently conduct thorough exit interviews to better understand why teachers and other staff leave; assumptions and anecdotes may not be accurate. Collecting this data in a systematic way would help school leaders determine how better to retain teachers and other key staff.

Effective school districts improve teacher and staff retention by monitoring turnover to understand and to respond appropriately to trends affecting district staff and students. In addition to monitoring turnover, quality of management is also an important factor in teacher retention. According to a Philadelphia Education Fund study, schools with low teacher turnover had principals who demonstrated the following skills and management practices:

- Implementing a strong induction program that reflects the principal's personal involvement in meeting with new teachers and staff, having her/his office open for conversations, assigning new teachers classroom rosters that are not heavily weighted with challenging students, and providing mentors early in the school year;

- Overseeing a safe and orderly school environment with active support for teachers and staff on disciplinary issues;

- Maintaining a welcoming and respectful administrative approach toward all staff, children, their parents and school visitors;

- Developing the leadership skills of school staff; and

- Providing materials and supplies to all teachers in a consistent, timely and inclusive/equitable manner.

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[42] https://study.com/academy/lesson/what-is-employee-turnover-definition-cost-reasons.html

Quality mentorship programs have been demonstrated to improve performance among new teachers and experienced teachers alike. Research done by The National Foundation for the Improvement of Education highlights the role mentorship programs play in improving teacher retention. Mentorship-based training for CSA, human resources, and other administrative staff can have similar benefits.

Teacher retention is rarely about salary alone; studies have found that teachers leave environments that lack essential professional supports. According to the Northeast Regional Resource Center in a report titled, Keeping Quality Teachers, the Art of Retaining General and Special Education Teachers, high turnover rates occur in teaching environments that lack support from school leadership, organizational structures and workforce conditions that convey respect and value for them, and induction and mentoring programs for new and experienced teachers.

Effective organizations monitor and track why staff leave. The Harvard Business School states that a strategic exit interview program provides insight into what employees are thinking, reveals problems in the organization, and sheds light on the competitive landscape. In shaping programs, the Harvard Business School recommends focusing on six goals.

1. Uncover issues relating to HR. Many HR practices can influence a teacher's decision to leave, not just compensation.

2. Understand employees' perceptions of the work itself. This includes job description, working conditions, culture, and peers. This can help principals improve employee motivation, efficiency, coordination, and effectiveness.

3. Gain insight into managers' leadership styles and effectiveness.

4. Learn about HR benchmarks such as salary and benefits at peer organizations. If only for informational purposes, the district can gain insights into what schools in other districts are offering coaches or teachers.

5. Foster innovation by soliciting ideas for improving the organization. Exit interviews should go beyond the individual's immediate experience to cover broader areas, such as school environment, operations, and morale. One emerging best practice is to ask every departing employee to complete the sentence, "I don't know why the school doesn't _____." This approach may reveal trends.

6. Develop lifelong advocates for the organization. A good exit interview is an opportunity to treat departing employees with respect and gratitude. This may encourage them to recommend the district to potential employees in the future.

Exit interviews are a strategic opportunity for the school, and not simply an operational duty. They may communicate important information to principals about a program's design, execution, and results. Exit interviews can be accomplished through online surveys and/or structured interviews.

Next, induction and mentoring programs have been shown to increase teacher retention. Numerous studies have been done on teacher retention programs with success in strong induction and mentorship programs.

Implementation

Implementing this recommendation should take a multipronged approach and will involve the principal or CSA and either a lead teacher or HR specialist to conduct the following activities:

1. Monitor and report annual turnover costs to the Board;

2. Administer consistent exit interviews to determine why staff are leaving and develop strategies to address those reasons;

3. Implement a coordinated mentorship program; and

4. Conduct a system wide salary study.

Reporting turnover rates should be the responsibility of the business officer or HR coordinator at the school. This position should collect cost of turnover annually and be reported by the principal and to the board annually.

Integrating an exit interview worksheet and consistently conducting exit interviews should also be the responsibility of the principal/CSA and HR specialist. This will provide a bigger picture of why people are leaving the transitioning.

Ideally, the principals and CSA's of each school would work collectively to develop a plan to address employee retention.

Fiscal Impact

This recommendation can be largely implemented with existing resources. However, if the schools chose to use outside expertise to conduct a comprehensive salary study, according to

, companies with fewer than 500 employees would spend an average of $2,000 to conduct a study.

Issue: Recruitment, Training, and Retention

Overview: Research has found that staffing problems—including a persistent gap between the qualifications of teachers in rural and urban schools—are common in rural schools nationwide. Rural communities face limitations in recruiting and retaining high-quality teachers for reasons that include: funding issues, limited teacher supply, lack of rigorous training and certification options, and geographic and social isolation. For Hopi schools, this problem is exacerbated because schools work independently to fill vacancies and to recruit for new positions.

Finding

Recruiting, hiring and retaining highly qualified staff has been a key challenge for school leaders.

It is difficult for Hopi schools to recruit and hire high quality faculty. During interviews, the review team consistently heard about challenges in recruiting and retaining qualified teachers. The remoteness from urban centers and lack of housing pose unique challenges in recruiting qualified teachers, but teacher shortages are a growing problem.

Survey results from both the elementary schools and the Junior/Senior High School also support this finding. At the Junior/Senior High School, 61 percent of teachers and administrators disagreed or strongly disagreed with the statement, "the school has an effective recruitment program," in contrast with only 12 percent who agreed, and 27 percent neither agreed nor disagreed. No respondents strongly agreed with the statement.

At the elementary schools, 41 percent of administrators and teachers disagreed or strongly disagreed that, "the school has an effective recruitment program," while 24 percent agreed or strongly agreed. During interviews, staff at each school reported their efforts to enhance recruitment periodically by attending jobs fairs, working with state universities, and former "Grow-Your-Own" programs, but the review team only obtained one written recruitment plan.

While housing and benefits were mentioned as incentives for recruitment, it is important to note that housing, as will be discussed further in the next Finding, is not a reliable incentive because there is not consistent housing available at each school. For example, while First Mesa has ample housing and can fill positions easily, other schools like Moencopi do not have sufficient housing available for teachers and staff.

There is also an inconsistent salary scale among schools. Based on the salary scales the review team received, schools also pay teachers and staff on different scales. For example, the

starting salary at First Mesa Elementary School is $36,370 and at Second Mesa Day School it is $38,102. This disparity carries throughout the pay scale, meaning that even experienced teachers and staff are paid differently depending on the school.

Recruitment is also hampered by a lack of a cohesive and ongoing "Grow-Your-Own program." During interviews, staff mentioned historic efforts for a Grow-Your-Own program with Northern Arizona State, but no efforts to speak of in the last decade. The survey results also support a renewed grow-your-own program. One survey respondent stated, *"A Hopi Education System should also work in diligence towards recruiting and supporting Hopis in the education field. Hopi schools will be more effective with qualified Hopis in leadership."*

The lack of recruitment efforts is also seen in the fact that Hopi college graduates are not coming back to become teachers. In an article in the *Hopi Tutuveni* from June 2016, there was a listing of scholarship recipients that included 20 college degrees, two masters' degrees, and four associates' degrees, none of which were teaching/education degrees.

Recommendation 4.3

To address teacher recruitment, the Hopi schools should implement three recognized best practices:

1. **Adopt a single written recruitment policy between all schools and pool funding to create a recruitment budget for all the schools.**

2. **Schools should also consider adopting a consistent salary scale so that schools are not in direct competition.**

3. **Implement a robust and continuous "Grow-Your-Own" program for teachers and hard to fill positions like special educators and behavioral health counselors.**

Teacher shortages are a growing problem. States like Colorado are exploring teacher-cadet programs at local schools, forgiving student loans and offering livable wages in rural areas. Other ideas include implementing a full marketing campaign and scholarships to attract teachers to rural areas where there are severe shortages of instructors in science and special education.

Research & Best Practices:

A fair salary structure can also attract, retain, and motivate qualified individuals. Conducting a salary survey is a recognized industry standard practice that can help schools stay fair,

consistent, and competitive. **The Blackwater Community School** in Coolidge, Arizona, has put together a Recruiting and Retention Plan that may be a useful resource, available at:

http://www.bwcs.k12.az.us/hqt_tr&rplan16_17/BWCS%20Recruiting%20and%20Retention%20Plan%20for%20HQT%20SY2016-17.pdf

Research supports "Grow-Your-Own" teacher programs as a viable means of creating a continuous supply of quality, prospective candidates who are reflective of the diverse teacher workforce needs within a local school community. Grow your own programs help to provide early experience and exposure to education careers, provide a positive perspective of the field, create a culture of collaboration, and help strengthen community ties.

The **Salish Kootenai Tribal College** (www.SKC.edu), developed a Grow-Your-Own teachers program. The Tribe originally partnered with Flathead Community College. Tribal members could first take classes at the community college and build capacity. With the help of grant writers, they started Teachers' Education program with Montana Western University. A student could take two years of community college courses, plus a second set of two years at the university (called a "2+2" system). The standard teachers' education program included a class called "Teaching the American Indian Child." The program faltered for a few years, but is now getting stronger under the auspices of the Salish Kootenai College. Now SKC students can earn Associates or Bachelors degrees in elementary education, early childhood education, nursing, psychology. They can study for Bachelor of Science degrees in secondary education in math or science as well. For the 3rd and 4th years of study, they participate in the "Teacher Education Program" (TEP).

Implementation

Implementation of this recommendation could take any of several approaches:

- Central authority/school district model;

- Consortium/collaborative model; or

- Status quo: maintain full local autonomy, but share strategies.

Either a workgroup or the Hopi Board of Education could be responsible for drafting a recruitment policy. The schools can then form a recruitment consortium and designate staff to be responsible for recruitment who will work with all the schools to help fill vacancies and/or new positions.

Implementing a robust "Grow-Your-Own" teachers program that provides pathways for youth and adults to pursue educational careers would require designating an individual to lead the effort who can secure funding sources and partners.

Fiscal Impact

The fiscal impact for this recommendation cannot be determined at this time.

Finding

There is inadequate support for mentorship programs, staff development, and monitoring.

Professional support of new teachers in the Hopi schools is limited and unorganized. The schools do not have a mentoring or coaching system and according to interviews and a review of documentation, there is little evidence of content and instruction-specific professional development or monitoring for new teachers.

Twenty-five teachers participated in three teacher focus groups and provided data on their length of teaching in Hopi elementary schools. Of the 25 teachers, eight teachers, or 32 percent of respondents, had been teaching at Hopi schools for less than 12 months. Another eight teachers (32 percent) were teaching in Hopi schools for more than one year, but less than four years. Two teachers (8 percent) have been teaching in Hopi schools between four and five years and seven teachers (28 percent) have been teaching in Hopi schools for more than five years. First Mesa and Moencopi each had four teachers who have been teaching in the respective school between two and four months. Teachers with less than 12 months' experience constitute a high percentage of teachers in these schools. Of the teachers who participated in the focus groups, 40 percent of the First Mesa teachers and 57 percent of Moencopi teachers had less than 12 months' experience. Please note that in the absence of data on the number of new teachers by school, the review team relied on the information provided by teachers who participated in focus groups.

Most schools only have just one teacher per grade level; consequently, new teachers have no peers within their same grade level to work with or share ideas and plans. See **Figure 4-3.**

Figure 4-3
Hopi Schools, Grade Levels, Enrollment, Number of Teachers and Teachers per Grade Level – November 2017

School	Grades	Enrollment	Number of Teachers*	Number of Teachers Per Grade Level
First Mesa Elementary School	K-6	158	11	1
Hopi Day School	K-6	143	8	1

School	Grades	Enrollment	Number of Teachers*	Number of Teachers Per Grade Level
Hotevilla-Bacavi Community School	K-8	137	8	1
Keams Canyon Elementary	K-6	133	8	1
Moencopi Day School	K-6	153	14	2 teachers for K and 1st grade; 1 teacher per grades 2-6
Second Mesa Day School	K-6	255	19**	2-3 teachers per grade in K-6

Source: Interviews with Principals/CSAs and Staff Lists from Schools; November 2017.
*Includes SPED teachers; typically, one SPED teacher per school.
** Second Mesa has two SPED teachers.

Operating as independent schools and having one class per grade per level, makes it difficult for the schools to have the more experienced teachers serve as mentors to new teachers. As the curriculum and instruction responsibilities are completely the responsibility of the principal/CSA with no other support staff in most of the schools, the feasibility of having the principal/CSA serve effectively as a mentor to new teachers is unrealistic.

Research has shown that for a mentorship program to be effective, the program should be highly tailored and monitored. Teachers serving as mentors have at least three years of teaching experience and are selected from the grade level or content area of the new teachers. The mentor teachers conduct weekly one-on-one sessions of a specified length with their assigned new teachers and submit a weekly report/log to the lead mentor. The mentors coach the new teachers, help them prepare model lessons, respond to their needs, and provide monthly staff development tailored to new teacher needs. The mentors also typically receive a stipend for their work.

In focus groups conducted with teachers in elementary schools, new teachers stressed the need for mentoring. A few of the teachers indicated that they communicate informally and infrequently with teachers they know in other schools and consider them as mentors.

Teachers overall, and new teachers in particular, also identified the lack of support through staff development, lesson plans, and walkthroughs. New teachers indicated that there is no staff development targeted at new teachers. While they submit lesson plans weekly, there is little evidence to show that they receive any feedback or comments on the lesson plans.

According to interviews, walkthroughs by the principal/CSA are infrequent and very short and have not resulted in feedback to improve instruction. New teachers indicated that they feel unsupported and overwhelmed. Schools with effective support structures for new teachers implement a multi-year staff development program for new teachers. The staff development is

sequential and builds teachers' instructional competencies, as well as classroom and student behavior management skills.

Survey respondents also indicated the desire to "allow schools to share ideas about what makes them successful in specific grades, subjects, and administration."

Recommendation 4.4

Develop a new teacher support system through collaboration with other schools to ensure that new teachers have mentors, attend a well-planned staff development program targeted at new teachers, and get ongoing feedback.

The **South Dakota WoLakota** project supports cohorts of new teachers through a mentorship program whose goal is to help teachers learn and understand the communities in which they are teaching. The premise is that such understanding will stabilize the teaching force. New teachers are provided with mentor teachers drawn from experienced, expert teachers throughout the state – the mentors visit new teachers (model, coach, provide support) and the mentees visit the mentor teachers. The program also includes four retreats per year for mentors and mentees together – based on Parker Palmer's Courage to Teach model – reflection, rejuvenation, sitting together as equal learners in the circle. In addition to providing support focused on the practice of teaching, the Courage to Teach circles focus on supporting the inner life of teachers – renewing their hearts, minds and spirits, helping them to develop trusting relationships in their schools, with their students and colleagues and within their communities, and creating safe spaces for learning and listening. The teachers are also guided to use the same practices in their classrooms. Anecdotal evidence demonstrates that some participating teachers are helping to stabilize schools and improve student achievement; that many more teachers are staying beyond one year; and that several participating teachers have become mentor teachers.

Research has shown that teachers typically leave for four major reasons: lack of professional support including ineffective staff development, poor school leadership, low pay, and personal reasons. New teachers tend to leave because of lack of professional support. Appropriate support of new teachers is crucial to teacher success, effectiveness, and retention.

Implementation

Given the autonomous structure of Hopi schools, a feasible and effective approach to supporting new teachers lies in the establishment of a Hopi-wide mentorship and staff development program in collaboration with all Hopi elementary schools. Establishing such a support collaborative structure would entail several steps.

- The principals/CSAs could specify the professional characteristics of teachers who can serve as mentors, how mentors will be recruited, the components of a mentorship program (based on best practices), and mentor data reporting and monitoring.

- The principals/CSAs would create a shared teacher database. The database will include data regarding the number of years of professional experience each teacher has, the number of year of teaching in a respective Hopi school, grade level taught, and name of school. This will allow the identification of new teachers, both new to the teaching profession and new to Hopi schools as well as the identification of teachers who meet mentor requirements.

- In matching new teachers and mentors, consideration should be given to matching teachers from campuses that use the same curriculum. For example, of the six elementary schools, three use ReadyGEN for reading, science and social studies (First Mesa, Hopi Day School, and Keams Canyon) and two use Journeys (Hotevilla-Bacavi and Moencopi). Five schools use enVision for math (Hopi Day School, Second Mesa, Hotevilla-Bacavi, Keams Canyon, and Moencopi).

- The principals/CSAs should also collaborate on the preparation and implementation of a multi-year staff development program for new teachers. The staff development program would specify the workshops new teachers will take each year, the sequence of these workshops, who will provide these workshops, where, and when. The principals/CSAs would develop a calendar for joint new teacher staff development.

- As part of the collaborative effort, the principals/CSAs should agree on a uniform, research-based in-class observation form, establish frequency of walkthroughs, and the type of feedback they will provide to new teachers. Using an identical form and consistent walkthrough frequency will allow a cross-school assessment of the new teacher support program.

Fiscal Impact

Collaboration among school leaders in the creation of a support system for new teachers, including the set-up of a mentoring program matching new teachers with mentors across schools can be accomplished with existing resources. The design and implementation of a staff development program for all new teachers across schools could actually result in cost savings to schools, since they will pool consultants and share costs.

Finding

There is insufficient quality housing available at the schools to attract and retain teachers and staff.

The review team consistently heard from interviewees that there is insufficient quality housing available at schools to attract and retain staff. Survey data from the elementary school also reveals that housing is a concern for teachers and administrators. When asked to indicate agreement or disagreement with the statement, "housing is a problem for Hopi administrators and teachers," 46 percent of teachers and administrators agreed or strongly agreed, 26 percent disagreed or strongly disagreed, and 29 percent neither agreed nor disagreed. Teachers and administrators at the Elementary level view housing availability as a larger issue than those at the Junior/Senior High School. According to survey results, 54 percent of high school teachers and administrators disagreed or strongly disagreed that housing was a problem, while only 19 percent agreed or strongly agreed, and 27 percent neither agreed nor disagreed.

Currently, all schools are responsible for building, maintaining, and filling homes on designated property. Individual Governing Boards are responsible for working with schools. In addition, not all schools have access to the same quality or number of houses. For example, First Mesa has eight vacant houses while the Hopi Day School is battling bed bugs and aging housing.

Moreover, not only is each school responsible for housing, according to those we interviewed at the schools and at the Hopi Housing Authority, neither the Tribal Council nor the Housing Authority are involved in school housing.

The issue of land ownership and the ability to build new homes was also raised. The process to get land assignments and construction could take between two to three years.

Ultimately, the lack of a coordinated system to build, develop and utilize housing creates a system that pits schools against each other and a system of haves and have nots. If housing is one of the biggest incentives to recruit and retain quality staff and teachers then schools need to work together to ensure that all Hopi students have access to qualified teachers.

Recommendation 4.5

Create a Teacher Housing Workgroup to assess and provide options, work toward implementation of the Hopi Comprehensive Economic Development Strategy 2016 and the Tawaovi Development Plan, and consider ways to simplify and/or expedite the village process.

- **Option 1:** The Hopi Tribal Authority could work with the school to negotiate prices with existing module home vendors and to move quickly. Rather than years, setting up a module home could be done in a matter of weeks.

- **Option 2:** The Hopi Comprehensive Economic Development Strategy 2016 and the Tawaovi Development Plan outline other options for improving access to housing.

School administrators alongside Tribal leaders and the Hopi Tribal Housing Authority may want to explore the following:

(1) Implementing the Tawaovi Development Plan and building lots of housing on the Hopi Partitioned Land, about 15 miles north of Second Mesa;

(2) Conducting the housing assessment and working with Hopi Tribal Housing Authority, with a specific focus on housing for teachers; and

(3) Maintaining, but expediting the village processes.

Implementation

The schools should create a "Housing Workgroup" in each school and then as a collective. The goal would be to do a full assessment of each school's individual needs and then bring them to the group. As a group, they can decide on the best course forward to maximize quality housing for teachers and staff.

Fiscal Impact

The fiscal impact for this finding is dependent on the course of action and number of needed houses; however, over time, the implementation of this plan could ultimately result in cost savings.

Finding

The Governing Boards do not use the same performance evaluation methods for their school principals/CSAs, thus there is lack of consistency in leadership expectations across all schools

Principals and CSAs on the Hopi Reservation all serve as school leaders and thus have the same job responsibilities – effectively and efficiently leading and managing their schools, and carrying out the policies of their Governing boards. Yet, there is no consistency in how they are evaluated, what supports they are provided with, or what they are held accountable for. In addition to the inefficiency of having each of the Governing Boards create or a select their own performance evaluation systems, the Governing Board members are not prepared or trained for this role, or knowledgeable about effective methods to evaluate their school leaders. There may also be confusion for school leaders when and if they move from one school to another.

When properly constructed, principals' performance reviews and evaluation systems help both the school leaders and their Governing Boards to understand what is expected; support principals to reach the agreed-upon expectations and to continue to grow and develop; and make clear when goals are met. But both constructing and using this type of evaluation system

requires training and support for both school leaders and their supervisors. It is a task that should be shared among the Governing Boards whose school leaders will be held accountable according to the system and principals should together be provided with training and support around the use and implementation of the system.

Recommendation 4.6

The schools should adopt or create one Performance Evaluation System that should be used by all Governing Boards to evaluate their Principals/CSA's.

In recent years, there has been a great deal of attention paid to the importance of principal performance reviews and evaluations. As the expectations for school leaders have increased, so too has the realization that performance reviews are an important tool in the effective growth and development of the school leaders:

> Unless we have effective evaluation systems in place that accurately differentiate performance, we simply can't even discern whether or not we have effective principals. Furthermore, if we hope to improve principals' performance, we must be able and willing to provide honest, accurate, and meaningful evaluation feedback in order to identify areas in need of improvement and enable principals to make informed decisions regarding professional development to bridge the gap between current practices and desired performance. If designed and implemented properly, a principal evaluation system can play a fundamental role in guiding professional development and renewal, and ensuring that our schools are both excellent and accountable. (J. Stronge, Principal Evaluation. ASCD, 2013.)

With a shared, high-quality performance evaluation system used to support and hold all school leaders accountable, there will be an increased likelihood that the Hopi school leaders will be primed for success. A performance evaluation system aligned with the job responsibilities – and focused on improvements in the aspects of teaching, learning, school culture and success over which school leaders have control – clarifies expectations and provides meaningful support for the principals. In addition, because the principals on the Hopi Reservation occasionally move from one school to another, with a common evaluation system there will be no question about job expectations, and that roles and results for which they will be responsible. In addition, a consistent performance evaluation system, in which all Board members are trained, will help keep the focus for all the Hopi Reservation principals and their Governing Board members where it belongs – on school success, as measured by relevant and consistent criteria.

Implementation

The schools should create a "performance evaluation workgroup" and then select (adopt or create) one Performance Evaluation System that should be used by All Governing Boards to evaluate their Principals/CSA's.

Fiscal Impact

This recommendation can be implemented with existing resources.

5 INTEGRATION OF HOPI LANGUAGE AND CULTURE

Chapter Summary

Overview: Culture and language instruction is of special significance in Hopi, where the Hopi people have resided, and preserved their distinct language and culture, longer than any other civilization in North America. According to interviews, focus groups, and surveys, the survival of the Hopi language is of concern to the Hopi communities, although knowledge of, interest in, and instruction concerning Hopi culture and language appear to vary across Hopi communities and schools. Studies and data have shown a serious decline in the use of Hopilavayi at home and even an inclination on the part of some parents to discourage their children from speaking the language. With English as the primary language in Hopi schools and no or little Hopilavayi spoken in many homes, the future of the language is in question. Community elders expect the young parents to teach Hopilavayi to their children. Not all parents are fluent in Hopilavayi, however, and some hope the schools can fill this gap. As many view the Hopi language, culture, and values as inextricably linked, some have a strong interest in ensuring that Hopilavayi and Hopi cultural values are taught to the children. However, according to experts, schools alone are not sufficient to reverse language decline; the language needs to be spoken and used in all domains to persist across generations.

Key Findings:

The key findings presented in **Chapter 5: Integration of Hopi Language and Culture** are summarized below:

- Schools address and integrate Hopi language and culture into the school curricula inconsistently; there is little evidence that parents are involved in the effort, and there are no data to determine whether the different approaches schools use are effective.

- Hopi language and culture is not sufficiently integrated into the educational system.

Summary of Recommendations:

The review team's findings for addressing these findings include the following:

- Restructure the Hopi language and culture programs implemented in the Hopi schools by articulating Hopi language and culture standards, developing a curriculum and assessments to be used across all Hopi schools, and making parents and community members an integral part of the program.

- The Hopi should consider a role for Tribal authorities to play in supporting, developing and promoting curricula regarding Hopi values, culture, and language.

Finding

Schools address and integrate Hopi language and culture into the school curricula inconsistently; there is little evidence that parents are involved in the effort, and there are no data to determine whether the different approaches schools use are effective.

The following paragraphs describe Hopi language and cultural programs the schools currently implement. The descriptions are based on information the schools have made available through interviews and documents.

First Mesa Elementary School offers is the most formally structured and extensive Hopi language and culture program, with quarterly reports submitted by the teacher. Although there is no standardized curriculum, the teacher prepares and submits age-appropriate lesson plans. As the Bureau of Indian Education (BIE) mandates teaching language and culture as part of the curriculum in schools serving Native American students, the teacher initiated a Hopilavayi and Culture Advisory Project to encourage community involvement in discussions about the effectiveness and sustainability of Hopilavayi and cultural instruction in a school setting, and wanted the advisory panel to provide input into what such a program should look like at First Mesa.

First Mesa holds a morning gathering where students and staff practice calendar language for the day, recite a Hopi Power Chant, greet the rising sun, and sing songs they have learned in the Hopilavayi class. Hopilavayi classes are provided in K-6 by a certified Hopi language teacher with a master's degree in Native American Culture from the University of Arizona. The classes typically are 30 minutes and offered two to three times a week to improve language fluency. The teacher suggested that the class be extended to 60 minutes daily for the upper grades and that the class be considered an elective. The purpose of the classes is to have students use and speak the language. The teacher is often diverted from teaching Hopi language classes and used as a substitute teacher.

Many students come to school with no knowledge of Hopilavayi, as the language is not spoken at home. According to the teacher, parents expect the school to teach the language to their children. A one-hour class is also offered to parents and staff on Tuesday and Wednesday in the evening. The purpose of the class is to support the language development of the children with practice at home. Parents are also encouraged to attend class with their child during the day. First Mesa provides opportunities to the students to use Hopilavayi in their introductions or presentations during the school's "Princess and Brave" Pageant. Students also showcase their Hopilavayi knowledge when they sing songs during school functions and community events throughout the year such as the September 27, 2017, "Retrieving Our Past for the Future" cultural event.

Interviews indicate that the board has not been supportive of strengthening or expanding the Hopi language and culture program. None of the board members or the CSA speak Hopilavayi and they did not approve the teacher's request to hire a Hopi language aide/technician; they also did not approve the teacher's request to attend a conference.

Moencopi Day School offers classes for all grade levels on Hopi language and culture. The purpose of the class is to increase awareness of the language, its oral use and its written form as well as different aspects of the culture. The students are expected to participate in events that highlight the importance of maintaining the language and culture. The school has a Hopi language and culture teacher. The lower grades have Hopi culture classes in the morning and the higher grades in the afternoon. The teacher who worked in Head Start uses part of the Head Start curriculum. However, in the February 2016 AdvancED External Review Team Report, Moencopi's efforts to provide students with "ongoing opportunities to learn about their own and other's backgrounds/cultures/differences" received a 1.55 out of 4.00 score. Less than one-third (27 percent) of AdvancED team members indicated that such opportunities were "evident," while nearly three quarters (73 percent) did not observe such opportunities.

Hopi Day School uses an immersion approach implemented at each grade level by paraprofessionals who are proficient in Hopilavayi. These staff provide three levels of Hopi instruction: talking in Hopilavayi during the day to students; having a 45-minute language and culture session twice a week; and an afterschool program, developed in cooperation with a professor from the University of Arizona, that students can attend on a voluntary basis. Each day starts with Hopi traditional chants and songs in the classroom. Teachers also integrate traditional Hopi values into the curriculum, observe cultural practices in the classroom, and ask students to be respectful in "the Hopi way." The school's student behavior management system Positive Behavior Interventions and Supports (PBIS) was implemented effectively within the context of Hopi values. Clan camaraderie is respected and encouraged, and the artwork hung in the classrooms and hallways represents the Hopi culture and values. The library implements several activities involving the Hopi culture. The library also has a special collection of Hopi books, some of which are old and rare volumes. Students must be initiated first before they can gain access to some of these materials. The school celebrates Heritage Week honoring the Native American population. The school also encourages parents, guardians, and community members to use Hopilavayi at home and support their children in their efforts to become Hopilavayi speakers. The Hopi Day School has received an "Exemplary Practice" designation from two national organizations for its cultural practices. The Hopi Day School's preservation of Hopi culture was considered a notable achievement area and acted as a drawing point for students, resulting in enrollment waiting lists, according to the AdvancED 2013-14 Accreditation Report.

Figure 5-1
Elementary Administrator and Teacher Survey – Hopi Language and Culture

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Our school teaches Hopi language and history.	31.0%	34.5%	17.2%	13.8%	3.5%
Teachers have the knowledge and skills to teach Hopi language and history.	19.0%	27.6%	29.3%	19.0%	5.2%
Resources are available to help teachers integrate Hopi experiences into the curriculum.	12.1%	24.1%	31.0%	27.6%	5.2%
Teachers have developed or used materials on Hopi experiences and integrated them into the different subject areas of the curriculum.	15.5%	37.9%	22.4%	19.0%	5.2%
The school library has books and materials on Hopi history.	17.2%	27.6%	32.8%	13.8%	8.6%
Our school teaches Navajo language, culture and history.	0.0%	1.8%	5.4%	46.4%	46.4%

Source: Public Works Administrator/Teacher Survey, December 2017- January 2018. Percentages are based on responses from 58 elementary administrators and teachers

Administrator and teacher responses to the survey showed that elementary schools are more active in teaching of Hopi language and culture than the Hopi Junior/Senior High School. Survey data provided by elementary administrators and teachers shows that about 66 percent agree or strongly agree that their school has a Hopi language and culture program. (See **Figure 5-1** above**.**) Nearly half (47 percent) agreed or strongly agreed that the teachers have the knowledge and skills to teach Hopi language and history, while just over one-third (36 percent) agreed or strongly agreed that resources are available to help teachers integrate Hopi experiences into the curriculum. More than half of the respondents (53 percent) reported that the teachers have developed or used materials on Hopi experiences and integrated them into the curriculum. About 45 percent agreed or strongly agreed that the school library has books and materials on Hopi culture.

More than 61 percent of the Hopi Junior/Senior High School administrators and teachers agreed or strongly agreed that their school teaches Hopi language and history. (See **Figure 5-2.**) Half indicated that the school also has a Navajo language and culture program. Fewer teachers indicated that the teachers have the knowledge and skills to teach Hopi language and history (44 percent), that resources are available to help them integrate Hopi experiences into the curriculum (23 percent). Fewer than 20 percent agreed or strongly agreed that teachers

integrated Hopi experiences into the curriculum. About 58 percent agreed or strongly agreed that the library has books and materials about Hopi culture.

Hotevilla-Bacavi Community School has a certified Hopi language teacher who covers all K-8 grades. The age-appropriate classes address language, culture, history, and ceremonial topics and involve interactive and hands-on activities. The curriculum follows the Hopi calendar of ceremonial and cultural events. The curriculum is aligned across grade levels so that students can get a solid foundation. However, the Hopi language and culture teacher is often assigned other instructional duties.

Second Mesa Day School's 2017-18 staff roster listed a Hopilavayi program and a teacher. However, teachers indicated that they do not integrate Hopi culture into their curricula and that the once-a-week class on Hopi culture no longer exits. Some of the teachers speak Hopilavayi and try to communicate with the students in the language.

Figure 5-2
Secondary Administrator and Teacher Survey – Hopi Language and Culture

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Our school teaches Hopi language and history.	19.2%	42.3%	23.1%	15.4%	0.05
Teachers have the knowledge and skills to teach Hopi language and history.	8.0%	36.0%	44.0%	8.0%	4.0%
Resources are available to help teachers integrate Hopi experiences into the curriculum.	3.9%	19.2%	38.5%	30.8%	7.7%
Teachers have developed or used materials on Hopi experiences and integrated them into the different subject areas of the curriculum.	3.9%	15.4%	46.2%	30.8%	3.9%
The school library has books and materials on Hopi history.	15.4%	42.3%	38.5%	0.0%	3.9%
Our school teaches Navajo language, culture and history.	7.7%	42.3%	30.8%	11.5%	7.7%

Source: Public Works Administrator/Teacher Survey, December 2017- January 2018. Percentages are based on responses from 26 Hopi Junior/Senior High School administrators and teachers.

A high percentage of Hopi Senior High School students (73 percent) indicated that they are knowledgeable about Hopi culture and customs and consider this an important aspect of their lives. Fewer than half of the students (46 percent) reported that they communicate regularly in Hopilavayi with their family; that their teachers integrate Hopi history into classroom lessons (42 percent) or that they have taken a class on the Hopi language in school (49 percent). See **Figure 5-3** below.

Figure 5-3
Hopi Senior High School Students Survey – Hopi Language and Culture

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The Hopi culture, customs, and traditions are important to me.	55.2%	24.1%	11.7%	4.1%	4.8%
I communicate regularly with my family in Hopilavayi.	15.2%	30.3%	33.1%	11.7%	9.7%
I am knowledgeable about Hopi history and culture.	31.9%	41.0%	18.1%	4.2%	4.9%
I regularly attend and/or participate in Hopi ceremonies.	43.8%	24.0%	15.8%	5.5%	11.0%
My teachers incorporate Hopi history into their class lessons.	13.9%	27.8%	32.6%	14.6%	11.1%
I take/have taken a class (or classes) on the Hopi language in school.	25.3%	24.0%	15.8%	17.8%	17.1%
My teachers respect keeping certain Hopi teachings to myself.	23.9%	37.0%	27.4%	6.2%	5.5%
The school library has books and materials on Hopi language and history.	25.5%	35.9%	25.5%	4.8%	8.3%

Source: Public Works Hopi Senior High School Students Survey, December 2017- January 2018.
Percentages are based on responses from 146 Hopi Senior High School students.

Parent survey data regarding their use of Hopilavayi at home and their assessment of the extent to which Hopi schools address and incorporate Hopi language, history and culture into the curriculum varies from administrator, teacher, and student responses. Forty-nine percent of the parents who responded to the survey agreed or strongly agreed that they communicate regularly in Hopilavayi at home. Nearly 60 percent of the parents considered teachers in their child's school to be knowledgeable about Hopi history and more than 50 percent indicated that the teachers in their child's school incorporate Hopi culture into their lesson plans. The smallest percentage – 43.1 – concurred that the library in their child's school has books and materials on Hopi culture and history. (See **Figure 5-4** below).

Figure 5-4
Parent Survey – Hopi Language and Culture

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
I communicate regularly with my child(ren) and family in Hopilavayi.	15.1%	33.9%	27.6%	18.2%	5.2%
Teachers in this school are knowledgeable about Hopi history.	24.6%	33.5%	29.8%	10.0%	2.1%
Teachers in my child's school incorporate examples about the Hopi in their lesson plans.	23.9%	26.6%	31.9%	15.4%	2.1%

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
The school library has books and materials on Hopi language and history.	17.6%	25.5%	45.2%	6.9%	4.8%

Source: Public Works Parent Survey, December 2017- January 2018. Percentages are based on responses from 193 parents of students enrolled in Hopi schools.

The findings concerning the Hopi language and culture programs in Hopi schools are consistent with studies articulating the limitations of language and culture programs. These limitations include not allocating enough time to language instruction. Typically, class time runs from 30 to 45 minutes a day and may be taught only twice a week. Schools also do not consider Hopilavayi a top priority. Such classes are generally considered part of an enrichment program or an elective and are often dropped. As there is not standard curricula, it is up to the teacher to determine what to teach and how to teach it. In addition, some parents do not or are unable to support the program by using the language at home.

Recommendation 5.1

Restructure the Hopi language and culture programs implemented in the Hopi schools by articulating Hopi language and culture standards, developing a curriculum and assessments to be used across all Hopi schools, and making parents and community members an integral part of the program.

Research & Best Practices:

Many Tribes include language in their Education Codes addressing the importance of native language and culture. These vary greatly as to degree of educational centralization required. The review team's visits to other Native American Tribes helped identify multiple effective practices regarding cultural education, the integration of native language and cultural values into the curriculum, and the engagement of the community in these efforts. Practices that are particularly relevant and applicable to the Hopi situation are summarized in **Figure 5-5** below.

Figure 5-5
Native Star Culture and Language Indicators

PROVIDING LEADERSHIP FOR CULTURE & LANGUAGE
The Leadership Team plans ways to infuse Tribal customs and values into the school's operating procedures, rituals, and activities. The principal and other school leaders demonstrate an understanding of Tribal culture, customs, and values and model a respect for them. The physical appearance of the school reflects the Tribal culture.

The promotion of Native American history, culture, customs, and values is done in a way that engenders respect for the history, culture, customs, and values of other groups.

ENGAGING THE COMMUNITY WITH CULTURE & LANGUAGE

The school provides training for all staff on local Tribal history, culture, customs, and values.

The school provides Tribal mentors for non-Indian staff and others who request it.

The school includes Tribal elders, speakers, and leaders in planning and providing school events that feature Native American culture, customs, and values.

Parent education programs include Native American and Tribal history, customs, values, and language(s).

INFUSING CULTURE & LANGUAGE IN CURRICULUM & INSTRUCTION

The school provides professional development for teachers on how to integrate Native American culture and language into the curriculum.

All teachers demonstrate in their lesson plans and materials that they have integrated Native American culture and language into the taught curriculum.

Tribal elders, speakers, and leaders are engaged as volunteers in the school and classrooms.

The school staff includes one or more speakers of the community's prevailing tribal language(s).

The curriculum for all grade levels includes lessons on the accomplishments of Native Americans.

All students receive instruction in the basics of the prevailing Tribal language(s).

Source: Public Works, Summary of Tribal Visits, Nez Perce of Idaho, Native Star Culture and Language Indicators, p. 40.

The **Standing Rock Sioux Tribe of North Dakota** puts its language and culture at the heart of education. This is reflected in their Education Code and is implemented through a language curriculum, which is being used in eight of the nine schools on the Reservation, with the Tribal Education Department (TED) providing professional development to language teachers. TED staff offers community language activities, hoping to build a base of second-language learners, and supports Sitting Bull College to ensure that those participating in the college classes and professional learning opportunities can obtain credit for the work. The TED also created the Language and Culture Institute, which offers a four-week intense language training program for teachers and community members each summer. All coursework provides college or continuing education credit. Last year, approximately 200 people from the Reservation, other Reservations, and other states and countries attended the summer institute.

Dissatisfied with the level of their native language being taught in their community through a daily class in the high school and an afterschool language program once or twice a week in some of the schools, and alarmed by the fact that fewer than 20 people are fluent in the Nez Perce language, The **Nez Perce of Idaho** decided to take significant steps to preserve the language. Working with the elders in the community, the Education Department articulated Native Star Culture and Language Indicators, upon which it is developing a curriculum with community input and teams from the public elementary, middle, and high schools. The Native Star Culture and Language Indicators set out a road map for integrating their language and culture into education. The indicators address leadership, community engagement, and infusing language and culture into the curriculum. (See **Figure 5-5.**)

The **Eastern Band of Cherokee of North Carolina** integrate the Cherokee culture in everything they do from school design to curriculum. Cherokee Language standards and History standards are integrated into the curriculum. They have an Immersion program for grades Pre-K-8. Students have one hour of Cherokee language instruction daily. In addition, teachers are required to take cultural continuing education hours. The Arts Department encourages traditional student singers and dancers and traditional staff singers. The school showcases its heritage through events such as Culture Heritage Week and the "Night of Cherokee," and many events honor elders and grandparents. Each class is required to have at least one Cherokee symbol highly visible in their room.

The **Choctaw of Mississippi** derive a major part of their culture and native education from their language program and language tests supported by grants. The Education Committee under the Tribal Council worked with the Tribal language program to develop the language standards and with the help of a consultant developed language tests. In Pre-K to 3rd grade, the schools have language instructors trained and certified by the Tribe who teach 30-minute classes daily. In grades 4-8, the schools also have instructional aides. In grades 6-8, classes integrate language and culture. Recognizing that parents are not teaching language in the home, the Tribe involved parents more and opened a Parent Center. The center sends home materials including vocabulary lists. In its second year, 48 parents participated in a two-hour "immersion" session. In a previous meeting, parents spoke Choctaw the entire two hours.

The **Jemez Pueblo of New Mexico** institutionalized the teaching of its Towa language, which is used in its rituals and prayers, through a Head Start immersion program and a charter school curriculum that is rooted in the Jemez language and culture, and aligned it to the Common Core standards. The school implements dual-language instruction, uses Towa certified teachers, provides for experiential learning, and requires a senior thesis on a topic that impacts the community. This curricular approach both grounds the students in tradition and prepares them to pursue college and careers apart from reservation life.

The Santa Clara Pueblo in New Mexico established the Kha'p'o School, which offers dual-language instruction and project-based learning while implementing the Common Core State Standards. The foundation of the school not only addresses the risk of sustaining its language and culture but also brings the community together. The school is expanding its staff of Tewa certified teachers and educational assistants and has forged partnerships and advising relationships with New Mexico dual language and indigenous language organizations.

Implementation

Hopi school principals/CSAs and community representatives should first create a taskforce to review the state of Hopi language and culture. The taskforce would be responsible for compiling the following data and information:

- The number and generational/age or other demographic characteristics of fluent Hopi speakers;
- The prevalence of Hopilavayi fluency and knowledge of Hopi culture among students graduating from elementary school and high school;
- Resources available in the community to promote and sustain the Hopi language and culture; and
- Resources available from the BIE and the State of Arizona to maintain and sustain Native American Tribes' language and culture.

Based on this review, the taskforce should determine the risk level associated with sustaining Hopi language and culture, identify gaps in current school and community programs and efforts, and specify short- and long-term goals for sustaining the Hopi language and culture.

The taskforce should make recommendations to Hopi Schools concerning a common set of standards in developing and implementing a Hopi language and culture program. A program that is consistent, or that has at least some minimum set of consistent standards across schools, can be more efficiently developed, implemented, and sustained. Furthermore, its effectiveness can be more systematically measured, allowing schools to more confidently strengthen efforts that work, and modify those that do not. Costs can be reduced and effectiveness increased through collaboration on staff training, teaching materials, and greater involvement of parents and community members.

Second, following the taskforce review and recommendations, the schools should create an ongoing, collaborative Hopi Language and Culture Committee to work jointly in a series of sessions throughout the year. The Committee would be responsible for developing a set of learning indicators for a Hopi language and culture program for students, parents and community members. The Committee should specify the resources needed for developing such a program and determine whether these resources are available in the schools or the

community, or can be obtained from BIE or the state through grants. The Committee could also articulate the nature of the Hopi language and culture program they seek to, and propose a timeline for developing such a curriculum, and identify the staff and consulting resources this may require. The Committee may also discuss alternative pedagogical approaches to the teaching of the Hopi language, including immersion and dual language.

The Committee's discussions would benefit from incorporating information, materials, and testimony from other Tribes that have implemented similar programs. Based on decisions regarding the curriculum and pedagogical approach, the Committee can estimate the staffing resources and qualifications required, the availability of such staff, and the potential of sharing staff across schools. The Committee may also consider establishing a Language and Culture Institute to facilitate intensive training of teachers and aides, as well as interested parents and community members.

Finally, as part of these sessions, the Committee may further examine the parent and community components of a Hopi language and culture program as essential to the generational continuity of the Hopi language and culture. Strategies for involving and supporting the engagement of parents and community members may include:

- The establishment of a Parent Center that provides Hopi language classes as well as materials and other tools that parents can take home to support their children's language experience.

- The introduction of Hopi language and culture classes into community centers.

Based on its sessions and decisions, the Hopi Language and Culture Committee should develop an Action Plan that will lay out a roadmap to the restructuring of the current Hopi language and culture program. The road map would specify tasks to be accomplished, the timeline for each task, the persons involved, resources needed, estimated costs, and the funding sources. The road map should also specify milestones; each milestone will require an assessment as to whether or to what extent it has been achieved.

Given the complexity and involvement of the task, we recommend that the Hopi Tribe hire a consultant with experience in developing and implementing language and culture programs for Native American schools to guide the proposed School-Community Taskforce and work with the proposed Hopi Language and Culture Committee.

Fiscal Impact

In addition to the hiring of a consultant, the costs of the Hopi language and culture program cannot be estimated at this time since they will be driven by the program choices the Committee will make. The estimated costs will be part of the road map the committee will develop.

Finding

Hopi language and culture could be better integrated into the education system with Tribal support for minimum curriculum and education standards, as well as for reservation-wide history, cultural, and language programs that bridge the gap between schools and community life.

Many Tribes highlight the importance of tribal history, social studies, and culture – in the standards, curriculum, lesson plans, materials, and/or classroom instruction. These are noteworthy requirements, as they provide authority to develop history and social studies curriculum and materials in schools. It should be noted however, if there are no compliance or funding mechanisms in place, there is no recourse if a school fails to develop such materials. Some examples of the different ways some other Tribes promote cultural and linguistic education in schools are presented below:

- Some Tribes, such as **Nez Perce,** however, do not have language mandating linguistic or cultural education in their Tribal Code, but do have effective partnerships with their public schools to develop and implement these. Nez Perce provides technical assistance and professional development on culturally-relevant teaching, funded by a federal STEP grant.

- The **Oglala Sioux Tribe** requires individual local school boards to develop a Lakota culture program, with a minimum of 250 minutes per week in language or culture. Each local school board must require teachers to have had instruction in Lakota culture and obtain a certification, and include educational activities reflective of, integrate learning in and awareness of the Lakota society and other societies and cultures. The local school boards are also tasked with evaluating the development of these skills and monitoring the implementation of identified curriculum activities by teachers.

- The **Skokomish** Education Ordinance requires the "Skokomish Education Committee" to work in cooperation with the Cultural Committee to identify and gather materials on tribal history, language, culture, and values.

- Instruction in **Navajo** language is made available for all grade levels, and the code includes concrete directions about education in Navajo language. Under the code, it

is to include "thinking, speaking, comprehension, reading and writing skills and study of the formal grammar of the language." Spoken or written Navajo language is used as a medium of instruction to teach academic content to Navajo speaking students who are not fully proficient in English, and Navajo language immersion programs are available within Head Start. The Code also includes concrete directions about education in Navajo culture, history, civics, and social studies, but it leaves it up to the local School Boards to implement these requirements.

- The **Choctaw** have a Choctaw language curriculum with a designated coordinator for language/culture acquisition. They are working to expand this program and while the high school has a language class, the coordinator is working with the schools to develop and implement a coordinated Choctaw language curriculum.

- The **Rosebud Sioux Tribe** mandates that the tribal curriculum include tribal government, tribal-state and tribal-federal relationships, and Rosebud Lakota language and culture, for all grade levels, including Tribal economics, health and nutrition instruction, parenting and family life, Tribal and American economics, reservation land base, Tribal natural resources, and community environments. The Department of Education develops the curriculum, and the Tribal Council "establishes" them. The established tribal curriculum must include a Tribal orthography to be used in Rosebud Lakota language instruction on the reservation. The school boards are required to include the tribal education development in their processes for reviewing curriculum, standards, policies, and programs, and then they are required to report to the Department of Education annually. The Code is clear on this point:

"All local schools and other educational institutions shall provide instruction that is in substantial compliance with the tribal curriculum established by the Tribal Council. All students who graduate from local such schools … must be familiar with the subjects required by tribal curriculum under this Tribal Education Code."

The Tribal Education Department is tasked with evaluation of reporting whether the local schools are compliant; local schools "shall attain or meet the tribal education standards established by the Tribal Council," and report to the Department of Education annually.

- From 2010 to 2012, the **Standing Rock Sioux Tribe** developed an Educational Code. TED Director Emma Jean Blue Earth points to two important highlights: The solidification of a long-held desire to make Lakota/Dakota language and culture the base for all instruction as opposed to a mere add-on, and the creation of the Tribe's own education standards. The Tribal Education Department is mandated to develop

standards including Dakota/Lakota language. The Code indicates that the Tribe will create a "Tribal Language Board" as a certifying entity for those seeking to attain licensure as a Dakota/Lakota Language and Culture Teacher ("Eminent Scholar"). The Tribal Language Board consists of a Sitting Bull College language instructor, the College's Native American Studies Department chair, the College's Division of Education Chair, HEW Committee member, Tribal Department of Education Director, and an Elder/Community Member that is a fluent speaker of the Dakota or Lakota language.

- The **Yankton Sioux** code, called the "Education, Language and Cultural Preservation of the Ihanktowan Oyate," focuses on the need to promote and preserve the Tribe's Dakota language and culture. Code requirements include the following:

  o Dakota language shall be offered each year for members of the Tribe and other interested students.
  o Parents shall be encouraged to teach their children N/Dakota language and culture, and tribal educational institutions shall involve parents in the process of education to the maximum extent practicable.
  o Those people endowed with cultural and linguistic knowledge of the Nakota/Dakota/Lakota language and culture shall be recognized and used in tribal educational institutions to the maximum extent practicable.
  o All schools provide instruction on Tribal government, and that they include the history of the Great Sioux Nation, including instruction on the lives and achievements of Great Sioux Nation leaders (starting in 8th grade at the latest).

Recommendation 5.2

The Hopi should consider a role for Tribal authorities to play in supporting, developing and promoting curricula regarding Hopi values, culture, and language.

The newly-elected Hopi Tribal leadership expressed to the review team an interest in elevating the priority of Hopi culture and language in schools. This would seem to be a function naturally entrusted to a central authority, since the continuity of the Hopi language is of concern to the entire Tribe. However, on top of the Hopi commitment to local-school autonomy in many other areas, Hopi language and culture can vary from village to village (and school to school), reflecting a millennium of immigrations and resettlements, political schism and independence, and cultural and linguistic evolution. This should not deter Hopi from ensuring that Hopilavayi is spoken fluently by each child.

In **Recommendation 5.1**, the review team proposes that the Hopi schools restructure the Hopi language and culture programs implemented in the Hopi schools by articulating Hopi language and culture standards, developing a curriculum and assessment resources from which Hopi

schools can draw on, and making parents and community members an integral part of the program.

Recommendation 5.2, on the other hand, suggests that the Hopi could also address culture and language at the Tribal-level, either in combination with, or alternatively to an individual school/village approach. While the primary locus of inculcating and transmitting Hopi values, culture and language will remain the homes, plazas, and kivas of individual villages, there is a role for Tribal authorities to play in supporting, developing and spreading curricula in these areas. The Hopi may be best served by – and most amenable to – an intermediate or "hybrid" approach such as Choctaw's.

Implementation

As noted above, the Hopi Tribal Council, in coordination with the Hopi Department of Education and Workforce Development and/or other concerned entities, should set up a reservation-wide taskforce and committee with broad representation to consider all options and decide how the Tribe should move forward in their efforts to better integrate language and culture into Hopi education – perhaps applying for a grant to do so. Tribally-supported options may include any of the following, separately or in combination:

- Establishing or selecting a central authority or entity that manages the implementation process;
- Identifying a successful existing program and supporting its replication across the schools;
- Developing online resources and curricula that schools may use;
- Creating a language immersion program;
- Exploring the possibility of independent schools; and
- Revising the school calendar to facilitate youth participation in cultural events.

Replicating Current Models: A less-centralized alternative would be for individual schools to develop such programs but use a Hopi-wide authority to replicate and disseminate them to the other schools. For example, good Hopilavayi programs currently exist at Hopi Day, First Mesa Elementary, and the Hopi Junior Senior High School. (One observer noted that the larger schools, which have larger funding bases, tend to be able to develop more supplemental programs.)

Online programming and materials: Such programming and curricular materials could be shared with teachers and leaders at other schools through the cooperative mechanisms discussed later in this report. But even more exciting, such classes could be shared *live* – online or through broadcast – with students at the other schools; this would have the benefit of spreading such opportunities more widely and equitably, and creating greater (voluntary) uniformity in curricula

and achievement – but also would promote more sense of Hopi-wide community and commonality throughout the schools and the younger generation. However, this would require upgrading the Internet and distance technology in the schools across Hopi.

The Hopi Tribe's Cultural Preservation Office has expressed interest in the successful Zuni language program. The Cultural Preservation Office hopes to adapt this program to Hopi and make it available to the community schools via computer. A similar Tribal effort could be launched in a broader range of areas of Tribal interest, as in other Tribes, including Tribal history, civics, environment, and economics – with the latter related to the recommended expanded Tribal focus on vocational education (See **Chapter 3: Educational Service Delivery** and **Chapter 8: Educational Continuum** for recommendations on CTE and workforce development.)

Immersion Program: One option for a more aggressive Tribal or central role in boosting Hopi cultural education and knowledge would be the creation of a "Tribal magnet school" that promotes the Hopi culture and/or language in some way. For example, the Confederated Salish and Kootenai Tribes have a small immersion school, Nkwusm Salish School, run by a non-profit organization on the Flathead Reservation.[43] It is important to note that the Hopitutuqayki offers an "immersion" Pre-K program during the summer.

An expanded program with a Hopi culture focus and language-immersion program would go beyond what otherwise exists in Hopi – but this focus and programming could be even more broadly conceived to integrate and serve other emerging Tribal goals like vocational education in areas of needed economic development, such as business, science, technology and health care. The idea of focusing on *both* traditional and 21st Century aspects of the Hopi experience is not far-fetched. There are in fact synergies to be achieved between traditional Hopi ways, perspectives, and values and modern science, technologies and economies such as ancient Hopi dry-planting techniques and the development of new water-conservation technologies: Moencopi village, for instance, has developed a reverse osmosis water system. This could represent a fruitful confluence for the future of the Hopi economy and its young people's education. And there is precedent for this in the schools. Both the Wind River Cheyenne and the Northern New Mexico Santa Ana Pueblo have incorporated traditional Tribal culture into their modern science education programs.

Independent Schools: Interest is growing among Tribes in "public charter schools, which are operated independently from the Bureau of Indian Education [and] provide options for Native

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Americans to open and expand their own schools on their own lands,"[44]. The **Jemez Pueblo** charter school system provides the Hopi Tribe with a special model of how it might organize such a school. If the Hopi people wanted to establish such a school as a charter school, for example, models include Riverside Elementary School, a charter school of the Jemez Valley school district, and Walatowa High School, a state-administered charter school. They are both succeeding academically, and the Tribe asserts that the charter-school option has given them a path to "self-determination."

The Jemez Pueblo Tribal schools serve approximately 750 students and include: Jemez Day School, a Bureau of Indian Education (BIE) elementary school; Riverside Elementary School, a charter school of the Jemez Valley school district; and Walatowa High School, a state-administered charter school. Walatowa High School has 50-60 students, and about half of these students are from neighboring Zia Pueblo. There has been tribal management of other schools for 14 years, and Walatowa High School and San Diego Riverside Elementary school are among the first Native-formed charter schools in New Mexico – both more than a decade old.

According to external measures, the Jemez Pueblo schools are succeeding academically. Jemez Day School, for example, is recognized nationally by the BIE among its top-15 performers in both reading and math achievement.[45] In 2012-13, Walatowa 9-graders' "SBA reading proficiency rate rose by nearly 45 percent and tenth-grade reading scores went up a whopping 64 percent. Math grades also went up almost 43 percent."[46] The Tribe asserts that the charter-school option has given them a path to "self-determination." And, importantly, the charter school development is happening not in isolation but as part of an intentional, long-term, community-supported plan to improve the Tribe's educational outcomes. The primary source of federal funds available to the charter schools is Johnson-O'Malley (JOM)[47] and for college scholarships.

But to the extent that Hopi stakeholders are resistant to centralization of *authority* in any Tribal or Hopi-wide entity, a central *opportunity* for a *voluntary* Tribal or Hopi-wide educational experience at the K-6 level might prove desirable to some. This would allow creation of a Hopi-wide K-6 curriculum and standards, to operate as a *model* or *generator* of potentially-sharable materials and programming, letting parents and students choose it as just one more option, rather than imposing on the independence of the existing village-based schools. If so, Tribal-

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[44] "Public Charter Schools Growing on Native American Reservations," The National Alliance for Public Charter Schools (2013).
[45] *Bureau of Indian Education Report on Student Achievement and Growth: 2010--11 to 2013--14*, Northwest Evaluation Association, Portland, Oregon 2015.
[46] McKosato (2014).
[47] "Johnson O'Malley programs offered to American Indian and Alaska Native students vary and may include such programs as culture, language, academics and dropout prevention." See: https://www.bie.edu/JOM/

wide culture, language, and other priorities such as economic and workforce development would be a logical place to start.

School Calendar: The school calendar could be changed better to fit the Hopi ceremonial calendar. Adjustments to school calendars are made according to each village's ceremonies. Since village festivals don't fully coincide, those students who attend a school other than in their own village often wind up missing school *twice* due to the ceremonial schedule.

One potential option to adapt the school calendar to Hopi needs would be to shorten the Christmas/New Year-centered vacation and summer recess, and the extend them to the needed days in February (when multiple ceremonial events are held). Additionally, schools could move to a four-day school week in Februarys (with Fridays off, when much ceremonial-preparation occurs) to reduce school absences and thereby promote academic achievement while encouraging greater cultural participation by Hopi youth.

Fiscal Impact

Fiscal impact cannot be determined at this time, as the process of developing standards and programs varies greatly from developing resources or using one school as the model for the others.

6 DISCIPLINE & BEHAVIORAL HEALTH SERVICES

Chapter Summary

Overview: This chapter addresses two important aspects of school climate: (1) how to set up a school-wide system to promote positive student behaviors and maintain discipline; and (2) how to support students' behavioral health more broadly with the assistance of school counselors.

Key Findings:

The key findings presented in **Chapter 6: Discipline & Behavioral Health Services** are summarized below:

- The implementation of student behavior management approaches in most Hopi schools is not school wide, is not implemented with fidelity, or sustainable and does not result in desired outcomes.

- Hopi elementary schools provide limited guidance and counseling services. Three of the six elementary schools contract for counselors who come to the schools twice a week for a small number of hours.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Implement with fidelity a school-wide student behavior management system in all schools, incorporating into the system Hopi core values and culture.

- Move from part-time contracted counselor positions to full-time counseling positions on all campuses.

Key Findings and Recommendations

Issue: Student Behavior Management & Discipline

Overview: Maintaining discipline in the classroom and dealing effectively with student behavior allows teachers to devote more time to instruction and students to devote more time to learning. Orderly classrooms and schools also create a positive environment for staff and students.

Schools must make both behavior expectations and consequences clear and enforce them in a fair and equitable manner. [48]

Finding

The implementation of student behavior management approaches in most Hopi schools is not schoolwide, is not implemented with fidelity, and does not result in desired outcomes.

Behavior Management Model: The Hopi schools' management of student behavior ranges from reliance on counseling and behavior intervention staff to the implementation of student behavior management approaches. Some of the schools implemented the Positive Behavioral Intervention and Supports (PBIS) system. The Positive Behavioral Intervention and Supports (PBIS) model is a school-wide system that consists of proactive research-based strategies for defining, teaching and supporting appropriate student behaviors with the objective of creating a positive school environment. PBIS emphasizes a continuum of positive behavior supports for all students in and out of the classroom rather than a piecemeal approach. PBIS is an evidence-based and data-driven framework proven to reduce disciplinary incidents, increase a school's sense of safety, and support improved academic outcomes.

More than 24,500 U.S. schools are implementing PBIS and saving countless instructional hours otherwise lost to discipline. The premise of PBIS is that continual teaching, combined with acknowledgement or feedback of positive student behavior will reduce unnecessary discipline and promote a climate of greater productivity, safety and learning. PBIS schools apply a three-tiered approach to prevention, using disciplinary data and principles of behavior analysis to develop schoolwide, targeted and individualized interventions and supports to improve school climate for all students. To work effectively, PBIS requires full schoolwide implementation with fidelity. PBIS has been implemented by Hotevilla-Bacavi Community School, Hopi Day School, and the Junior/Senior High School with varying degrees of success.

Hopi Day School started to implement PBIS in 2014 with the help of a consultant who provided training. Buy-in took a long time but it is now fully implemented; all the teachers have been trained and students are familiar with the program. The program has a schoolwide list of expectations and an anti-bullying component. The school also contracted with a counseling service to provide social/emotional counseling to students in need. PBIS was implemented within the context of Hopi values. Both the CSA and the teachers indicated that PBIS improved

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[48] In addition, Hopi Tribal entities and community organizations should work collaboratively and cooperatively to address underlying issues of trauma experienced by students, parents, and guardians. For more specific recommendations on this concept, please refer to **Chapter 8: Educational Continuum** and **Chapter 9: Community Support.**

student behavior and discipline. Teachers look for positive behavior throughout the day. The teachers give tickets written in Hopilavayi to students indicating the positive behavior witnessed. Students can use the tickets to purchase items available in the school or draw for a prize. The program, according to the CSA, has raised student confidence level. The increased student confidence level has been manifested in the number of students speaking at public events and in student engagement: 52 students ran for student council. While no discipline data has been provided, both the CSA and teachers indicated that the program has been effective and improved behavior and discipline.

The Hopi Day School PBIS Handbook addresses expectations, contains a PBIS matrix of the application of these core expectations in the classroom, lunchroom, playground, hallway, bathroom, and on the bus. It describes the PBIS ticket system for reinforcing behavior expectations; presents a behavior referral flowchart that teachers are encouraged to use to prevent student misbehavior; and misbehavior and discipline tracking forms; behavior and discipline consequences; lesson plans for students; and staff appreciation strategies for encouraging positive behavior, modeling them, and implementing PBIS. The Hopi Day School PBIS Handbook can serve as a model for other Hopi schools in implementing PBIS.

Hotevilla-Bacavi Community School developed a set of processes and procedures tailored to its needs, similar to those specified in the PBIS Handbook developed by Hopi Day School. However, PBIS implementation did not work because of its burden on the small staff. The junior high classes have many behavior issues. The school is considering the adoption of a Restorative Justice behavior management system.

First Mesa Elementary School provided PBIS training in 2016-17 but is looking for a new student behavior management system. The school uses the counselor and a behavior interventionist to address student behavior issues. According to the 2015-16 Annual Report the school implemented a behavioral intervention education program focused on awareness and prevention of substance abuse, bullying and gangs. In the lower grades, the program emphasized the importance of being a good friend and showing kindness. The upper grades worked on the harmful effects of drugs, tobacco, and alcohol. The school partnered with Hopi Tribe social services that sent representatives into the classroom and gave presentations on these issues.

Second Mesa Day School created a student behavior management model but stopped using it, according to the teachers, because of lack of administrator follow-through on behavior consequences. They started this year an In-School Suspension (ISS) program. Second Mesa is considering PBIS for 2018-19 and has conducted a PBIS school survey in preparation.

Keams Canyon Elementary School does not have a student behavior management system in place. It uses the school counselor and the response to intervention approach to address student behavior issues. Students with behavior issues are often referred to special education.

The school has a high absenteeism rate due to family issues. According to the needs assessment the school conducted in 2017, students' greatest area of concern was bullying.

Moencopi Day School uses the Character Counts code of conduct. The school did not have a consistent code of conduct. Its implementation varied across teachers and the teachers did not follow through with consequences. Teachers have not received any training in the Character Count program. The school has a new behavior referral form. The school is in the process of formulating expectations and a vision. However, in 2017-18 the school does not have a counselor. The staff member who was the counselor in 2016-17 has been assigned to be a special education teacher. The school has a behavior interventionist, who was the special education aide/technician in 2016-17. The school created a behavior interventionist position in 2017-18. The behavior interventionist has not yet received any training and has not yet developed a behavior intervention plan. Teachers considered the interventionist ineffective. The behavior interventionist deals primary with ISS. Previously, the school did not have any ISS staff. The school also uses Out-of-School Suspension (OSS).

Hopi Junior High School partially implemented PBIS by adopting some of its components and making it less structured. The focus is to keep students in the classroom.

According to elementary school and Hopi Junior/Senior High School administrators, teachers and senior high school students, the schools have serious behavior problems. The problems revolve around drug and alcohol, bullying, vandalism, and a high rate of absenteeism. The presence of gangs was regarded as a minor problem. While the severity of these problems varies across schools and from elementary to secondary grade levels, all (100 percent) Hopi Junior/Senior High School administrators and teachers and 32 percent of elementary school administrators and teachers strongly agreed or agreed that alcohol and drugs are a problem. About 81 percent of Hopi Junior/Senior High School and 72 percent of elementary school administrators and teachers considered bullying a problem. More than 45 percent of Hopi Junior/Senior High School and 32 percent of elementary school administrators and teachers strongly agreed or agreed that vandalism is a problem. Gangs were regarded as a problem by 15 percent of Hopi Junior/Senior High School and 2 percent of elementary school administrators as a problem while 79 percent of the elementary and 64 percent of Hopi Junior/Senior High School administrators and teachers disagreed or strongly disagreed that it was a problem. (See **Figure 6-1.)**

Figure 6-1
Administrator and Teacher Survey – Student Behavior Discipline

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Alcohol and drugs are a problem in this school.					
Elementary school administrators and teachers	3.5%	28.1%	21.1%	31.6%	15.8%

Hopi Junior/Senior High School administrators and teachers	42.3%	57.7%	0.0%	0.0%	0.0%

Bullying is a problem in this school.

Elementary school administrators and teachers	17.5%	54.4%	21.1%	7.0%	0.0%
Hopi Junior/Senior High School administrators and teachers	42.3%	38.5%	11.5%	7.7%	0.0%

Vandalism is a problem in this school.

Elementary school administrators and teachers	1.8%	29.8%	28.1%	33.3%	7.0%
Hopi Junior/Senior High School administrators and teachers	15.4%	30.8%	34.6%	19.2%	0.0%

Gangs are a problem in this school.

Elementary school administrators and teachers	0.0%	1.7%	19.0%	56.9%	22.4%
Hopi Junior/Senior High School administrators and teachers	0.0%	15.4%	30.8%	42.3%	11.5%

Source: Public Works Administrator/Teacher Surveys, December 2017 – January 2018. Percentages are based on responses from 58 elementary school administrators and teachers and 26 Hopi Junior/Senior High School administrators and teachers.

Hopi Senior High School students concurred: 51 percent considered alcohol and drug use "a big problem," 38 percent considered bullying a big problem, 30 percent considered vandalism a big problem, 21 percent considered fights and other disturbances a big problem, and 21 percent considered gangs a big problem. (See **Figure 6-2**.**)**

Figure 6-2
Senior High School Student Survey – School Environment Concerns

	Big Problem	Somewhat of a Problem	Not Much of a Problem
Alcohol and drugs are a problem in this school.	51.2%	34.1%	15.0%
Bullying is a problem in this school.	37.8%	30.4%	31.8%
Vandalism is a problem in this school.	30.4%	35.8%	33.8%
Gangs are a problem in this school.	20.7%	33.1%	46.2%
Fights or other disturbances at School.	20.8%	48.3%	30.9%

Only a few schools provided behavior and disciplinary data requested by the review team. The limited data show that some schools have experienced a large number of behavior incidents. For example, at Keams Canyon Elementary School there were 85 to 58 behavior incidents per year from School Years 2013-14 to 2016-17; or, as a percentage of its enrollment, 96 percent to 48 percent. Although the number of behavior incidents decreased over this period, it is still high. The behavior incidents included bullying, punching, disruptive behavior, name calling, disruptive behavior on the bus, profanity, disrespect, and throwing items. The school attributes the high level of behavior incidents to not having a full-time counselor due to lack of funds.

Chronic and sustained absenteeism – unexcused absences of ten or more days – was also identified as an issue of major concern by some principals. For example, one-third or more of Keams Canyon's students fall into this category. Between SY 2013-14 to 2016-17, 33 to 37 percent of its students had ten days or more of unexcused absences. While the percentage of these students varied annually, there has not been a significant decrease in such absenteeism. (See **Figure 6-3.**)

Figure 6-3
Keams Canyon Elementary School Absenteeism and Behavior Incidents
2013-14 to 2016-17

	SY 2013-14		SY 2014-15		SY 2015-16		SY 2016-17	
Enrollment	89		101		108		122	
Behavior incidents	85	95.5%	73	72.2%	66	61.2%	58	47.5%
Students with more than 10 days unexcused days absent	31	34.8%	33	32.6%	40	37.0%	42	34.3%

Source: Keams Canyon Elementary School, Student Performance Data, 2016-2017.

Disciplinary Policy: The schools have a code of conduct and disciplinary policies. A review of disciplinary policies and associated consequences show that the schools' disciplinary policies and the consequences vary. For example, **Second Mesa** specifies the behaviors that may result in suspension or expulsion, lists the behaviors that do not involve suspension or expulsion, describes the disciplinary action involving short-term (10 days or less) and long-term

suspension (11 days or more), procedures taken when a student is expelled, and the conditions of emergency expulsion.

First Mesa's disciplinary code defines offenses that may merit suspension and short-term (10 days or less) or long-term (11 days or more) expulsion. First Mesa has a Behavior Matrix. The Behavior Matrix has five levels of infractions. The levels of infractions increase in seriousness. The matrix lists 26 infractions and the consequences for each level of infractions' first offense, second offense and, third offense. First Mesa uses the matrix as a guideline and not as a set rule of regulation. Consequences identified with an "*" are alternative recommended consequences, as one or more of the consequences may be appropriate to the given circumstances. (See **Figure 6-4.**)

Figure 6-4
First Mesa Elementary School Discipline Matrix

INFRACTIONS	CONSEQUENCES	CONSEQUENCES	CONSEQUENCES
LEVEL ONE	**First Offense**	**Second Offense**	**Third Offense**
1. **Unprepared for class.** 2. **Use of profanity** 3. **Minor classroom disruption** 4. **Cheating/lying/forgery** 5. **Inappropriate behavior in an educational setting** 6. **Possession of an electronic device including cell phone**	*Verbal warning by teacher *Confiscated by Teacher-Conference with parent *Confiscated by CSA & Conference with parent	*Written warning and parent notification by teacher * Parent/Teacher conference required	*Written warning and parent notification by teacher *Parent/Teacher Conference
LEVEL TWO			
1. **Threats, intimidation, bullying, assault without physical contact** 2. **Leaving school grounds** 3. **Major classroom/lunch room/assembly disruption** 4. **Accessing, possessing or distributing obscene materials**	*Conference with student by Teacher *Parent notification by Teacher *Conference with student, parents, teacher & CSA	*Conference with student by Teacher Parent notification by Teacher *Refer to counselor *In-School Suspension	*Parent notification by Teacher *Parent/Teacher conference required CSA notified Refer to CSA Possible recommendation for in school detention.
LEVEL THREE			

1. **Vandalism/graffiti** 2. **False fire or other type of alarm or general threat.** 3. **Theft** 4. **Fighting/assault** 5. **Sexual Harassment** 6. **Verbal abuse/profanity toward a teacher or staff member** 7. **Possession/use of controlled substances, alcohol, tobacco, paraphernalia, & other illegal substances.** 8. **Trespassing on school grounds when suspended.** 9. **Possession of matches, lighters, other igniters, or similar devices.**	*Parent conference required *3-5 in school detention. *Police contact *Refer to counselor	*Parent Conference with CSA required. *5 days detention or out of school suspension by CSA *Police contact *Restitution with vandalism and /or graffiti	*Parent Conference with CSA required *5 days in school suspension *Possible recommendation by CSA to Governing School Board for long-term (5-10 days) suspension or expulsion
LEVEL FOUR			
1. **Physical assault of a student, teacher or staff member resulting in serious bodily harm** 2. **Arson** 3. **Buying/distribution/possession with intent to sell controlled substances, alcohol, paraphernalia, and other illegal substances** 4. **Eluding or hiding from authorities.**	*Parent conference with CSA required Police contact *5-10 days out of school suspension by CSA *Possible recommendation by CSA to Governing School Board for expulsion.		
LEVEL FIVE **Refer to Principal**			
1. **Possession of a dangerous weapon or instrumentality** 2. **Bomb threat** 3. **Sexual abuse**	*Parent notification Police contact *Recommendation by CSA to Governing School Board for expulsion.		

Moencopi Day School's Behavior Matrix is less elaborate. It lists the violation and the consequences associated with the first, second and third referrals. (See **Figure 6-5.**) For students with continuous or habitual inappropriate behavior, a Panther Team – a student academic support services program – referral is required.

Figure 6-5
Moencopi Day School Behavior Matrix

Violation	1st Referral	2nd Referral	3rd referral
Abusive Language	Student conference held; warning issued; lunch detention	In-School-Suspension (1-2 days)	Out-of-School Suspension (3-5 days); Must sign behavioral contract
Fighting	In-School-Suspension (1-3 days); Parent conference required	In-School-Suspension (3-5 days); Behavioral contract days)	Out-of-school Suspension or possible dismissal hearing
Physical Aggression Others/Self	In-School-Suspension (1-3 days); Parent conference required	In-School-Suspension (3-5 days); Behavioral contract days)	Out-of-school Suspension or possible dismissal hearing
Disruptive Behavior	Student conference held; warning issued; lunch detention	In-School-Suspension (1-2 days)	Out-of-school Suspension or possible dismissal hearing
Theft	In-School-Suspension (1-3 days);	In-School-Suspension (3-5 days);	Out-of-school Suspension or possible dismissal hearing
Bullying/Harassment	In-School-Suspension (1-3 days);	In-School-Suspension (3-5 days);	Out-of-school Suspension or possible dismissal hearing
Vandalism	In-School-Suspension (1-3 days);	In-School-Suspension (3-5 days);	Out-of-school Suspension or possible dismissal hearing

The Hopi Junior/Senior High School Behavior Matrix consists of four levels:

- Level 1: Staff-managed behavior that interferes with classroom learning.
- Level 2: Behaviors that interfere with the school's culture of teaching and learning.
- Level 3: Behaviors that interfere significantly with the school's safety.
- Level 4: Behaviors that are an immediate and direct threat to the school's safety.

For each level, the matrix specifies the respective violations and lists the intervening actions. Intervening actions range from an informal talk with the student, student conference, parent involvement, the Partnership for Alternative Student Success Program (PASS), counseling, short-term suspension (1-9 days), long-term suspension (10 or more days), and expulsion

The survey shows serious dissatisfaction with the disciplinary policies and procedures and their administration at the secondary level. (See **Figure 6-6.**) More than 65 percent of the elementary school and 58 percent of the Hopi Junior/Senior High School administrators and teachers strongly agreed or agreed their school has the disciplinary procedures to maintain order and discipline in the classroom. However, while 60 percent of the elementary school administrators and teachers agreed that the discipline for misconduct is fair and equitable at their school, only 27 percent of the Hopi Junior/Senior High Schools administrators and teachers thought that this was the case in their school. Nearly 60 percent of the Hopi Junior/Senior High Schools administrators and teachers disagreed or strongly disagreed as did 23 percent of the elementary school administrators and teachers. A majority (79 percent) of elementary principals and teachers indicated that students in their school were treated fairly; fewer than half of the Hopi Junior/Senior High School administrators and teachers held the same opinion. However, 65 percent of the Hopi Senior High School students agreed or strongly agreed that discipline for misconduct is fair and follows the policies.

Figure 6-6
Student Behavior Management and Discipline

	Strongly Agree	Agree	Neither Agree nor Disagree	Disagree	Strongly Disagree
Elementary Administrators and Teachers					
Teachers have behavioral procedures to maintain order and discipline in the classroom.	10.3%	55.2%	19.0%	12.1%	3.5%
Discipline for misconduct is fair and equitable according to policy.	17.2%	43.1%	15.5%	22.4%	1.7%
Students are treated fairly.	25.9%	53.5%	12.1%	8.6%	0.0%
Hopi Junior/Senior High School Administrators and Teachers.					
Teachers have behavioral procedures to maintain order and discipline in the classroom.	7.7%	50.0%	19.2%	11.5%	11.5%
Discipline for misconduct is fair and equitable according to policy.	3.9%	23.1%	15.4%	30.8%	26.9%
Students are treated fairly.	16.0%	32.0%	16.0%	32.0%	4.0%
Senior High School Students					
Discipline for misconduct is fair and follows the policies.	19.6%	45.3%	22.3%	4.7%	8.1%

Source: Public Works Administrator/Teacher Survey and Senior High School Survey, December 2017 – January 2018. Percentages are based on responses from 57elementary school administrators and

teachers, 26 Hopi Junior/Senior high administrators and teachers, and 148 Hopi Senior High School students.

Disciplinary Actions: As stated in their disciplinary policies and procedures, at the elementary level, in-school-suspension (ISS) and out-of-school suspensions (OSS) are the primary disciplinary actions taken; expulsion is not used. The elementary schools did not provide data on the infraction/violations that resulted in out-of-school suspension. The data on the number of out-of-school suspensions provided by some of the administrators was provided without any supporting documentation. This information indicates that the rates of out-of-school suspension vary across the schools, from "a few students" in First Mesa, to five to ten students in Hopi Day School, to 20 students in Hotevilla-Bacavi. Hotevilla-Bacavi which has a middle school had a high rate of out-of-school suspensions in 2016-17.

Hotevilla-Bacavi Community School: The school has an in-school-suspension space located in the front office but does not have any staff assigned to the program. The student sits in the office all day and does his/her work. The out-of-school suspension typically involves drug offenses. Students receive OSS for one to three days. In 2016-17, 20 students (about 15 percent) received OSS. No students have been expelled.

Hopi Day School: The school has both ISS and OSS. Students receiving ISS stay in the CSA's office. In 2016-17 between five and ten students (3.5 to 7 percent) received OSS. The goal is to handle most behavior issues in the classroom. The CSA indicated that there is a drug and alcohol problem among students in grades 3 to 6.

First Mesa Elementary School: The ISS is handled by a staff member. Only a few students received OSS in 2016-17. They do not expel students.

Moencopi Day School: The school uses ISS and OSS. The behavior interventionist deals primary with ISS. Previously, the school did not have any ISS staff.

Hopi Junior/Senior High School: The major infractions/violations at the secondary level involve drugs and alcohol. **Figure 6-7** shows the number of infractions/violations that took place during a four-month period in SY 2017-18. The data shows that the volume of infractions varies between the Junior High School and the Senior High School. The highest number of infractions at the Junior High School involve bullying, non-prescribed drug violations, and unauthorized leave. The Senior High School's most common infractions involve non-prescribed drug and alcohol violations.

Figure 6-7
Junior/Senior High School Behavior Infractions

Behavior Infraction	August – November 2017		
	Junior High School	Senior High School	Total
Non-prescribed drug violations (Major infraction)	8	18	26
Alcohol violations (Major infraction)	2	12	14
Bullying (Level 2)	12	1	13
Unauthorized leave (Level 2)	8	6	14

August – November 2017			
Behavior Infraction	**Junior High School**	**Senior High School**	**Total**
Technology misuse (Level 2)	0	1	1
Disorderly conduct (Level 3)	2	0	2
Fire alarm/Arson Threat (Level 3/4)	2	1	3
Physical assault (Level 4)	0	4	4
Weapon/Dangerous Instrument (Level 4)	1	1	2

Source: Hopi Junior/Senior High School Behavior Infractions, August-November 2017, December 2017.

Figure 6-8 shows the number of non-prescribed drug violations and the number of alcohol violations at the Junior High School, Senior High School and in total in September 2016 (SY 2016-17) and September 2017 (SY 2017-18), October 2016 and October 2017, and in November 2016 and November 2017. A comparison of these violation over a three-month period in SY 2016-17 and SY 2017-18 shows that non-prescribed drug violation decreased from 125 in September-November 2016 to 50 in September-November 2017, a 60 percent decrease. The number of alcohol violations increased from 12 in September-November 2016 to 29 in September-November 2017, a 142 percent increase.

Figure 6-8
Behavior Infractions SY 2016-17 and SY 2017-18
September – November Comparison

	SY 2016-17			SY 2017-18		
	Junior High School	**Senior High School**	**Total**	**Junior High School**	**Senior High School**	**Total**
	September 2016			**September 2017**		
Non-prescribed drug violations (Major infraction)	6	22	28	3	5	8
Alcohol violations (Major infraction)	0	0	0	0	2	2
	October 2016			**October 2017**		
Non-prescribed drug violations (Major infraction)	10	34	44	7	12	19
Alcohol violations (Major infraction)	0	6	6	2	11	13
	November 2016			**November 2017**		
Non-prescribed drug violations (Major infraction)	11	42	53	7	16	23
Alcohol violations (Major infraction)	0	6	6	2	12	14
	September – November 2016			**September – November 2017**		
Non-prescribed drug violations	27	98	125	17	33	50

	SY 2016-17			SY 2017-18		
	Junior High School	Senior High School	Total	Junior High School	Senior High School	Total
	September 2016			September 2017		
(Major infraction)						
Alcohol violations (Major infraction)	0	12	12	4	25	29

Source: Hopi Junior/Senior High School Behavior Infractions, August-November 2017, December 2017.

Recommendation 6.1

Implement with fidelity a school-wide student behavior management system in all schools, incorporating into the system Hopi core values and culture.

Research & Best Practices:

Positive Behavioral Intervention and Supports (PBIS) has proven effective when implemented with fidelity school-wide. PBIS implementation in the Hopi schools has been selective, inconsistent, and, based on the information principals/CSAs provided, largely ineffective. The Georgia Department of Education has developed a Tiered Fidelity Inventory (TFI) to measure fidelity of PBIS implementation. TFI is an efficient, valid and reliable tool that measures the extent to which school personnel apply the core features of PBIS at all three tiers.

The Santa Fe Indian School (SFIS), a boarding school, serves approximately 650 students in grades 7-12. SFIS has created a novel method of dealing with student behavioral infractions that, according to administrators, "mirrors the community and incorporates the culture" and core values. This approach has been proven highly effective. The Partnership for Alternative Student Success (PASS) program, funded through general operations, aims to keep students in school rather than expelling them. First, students who get into trouble must join with the dean of students and multi-generational representatives of their families to "tell the story" of how discipline and honor are handled in the Tribe. At the same time, SFIS helps students, as needed, to get into native-run substance abuse programs. The school assigns a PASS teacher to go to the student's facility once a week to provide direct instruction during treatment. Being recognized as an "alternative dispute resolution" (ADR) process in the legal system, has a Department of Justice-funded officer supporting students at school with their remediation plans.

The Cherokee Central School (CCS) located in the Eastern Band of Cherokee in North Carolina consists of three schools: a Cherokee Elementary School, a Cherokee Middle School, and a Cherokee High School. Each school has an "Inside Suspension" program with one full-time staff member. The school has reported few to none outside suspensions over the last several years. Each school also has one full-time social worker, one full-time counselor, and a full-time certified therapist to help troubled students. CCS has an Alternative Education Program

at the high school for students who have legal or discipline issues that a very small number of students attend.

Implementation

Student behavior management systems, when implemented schoolwide with fidelity, have proven to be effective proactive tools in addressing behavior issues, enhancing discipline, and creating a positive and safe school climate. The effective implementation of such a system is resource intensive demanding continuous application; it requires that all administrators and teachers be trained and follow the system guidelines, embedding the system into daily school and classroom operations. Several of the Hopi schools have implemented the system to varying degrees of success. The Hopi school (Hopi Day School) that integrated Hopi values into the system has been most effective in implementing it. Implementation is likely to be more effective if all Hopi elementary schools come to an agreement to use the system and implement it in a collaborative manner. Collaborative implementation is cost effective due to economies of scale and will benefit the schools in multiple ways:

- Integrate Hopi core values and culture into the system;
- Conduct joint administrator and teacher training (and even parent training) in the system;
- Conduct joint training for new teachers;
- Implement a joint planning program for identifying school-wide and classroom-level supports;
- Schedule regular meetings of teachers across schools to discuss classroom implementation issues and develop strategies for addressing those;
- Share effective implementation strategies across schools;
- Develop jointly a student progress tracking system to collect data on student behavior and discipline;
- Monitor the implementation of the student behavior management program and evaluate its effectiveness in improving student discipline.
- Refine program strategies as needed.

Fiscal Impact

The fiscal impact is based on the following assumptions for Tier 1 implementation; Tier 1 implementation is expected to take two years:

PBIS implementation will involve teams of teachers from each school, a coach or trainer who will conduct training workshops, and a leadership team composed of a principal/CSA from each participating school who will monitor implementation. Assuming a two-year implementation with three 1.5-day workshops and two 1.5-day workshops in Year 2, and a half-day meeting of the trainer/coach with the leadership team per year.

- Training workshop costs are estimated at $4,000 per workshop; substitute teacher costs are estimated at $600 per school, and $1,500 per trainer/coach visit with the leadership team. Data system costs are estimated at $400 per school per year.
- Cost of workshops: Three workshops in Year 1 and two workshops in Year 2 @$4,000/workshop = $20,000
- Cost of substitutes: $600/school x six elementary schools x five trainings = $15,000
- Trainer/Coach meeting with leadership team x 2 meetings x $1,500/meeting = $3,000
- Data system: $400 per school x six schools x 2 years = $4,800

Estimated total costs: $21,400 per year or $42,800 over two years.

Estimated costs per school: $3,567 per school per year or $7,134 over two years.

Issue: Guidance & Counseling

Overview: The American School Counselors Association (ASCA) defines an effective school counseling programs as a collaborative effort that benefits students, parents, teachers, administrators, and the community. School counselors are an integral part of the school's academic mission as they help students with academic, career and social/emotional development so that students achieve success in school and are prepared to lead fulfilling lives as responsible members of society. School counselors provide direct and indirect services to students. To achieve maximum program effectiveness, the American School Counselor Association recommends a school counselor to student ratio of 1:250 and that school counselors spend 80 percent or more of their time in direct and indirect services to students.

Finding

Hopi elementary schools provide limited guidance and counseling services. Three of the six elementary schools contract for counselors who come to the schools twice a week for a small number of hours.

The availability of adequate counseling services in Hopi schools is vital, particularly given the economic, social and family challenges that the Hopi students are experiencing. Having a full-time counselor on campus should be a top priority. While all the elementary schools provide counseling services, only half of them have a full-time counselor on staff. The rest contract with organizations in Flagstaff for counseling services to be provided typically twice a week for a small number of hours. (See **Figure 6-9.**)

Administrators interviewed all indicated that the counseling time available for non-special education students is very limited, since the counselor serves both special education and general education students, and special education students' IEP's dictate the frequency and length of counseling services these students need. Counseling is prioritized to those students with the greatest need for services – often students in crisis situations. Although counselors

provide individual and small group sessions, they have little if any time available to offer guidance classes or have group sessions on significant behavior and social relationship issues. Counselors who contract with the schools are even more scarce because they are on campus only one or two days a week and are funded to provide services only for a small number of hours.

Counseling services are impacted negatively by large caseloads on campuses with large numbers of students who have high counseling needs since counselors are unable to effectively respond to all students' needs. Counselors are forced to be in "triage mode" every day identifying and working primarily with students who have life-threatening or critical needs, such as suicidal students, students making homicidal threats, self-harming students, bullying, or students with abuse concerns.

Counselors with high caseloads are not able to address schoolwide interventions such as school climate initiatives, anti-bullying initiatives, and classroom guidance lessons that impact large numbers of students. Serving only a small number of students in need of more individualized attention is inconsistent with the mission of a school guidance and counseling program. According to the American School Counselor Association (ASCA) National Model, every student should have equitable access to the school counseling program. This situation is significantly aggravated in schools with a part-time counselor who is available only one or two days a week.

Figure 6-9
Hopi Schools, Grade Levels, Enrollment, Number of Counselors

School	Grades	Enrollment	Number of Counselors	Full-Time/ Part-Time
First Mesa Elementary School	K-6	158	1	Full-time
Hopi Day School	K-6	143	2	Contractors; one contractor comes on Monday and one comes on Friday
Hotevilla-Bacavi Community School	K-8	137	1	Contractor, twice a week for 2.5 hours each time
Keams Canyon Elementary	K-6	133	1	Full-time
Moencopi Day School*	K-6	153	1	Full-time
Second Mesa Day School	K-6	255	4	Contractors; full-time
Junior/Senior High School	7-12	550	8	Full-time

Source: interviews with Hopi school administrators, November 2017.
In 2017-18 Moencopi does not have a school counselor. The 2016-17 counselor has been assigned to be the special education teacher.

The following section describes the counseling services each school provides. The descriptions are based on information the schools made available through interviews and documents.

Hotevilla-Bacavi Community School: The school uses a consultant who comes twice a week for 2.5 hours. The consultant works both with the general education and the special education students. The counselor works with students whose IEPs indicate the need for ongoing counseling and with their teachers. The IEP outlines the purpose of each counseling session. The counselor's work with regular education students addresses areas such as self-esteem, respecting boundaries, bullying awareness and prevention, drug and alcohol awareness, conflict resolution skills, increasing student performance, and developing good reasoning and decision-making skills. The counselor has one-on-one sessions with students referred by teachers based on students' requests. Currently, the counselor does not teach any guidance classes and hopes to start a class on character guidance addressing behavior and drug issues. Parents expressed the need for a female counselor and a preference for a Hopi counselor.

First Mesa Elementary School has a full-time counselor who is at the school Monday through Friday. The counselor started working at the school in August 2017. The counselor provides both individual and group counseling on academic and social personal issues. The counselor meets with students based on parent requests and student referrals. She also provides career guidance. The counselor pulls out students for individual and group sessions and is also developing a guidance program that will start in the spring. In 2015-16, First Mesa had a full-time counselor who focused on Hopi language and culture. Prior to 2015-16 the school contracted with a company in Flagstaff for four days a week.

Second Mesa Day School has a Student Support Services Coordinator and four full-time counselors. The counselors come from Flagstaff and address social-emotional issues.

Hopi Day School: The school had a full-time counselor two years ago, who left because of a housing hygiene problem. The CSA tried to find a qualified counselor since then and was unsuccessful. The school uses the Arizona Psychology Services in Flagstaff for counseling services. Two counselors come on campus twice a week, one day each, on Monday and Friday. The school plans to extend services to three times a week. The counselor meets with students who are assessed to have the most critical needs and with special education students, as their IEPs specify. Because of the limited time the counselor spends on campus, the counselor cannot offer small group counseling or address issues such as anger management. Last year the counselor did offer a goal setting class. The CSA sees a need for an alcohol and substance abuse counselor. The Tribe has such a counselor but that counselor is not available to the school.

Moencopi Day School has a full-time counselor. Our team was unable to obtain specific details on the school's counseling activities.

Keams Canyon Elementary School has one counselor. In 2016-17, the school hired a full-time counselor after years of insufficient funding to do so. The counselor offers individual and group counseling on behavior issues. The counselor also organized trainings for parents and guardians. The counselor has also implemented an AVID program and a PBIS program to promote students' positive interactions with one another and to decrease bullying.

Hopi Junior/Senior High School: Students have access to eight counselors. The Dean of Students oversees the counselors. The counselors consist of: two academic counselors – one for junior high and one for the senior high school – one alcohol and substance abuse counselor for the senior high school, and special education counselors. The school has a cooperative agreement with Hopi Behavior Health. Counselors spend between 10 and 20 percent of their time on extra duties. The counselors developed a curriculum for a class on Career Preparedness and teach guidance classes on academic topics. The counseling program has two Americorps volunteers who help students with the financial application to college. The two volunteers are funded through the Hopi Foundation.

Administrators and teachers were less satisfied with the quality of their school's guidance and counseling program, including career counseling and college counseling than the students. (See **Figure 6-10** on the following page**.**) Between 24 and 36 percent of the administrators and teachers and 14-15 percent of the students considered these programs to be of poor quality. Notably, nearly half (47 percent) of junior and senior high school parents surveyed said the school's guidance, career, and college counseling programs were poor, and 20 percent or more did not know enough about them to rate them (no parents rated them "excellent").

Figure 6-10
Hopi Junior/Senior High School Administrator, Teacher and Senior High School Students Surveys – Guidance and Counseling

	Excellent	Very Good	Good/ Acceptable	Poor	Don't Know
Guidance and Counseling					
Hopi Junior/Senior High School Administrators and Teachers	0.0%	16.0%	48.0%	24.0%	12.0%
Hopi Senior High School students	19.6%	23.0%	29.1%	14.9%	13.5%
Parents (of Junior/Senior High students only)	0.0%	13.3%	13.3%	46.7%	26.3%
Career Counseling Program					
Hopi Junior/Senior High School Administrators and Teachers	0.0%	12.0%	28.0%	36.0%	24.0%
Hopi Senior High School students	12.9%	19.1%	29.9%	13.6%	24.9%
Parents (of Junior/Senior High students only)	0.0%	0.0%	26.7%%	46.7%	20.0%
College Counseling Program					
Hopi Junior/Senior High School Administrators and Teachers	0.0%	12.0%	32.0%	32.0%	24.0%
Hopi Senior High School students	13.7%	18.5%	28.8%	15.1%	24.0%
Parents	0.0%	6.7%	26.7%	46.7%	20.0%

Source: Public Works Administrator/Teacher Survey and Parent Survey, December 2017- January 2018. Percentages are based on responses from 57 elementary school administrators and teachers, 26 Hopi

Junior/Senior High administrators and teachers, 148 Hopi Senior High School students, and 15 Junior/Senior High school parents.

Recommendation 6.2

Move from part-time contracted counselor positions to full-time counseling positions on all campuses.

Research has shown consistently that lower counselor-to-students ratios are associated with lower disciplinary incidents and higher graduation rates. Although the studies did not address American Indian students specifically, and were conducted in larger schools, their results are insightful. A 2011 study of high poverty schools in Missouri, demonstrated that as the percentage of students receiving free or reduced lunch increased, lowering the counselor-to-students' ratios was an important factor in student academic achievement. It also indicated that high-poverty schools with a 1:250 counselor-to-student ratio had better attendance, lower disciplinary incidents, and higher graduation rates.

Other recent studies also show that school counselors have a positive effect on student achievement. Adding one full-time-equivalent counselor to a school increased boys' reading and math scores by a percent and reduced disciplinary infractions by 20 percent. A 2005 Florida study of elementary school students of a large, ethnically diverse and high poverty school system showed that lower counselor-to-students ratios have a positive and largest differential effect in lowering discipline problems among African-American male students. The study estimated that a counselor-to-students' ratio of 1:250 would result in a 10.8 percent decrease in the probability of a disciplinary recurrence for African American male students and a 9.6 percent drop for students on free or reduced lunch. Overall, the Florida study showed that transitioning from a counselor-to-student ratio of 1:544 to a 1:250 ratio would result in a 25.5 percent decrease in the probability of a disciplinary recurrence for African American male students.

Implementation

As counseling is a high priority of the schools, the schools with contracted part-time counselors should consider several options that will allow them to increase counselor time on their respective campus.

- Option 1: The first option to consider is that having a full-time counselor is a high priority investment, because of the impact this position can have on students. The schools should perform a financial analysis of the costs they are currently incurring with part-time contractors and estimate the cost of having a full-time counselor. Jointly with their respective board, the schools should identify funding sources ranging from the Bureau of Indian Affairs to State of Arizona Department of Education, university Counseling Departments, foundations or other sources. The schools should also identify areas from which funds can be shifted.

- Option 2: A second option, as opposed each of the schools attempting to fund and hire a full-time counselor separately, the three schools with contracted counselors should plan to work together and hire full-time counselors to be shared among them, if these full-time counselors can increase the number of hours they spend in each school from the current level.

- Option 3: A third option would be for all six elementary schools to form a counselor consortium and share all counselors across the schools. The pool of counselors will represent different specialties and they will be assigned to schools based on need. For example, in interviews, principals/CSAs and counselors identified the need for an alcohol and substance abuse counselor and a female counselor. Furthermore, one of the counselors may be responsible for guidance classes and that counselor may cover all the schools. The counselor consortium, operating like a matrix organization, will both optimize available resources, be more responsive to need and address needs more effectively.

Fiscal Impact

Lack of financial data regarding the cost of contracting for a counselor limits our ability to determine the additional investment that a school will have to make to hire a full-time counselor. The assumption is that this cost is higher than what it would be for a counselor who is a school employee on part-time hourly basis.

7 FAMILY ENGAGEMENT

Chapter Summary

Overview: Extensive research indicates that meaningful "Family Engagement" is critical to school improvement. This chapter provides concrete recommendations that can transform the schools' successful "parent involvement" programs into a systemic approach that bring families and schools together as partners in improving student achievement. It includes a step-by-step approach that governing boards and school administrators can strategically integrate family engagement into school improvement activities, a research-based model that works to show teachers and parents how to partner in support of their children's academic goals, and a low-cost way to improve school public relations.

Key Findings:

The key findings presented in **Chapter 7: Family Engagement** are summarized below:

- Family and community engagement activities are rarely strategically integrated into the schools' governance documents or daily operations.

- Hopi schools provide extensive parent communications and hold many successful family engagement activities, but most schools are challenged to find effective strategies to connect with the parents and guardians in meaningful ways that support academic achievement.

- School leaders rarely conduct public relations to promote positive news, either through traditional media or social media, and the schools' web sites are inconsistent and out-of-date.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following for each Hopi school:

- Review school planning documents and integrate family and community engagement strategically and intentionally into the school improvement process.

- Transform the successful communications and involvement activities into an active family engagement model that promotes, trains, and sustains parents and family members to support student achievement.

- Develop and implement a brief public relations plan, which include reaching out to traditional media sources, posting information and news on social media, and uploading documents regularly to the schools' web sites.

Key Findings and Recommendations

Issue: Strategic Family and Community Engagement

Overview: Often seen by Hopi school administrators as redundant and bureaucratic, the federally mandated School Planning documents are supposed to serve as strategic planning guidance and highlight the need to incorporate parents, families, and community members as part of the school improvement process. Updated from the previous No Child Left Behind education law, Every Student Succeeds Act (ESSA), Section 1116 requires that, to the "extent feasible," schools should get out of the "silo" and find ways to coordinate and integrate services. This connects meaningful "family and parent engagement" to expectations and objectives, activities that are specific and measurable, and strategies with identified outcomes.

Finding

Family and community engagement activities are rarely strategically integrated into the schools' governance documents or daily operations.

School Improvement Plans: The schools' School Improvement Plans mention parent involvement, but none tie any specific objectives or actions directly to student achievement. At best, in one example, the plan mentions that parents were welcomed to participate in its development – but not that they did – in fact, participate. The Keams Canyon School Improvement Plan notes that "parents were welcomed to committees to change the school-wide plan," and that they could also join "professional development to gain insights," and "into implementation of the plan." The KCES Plan also noted that IDEA Funding Part B could be applied for special education training including parents. Plus, it included a Classroom Instruction indicator "expecting and monitoring sound homework practices and communications with parents." Similarly, FMES Governing Board bylaws and meeting minutes include a "Call to Public" opportunity for public comment, although rarely used.

AdvancED: The AdvancED accreditation process includes the compilation of data and evidence, stakeholder surveys, a consultant's exit report, and the development of schoolwide goals. "Improvement Priorities," however, did not link family and community engagement in meaningful ways to school improvement.

Annual Reports, submitted to BIE, often described extensive family engagement strategies. Our team received two examples of annual reports to BIE, from Hotevilla-Bacavi (September 2017) and from First Mesa Elementary School (2015-16). Both reports include lots of successful

examples of family engagement, programming with the parent-teacher organizations, and the good work of the parent involvement staff. But little was included that connected these successful activities to the goals or objectives of the AdvancED work or the School Improvement Plan.

Student-Parent Handbooks, which often included the required **Parent-School Compacts**, also listed Parents' responsibilities along with the Schools' responsibilities and required a signature from both parents and students. For example, as described in Second Mesa's Parent-Student Handbook, "A successful education starts with a strong partnership and communication between home and school. Parents/Guardians are partners with teachers, administrators, and the School Board." As in other School Parent Compacts, in First Mesa's Parent-Student Handbook, the parent pledges to fulfill very specific actions, including the promises to "have high expectations for my child as an individual, help my child attend school daily and be on time, communicate and work with teachers and staff, and find a quiet place for homework and ensure Homework is completed." As with the other handbooks and the other schools, these responsibilities were rarely linked to strategies with identified outcomes, measurable objectives, or consistent consequences (even in the case of discipline or chronic absence, according to parent liaisons).

Governing Board Documents: A review of local Governing Board documents from 2016-17, including written agendas and meeting minutes, show that the boards are conducting minimal ongoing Strategic Planning, and rarely including parent, family, and/or community engagement into their planning. For example, in 2016, the Moencopi Parent Liaison reported about the strengthening of the PTO and its October 2016 decision to officially change its title to a "Family/Teacher Organization" to be welcoming to grandparents and guardians as well. She reported about the activities from Native American Week and later how approximately 480 people attended the MDS Thanksgiving Feast (which is a huge turnout for a school of 154 enrolled students at the time). But a few months later, in February 2017, when the AdvancED consultant reports that the school's leadership must "maintain and communication a purpose and direction that commit to high expectations" and needs to "reach out to the community more … to draw them into the school for school functions or any parent involvement," the Board did not integrate the two ideas. This lack of connection between their strategic planning documents and their monthly family engagement activities was consistent across all the Hopi schools' governing boards.

Recommendation 7.1

Incorporate family and community engagement into school improvement plans with a systemic approach.

Working strategically will change the approach from focusing haphazardly on *urgent* matters, to focusing systematically what schools and families/communities feel is most *important.*

The Global Family Engagement Project (GFEP) has extensive research on developing a systemic approach to family engagement. In many districts, GFEP notes, family and community engagement activities were at the margins, separate from the central work of the schools. Instead, schools need to integrate the family engagement framework with the work of instruction rather than as a separate initiative.[49]

According to the U.S. Department of Education (DOE) Office of Innovation and Improvement, to fully ensure that family, school, and community engagement are an integral part of education reform, school districts need to move beyond random acts and develop an approach with the following characteristics:

- shared responsibility in partnership;
- strength-based and collaborative;
- systemic in nature;
- integrated and sustained with purposeful connections to learning;
- learning and outcomes driven; and
- ownership and continuous improvement.

"Family engagement is a critical, non-negotiable, component of a comprehensive strategy to improve our schools," noted a senior DOE leader during the National Policy Forum for Family, School, and Community Engagement.

As an example, the **Nez Perce** tribal education department in Idaho received a STEP grant and developed a Strategic Framework, which included three integrated components, Family Engagement, Native culture and language, and Teaching Culturally. They also ensure parents understand how important it is to their child's well-being to review, understand, and sign the Parent-School Compact.

Implementation

To ensure that the Hopi people are engaged in school improvement and empowered by the school improvement process, systemic integration of family and community engagement should occur on the school and Tribal levels:

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[49] Beyond Random Acts. Family, School and Community Engagement as Integral Part of Education, by Weiss, H.B., Lopez, M.E., and Rosenburg, H. (2010). https://globalfrp.org/

1. **Add Family and Community Engagement to School Improvement Plans**: All school administrators and their School Improvement Committees should review School Improvement Plans and strategically and intentionally integrate language on family and community engagement into the process of school improvement. This should be done in the planning and in implementation stages, on the school and on the tribal levels. This includes all schools' committees, schools' administrator prioritizing, budgeting, and decision-making, local Governing Boards' meetings, and the Hopi Board of Education's meeting. If schools have not completed their "School Improvement Plans," leaders can review their BIE Reports or AdvancED consultants' reports and, if not already incorporated, add clearly-defined objectives and concrete actionable steps that tie family and community engagement to student achievement. Specific examples of objectives, actionable steps, and measurable methods of evaluation will be listed in the following sections on Family Engagement, Public Relations, and Community Support. This review process should be conducted in a collaborative way, with schools' administrators and parent liaisons sharing strategies, discussing ways to improve the process, and finding options for additional resources.

2. **Conduct a Tribal-Level, Community-Wide Strategic Planning Process**: The Hopi Tribe should conduct a Strategic Planning process that incorporates Board members, schools' administrators, teachers, staff, parents, and community members to answer the broader questions of how to integrate family and community engagement into school improvement for all Hopi schools. This community process should provide extensive opportunities for public input and encompass all the active community groups in Hopi, including, but not limited to, the schools, parent advisory groups (PAC, PTA, PIE, FTO), Tribal Council's Health and Education Committee (HEC), Hopi Board of Education, Hopi Department of Education and Workforce Development managers, Hopi Foundation, Hopi Education Endowment Fund (HEEF), First Mesa Youth Center, the Village CSAs, related Tribal services' administrators (courts, social services, and health), business leaders, faith leaders, Hopi Tutuveni, and KUYI Radio 88.1.

   In the short term, the Hopi Foundation, especially if it can obtain a grant for the work, would be a perfect convener of this tribal-level strategic planning process of how schools should integrate family engagement into school improvement. They have already conducted similar work with the Education Summit in 2016 and Hopi Opportunity Youth Gathering in 2016, a Parent and Community Summit at HJSHS on November 30, 2017, and a Youth Summit at HJSHS on November 20, 2017.

   Over the long-term, the Hopi Board of Education should build its capacity to serve this function, with support from the Department of Education and Workforce Development. Alternatively, if the Hopi community decides to create a central authority, this is a role it

can play. Regardless of which leader or organization starts the process, or which governance model ultimately implemented by the Hopi, the HBE should conduct training and capacity building to review governance documents, promote community engagement, evaluate and decide between different strategies and models, and act strategically.

Fiscal Impact

For the school-level strategic planning, school administrators will likely benefit from professional assistance to build capacity in his area. Fiscal impact will be determined by the approach(es) selected.

The more involved step involves integrating family and community engagement objectives, actionable items, and methods of compliance and evaluation in schools' planning documents may be best implemented with professional assistance. There are organizations, such as National PTAs, Center on School, Family, and Community Partnerships at Johns Hopkins University, or the Department of Arizona's Office of Indian Education that may be able to provide resources and support at low or no cost. Further, some schools' administrators may feel comfortable evaluating their options for promising strategies for family engagement – and determining which ones to incorporate into their School Improvement planning – based on the recommendations detailed later in this report. This is also an area where a unified school district, a knowledgeable and experienced schools' superintendent, or more active Department of Education could provide clear guidance and professional support.

At a minimum, schools' administrators and their parent liaisons should come together for a full one-day session. Engagement activities and School Improvement documents could be accomplished with existing resources if facilitated by a committee of schools' parent liaisons, or led by one school's parent liaison, CSA, or the BIE resources office in Albuquerque; or a professional consultant could be engaged.

Finally, the tribal-level Strategic Planning process, if conducted by the Hopi Foundation, would likely induce a cost for their staff time, perhaps $5,000 - $10,000 to conduct a one-day summit, but more if more staff time were entailed. They have the capacity to conduct such a community-wide process, think strategically, and summarize the findings to move the process forward. Alternatively, if conducted by the Hopi Board of Education, with opportunities for public input during board meetings, and supported by the current HBE Office Manager, it would take some time to strengthen Board members' capacity to serve this function, but the fiscal impact would be limited.

Issue: Family Engagement

Overview: Every Hopi school follows the Title I schoolwide program and conducts extensive Parent and Family Engagement. Updated from the "Parent Involvement" sections of No Child Left Behind, the new Every Student Succeeds Act (ESSA), Section 1116, requires "Parent and Family Engagement" that is meaningful, which means that it points toward student success. Creating sustainable academic partnership between teacher and parents has been more of a challenge for Hopi schools.

Finding

Hopi schools provide extensive parent communications and hold many successful family engagement activities, but most schools are challenged to find effective strategies to connect with the parents and guardians in meaningful ways that support academic achievement.

Based on interviews with parent liaisons and other school staff, Hopi schools take parent involvement seriously, work diligently to provide sustained communications and strong family engagement programs, and use creative means to implement a strong parent involvement program. Most of the schools employ a full-time parent liaison, communicate weekly with families, and hold successful family activities monthly. In many instances, hundreds of parents will attend, as the review team observed at the Hopi Day School Shindig in November 2017. Attendance reportedly increases if food is provided, the program includes engaging with the children, or family members are watching their children perform.

The Hopi schools should be commended for the hard work of these staff members to engage families and by the families' willingness to engage so actively with their schools.

The following section provides detail in hopes that Hopi education leaders can learn from each other about the many successful strategies currently being employed in their schools. Overall, schools generally spend the required resources, employ dedicated staff to manage parent involvement, communicate with parents in a timely manner, and conduct an extensive amount of family engagement activities throughout the school year. The schools have active parent-teacher organizations, or they are working to revive them. Finally, schools are engaging with parents and guardians regarding attendance and discipline.

Parent Involvement Funding: As required under ESSA for schools receiving more than $500,000 in Title I funds, the schools must spend at least 1 percent of that funding on Parent Involvement, also referred to as "Parent and Family Engagement". From our team's onsite interviews and document review, every Hopi school is satisfying this requirement. Specifically, the Hopi Junior Senior High School announced in its Parent Advisory Committee (PAC) meeting that it has $9,000 in the budget set aside for Parent Involvement, and encouraged parents to

attend training sessions and conferences. Second Mesa Day School has $6,961 allocated for its 2017-18 budget for Line Item 6582 (Parent Involvement) in its Budget by Grants report. Other schools follow suit.

Parent Involvement Staff: First Mesa, Second Mesa, Moencopi, and Hopi Junior/Senior High School employ a dedicated, full-time "Parent Liaison" who manages the communications, calendar, and family engagement events. The long-time Teacher Supervisor at Hopi Day School manages family engagement there, while the physical education teacher manages it at Hotevilla-Bacavi. At Keams Canyon, events were managed sporadically by the principal, a teacher, or a Student Council sponsor. For schools with a Parent Liaison, she also supports the attendance clerk or registrar by conducting "home visits" when chronic attendance requires a home visit referral. Generally, according to interviews, those home visits stop the problem momentarily and the child returns to school. This has helped to maintain average attendance rates over 90 percent at all Hopi schools. In fact, at least two of the schools maintain attendance rates closer to 95 percent.

Student-Parent Handbooks: Each school annually distributes its own Student-Parent Handbook, which includes a signature page for students and parents to sign. As an ESSA Title I requirement, most of the schools also have a Parent-School Compact which lists the responsibilities of the students as well as the responsibilities of the parents, and requires a signature. In addition, Hopi Day School also has a Policy Manual which includes its detailed parent involvement and PTO policies, and Keams Canyon has a "Parent, Family, and Engagement Policy," for example. Other than asking parents to sign and return the forms, none of the schools had programs around making sure that parents had read or understood the importance of the Compacts.

School Communications: At each school, the school administrator or parent liaison drafts a monthly or semi-monthly newsletter AND a weekly reminder to send home with students for their parents. Monthly newsletters provide information about new staff, school events, parent resources, and updated information about parent organizations and/or Governing Board meetings. Weekly reminders include information about upcoming school activities, parent engagement events, and sports. At Hopi Day School, the principal sends out a quarterly newsletter that discusses varying topics including test preparedness, the value of reading, etc., and the parent liaison sends out a weekly reminder. At Second Mesa, the weekly "Bobcat Reminder" is consistently sent home with students every Monday. The Hopi Junior Senior High School posts the semi-monthly school newsletters written by the Federal Program staff and the "daily reminder" on the home page of its school web site too. In addition, many of the schools send home a monthly calendar of events before each month begins. For First Mesa, Hopi Day, and Second Mesa, those monthly calendars are also available on the schools' web sites. Hotevilla-Bacavi posts an annual calendar of events on its school web site. Some schools send

paperwork home in students' homework folders, sometimes with a place for parents to sign that they read about the reminders. For example, according to a Second Mesa teacher focus group, teachers may put parent reminders on the bottom of the students' list of spelling words, and they require that parents sign students' planners daily.

Electronic Communications: Every Hopi school has a school web site, some of which are provide more information and updates than others. See **Figure 7-7** for more details. HJSHS also has a very active presence on social media (see: http://www.hjshs.org) with 16,382 Facebook views in December 2017 alone! Despite strong consensus amongst interview respondents that "everyone is on Facebook," (possibly because access is free to all recipients of a Cell One phone with or without a data package), none of the other schools have a presence Facebook.

Parent Notification Systems: Schools are starting to use phone or texting for more automatic Parent Notification Systems, especially in times of emergencies, last-minute school closings, or buses that are running late. For example, Hopi Day School just started using ShoutPoint this year, Moencopi is using Call-Logic, and Second Mesa, Hotevilla-Bacavi, and Keams Canyon are using OneCallNow. Some send out automatic voice messages to parents; others send out automatic text messages. A few individual teachers have also started to employ "Class DoJo" to give class parents information directly. In Keams Canyon, a few teachers are using a messaging application to contact their students' parents. In a Moencopi parent focus group, one parent strongly supported using Class Dojo, "I liked her - she was good at informing the parents."

Grades: In addition to other notifications, schools should be commended for connecting parents to their children's academics through access to their grades via frequent progress reports and internet access. Some of the schools are linking up their NASIS data and student grades to password-protected web sites accessible only to parents and guardians. Keams Canyon link to "Infinite Campus," for its parent portal. HJSHS has a "Parent Portal" where parents can view students' grades. They also receive Progress Reports every three weeks.

Parent-Teacher Conferences: All the schools offer parent-teacher conferences, one per each quarter. HJSHS recently started scheduling parent-teacher conferences in the middle of the quarter, to help parents support their children throughout the process. Schools' administrators and teachers concurred parent-teacher conferences are well-attended by most parents, and that teachers reach out by phone to those who cannot attend.

Survey responses confirm the interviews and reports that the school does a good job of communicating with parents, about events and about their children's grades. The slightly lower numbers for notification about absences suggests that schools should continue to hone their

new Parent Notification Systems. **See Figure 7-1** below for survey responses about Parent Communications.

Figure 7-1
Parent Survey Responses about Parent Communications

Percent of Parents/Guardians that "Strongly Agree" or "Agree"	Statement
77.7%	The teachers keep me informed about how my child does in school and if he/she has any learning needs.
73.1 %	My child's teachers give me sufficient information about my child's progress and alert me to any problems.
63.7 %	The school communicates with the parents in a timely manner.
52.6 %	Parents are immediately notified if a child is absent from school.

Source: Public Works, Parent Surveys, November 2017 – January 2018.

Figure 7-2
Administrators/Teachers Survey Responses about Parent Communications

Percent of Staff that "Strongly Agree" or "Agree"	Statement
42.2 %	Parents are notified in a timely manner if a child is absent from school.
56.6%	The school communicates with the parents in a timely manner.
86.7 %	Parents are invited and encouraged to attend school activities.

Source: Public Works, Administrator/Teacher Surveys, November 2017 – January 2018.

Parent-Teacher Organizations: Every Hopi school has its own version of a parent-teacher organization, with separate by-laws, limited interaction between the different organizations, and minimal support from any state or national organizations. Hopi Day School and Hotevilla-Bacavi have active Parent-Teacher Organizations (PTO), with HBCS recently reinvigorating its monthly PTO gatherings, revising its by-laws and getting approval from its Governing Board, and listing its PTO board members on its web site. Hopi Junior Senior High School and Second Mesa each have a Parent Advisory Committees (PAC). First Mesa has a Parents Invest in Education (PIE) program. After a three-year hiatus, Moencopi is reviving its Family Teacher Organization, and actively conducted fundraising.[50] Notably, Moencopi's members voted in fall 2016 to officially call it a "Family Teacher Organization, to give a more welcoming title for not only parents, but for

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[50] According to parent interviews onsite in November 2017, Moencopi FTO's new leadership is experiencing some challenges regarding the Governing Board review and approval of its 2004 bylaws

grandparents and guardians who come to support their students." Keams Canyon has revived its PTO, with an active and enthusiastic new president who is working on its bylaws.

All the parent-teacher organizations fundraise for their schools. The funds are used to buy prizes for student behavior incentives, Princess and Brave Pageant supplies, Heritage Week, for after-school activities, sports events prizes, Winter Ball refreshment, or 6th grade promotion gifts. Sometimes the parent groups fundraise to cover the costs of meals for the parents and children at their meetings, or for their lunches when they volunteer at school. At FMES, for example, the students earn points for bringing in homework, helping others, or behaving in class. They can spend the points at the PIE store, where they can buy candy, pencils, toys, or books. To raise the money for the PIE store, the FMES PIE held a fall festival, carnival, BINGO, and raffled off wood families wanted for heating their homes. They raised over $2,500.

In other schools, like HDS, FMES, SMDS, and HBCS, the PTO meetings incorporate family engagement events into their meetings. HBCS PTO changed its format, for example, to include a "PTO Pawlooza" into every meeting. Similarly, HDS has a PTO meeting every month that includes the children in the events. Over a decade ago, HDS changed its format, calling the meeting a "shindig," including a meal and a student showcase. Every classes shows off something. In November 2017, the third grade read from their essays. The HDS PTO takes about 20 minutes of each month's shindig to conduct business. At FMES, the PIE nights are scheduled for the first Monday of every month; they too have a parent activity at the end of every PIE meeting. At SMDS, every month's PAC meeting incorporates different parent trainings and information sessions. At HJSHS, the monthly PAC meetings are interchanged with monthly potluck dinners, culminating in a final BBQ/Potluck in May. At a recent HJSHS PAC meeting, parents reviewed the school budget for the first time.

Figure 7-3

Hopi Schools' Family Engagement Activities

Family Engagement Activities by School
First Mesa Elementary School - https://fmes.bie.edu
FMES does a parent activity at the end of each PIE meeting, calls them "Parent Parties" and they average 75 parents per activity. Last year, they only averaged 50. They offer childcare at PIE meetings.   <u>**Notable activities**</u>:   • Cultural events occur once a month with lots of community members, i.e. students performed Hopi songs at a recent PIE night   • Family Wellness Nights   • School library is a source of Hopi books
Hopi Day School - https://sites.google.com/hdshawks.org/home

Family Engagement Activities by School

HDS has a very active PTO organization that works with teachers and administrators to provide parent training monthly. It also encourages family involvement through games, movie-nights, and performances. They hold a monthly "SHINDIG" with food, student performances, and business conducted.

Notable activities:

- Parent nights are provided by individual grade levels to encourage parents in the importance of topics such as reading. math, and homework, including a Library Night, a Reading Night (including a drawing for free Scholastic books), and a Math Night. The Math Night is conducted by teachers, per grade. Generally, about 15 parents per class are reported to attend (out of 20-21 students).
- Thanksgiving Luncheon – Teachers use small group activities with parents and students from 9 – 11:30 am, and then eat lunch together at 11:30 am. The activities are in the classroom, where the children are in charge, they can do math games with the guests a Hopi lesson or activity, then rotate, 15-20 minutes at each table. Most parents attend.
- HDS sponsors community activities including the planting and care of an orchard and the introduction of a wind turbine to the Hopi community. HDS opens the building to community events including such events as sponsoring Child Protective Services community awareness of child abuse. HDS provides computers for community use throughout the day.

Second Mesa Day School - http://www.smds.k12.az.us/

Monthly Parent Nights (PAC night") They target one topic and conduct one hour with parents in the classrooms, with their children's teachers. The topic is something related to curriculum (i.e. how to interpret test scores), and parents do the preparation. To prepare a Reading Night or Math Night, the Parent Liaison collaborates with academic staff. The turnout is reportedly good for parent nights in reading, if engaging their children or if the children showcase their work.

Notable activities:

- Parenting Center with 2 laptops, printer, and materials available for parents
- "Parent Volunteer Day" Program every Tuesday from 9-11 am – new since August 2017
- *Fatherhood is Sacred*, *Motherhood is Sacred* – Native American approach (www.NativeAmericanFathers.org) – Finished facilitator training and launching in January 2018.

Hotevilla-Bacavi Community School (K-8) - http://www.hbcs-az.org/

PTO meetings are popular. They changed the format. They have fun "PAWLOOZAs," and they get business done via written surveys. The Pawloozas include student entertainment and a meal (as "food brings parents"). 60 parents attended a recent one (fall 2017). Attendance increases for basketball games and "things involving children." Activities include Open House, PTO meetings/Pawlooza, School Committee meetings, Parent Academic Nights, and Holiday/Special occasion meals with students. Parents were actively involved in preparing for Indian Week activities and student field trips. Parent attendance peaked during Indian Day.

Notable activities:

Family Engagement Activities by School
- School Committees include: School Improvement Team, Parent Involvement, PTO, Schoolwide Activities, Curriculum and Instruction, and Child Study Team.   21st Century Community Learning Center - after-school program includes some community members teaching students   - Provide meals and place to socialize during parent-teacher conferences.

Moencopi Day School - www.moencopidayschool.org

The Moencopi FTO was revived in 2012-16 school year, and is starting to conduct more activities, like the Halloween Fall Carnival, which provides social activities and raised money too.

Notable Activities:

- The Parent Liaison coordinates monthly movie nights for all MDS families, which are well-attended.
- Math Night – group of teachers ran it
- Color Run – promotes healthy Lifestyles
- Nutrition Classes – One-time physical activity for families

Keams Canyon Elementary School - https://kces.bie.edu/index.html

KCES conducts sporadic family engagement activities, and the recently revived PTO plans to do more.

Notable activities:
Keams Canyon is about to embark on a 5-week Parenting Course, offered by the school counselor – 20 people signed up.

Hopi Junior/Senior High School - http://www.hjshs.org/

HJSHS holds monthly PAC meetings interchanged with monthly Potluck dinners. The entire calendar is laid out in the school newsletters, starting in September. In an October 2017 PAC meeting, they reviewed the school budget for the first time.

Notable activities:

- HJSHS has a very active school Facebook page (https://www.facebook.com/OfficialHopiBruins/) with 8000-10,000 views every month and many comments.
- Semi-monthly newsletters and "Daily Reminder" both posted on the home page of the school web site.
- Sports events are very well attended.
- Recent "Coffee House" where students performed and offered snack they created – 50 people attended.
- Held Parent and Community Summit on November 30, 2017 from 5:00 – 8:30 pm, coordinated by Hopi Foundation, HJSHS, and AVID program, where 100 people attended. Held well-attended Youth Summit the week before on November 20, 2017.
- Announced at PAC meeting that $9000 is dedicated to parent involvement, including for parent

Source: Interviews with school administrators and parent liaisons and review of reports and School Improvement Plans, November-December 2017.

In addition, many of the schools (i.e. Hopi Day School, First Mesa) participate with Natives in Partnership (which used to be National Relief Charities). They assist the PTO's to give us "Healthy Living" program and donations. The "Baby Face" program provides pillows, sheets, shower curtains, baby clothes, and other needed supplies for prenatal care until age three. Now the program is elementary-schoolwide distributing necessities like shampoo, toothbrushes, toothpaste, etc. At HDS's Shindig in November 2017, the Natives in Partnership program gave out shoes to students.

Family Engagement Activities: Sometimes run in coordination with the PTO, other programs run entirely by the school staff, all Hopi schools have active family engagement programs. Sports is always a draw, ranging from parents watching their elementary students run cross-country to when the HJSHS gym fills up to see boys' basketball games. School administrators and parent liaisons agreed, meals, student performances, and "anything involving their children" are great incentives for parents to attend. Despite the lack of transportation in many families (administrators estimated that about 60 percent of school children's parents may have cars), parents attend school events in large numbers, "If you notify parents well ahead of time, and remind them to plan for transportation, often from a relative or someone from the same village can carpool," Some parent liaisons even drive parents to events, if necessary. See **Figure 7-3** for a summary of family engagement at each school.

Academically-Related Programming. As noted above in **Figure 7-3**, many of the schools include academically-related programs in their family engagement programming. Some schools offer periodic "family engagement" programs, including math night, explaining the assessments, or literacy night (reading with the kids). FMES holds "Parent Parties," HDS holds parent trainings and Parent Nights that focus on a specific skill, Moencopi held a math night, and KCES is starting a parenting course. In addition, the schools are creatively using Native American values in some parenting programs. Second Mesa just finished facilitator training and, in January, they are launching a "Fatherhood is Sacred, Motherhood is Sacred" program, which uses a Native American approach (see www.nativeamericanfathers.org).

Some parent liaisons suggested that they had difficulty getting parents to attend more "academic" events, unless mixed with food and social or athletic events. Other challenges stem from excessive demands placed on some teachers. For example, one school wanted to hold another "math night" to explain the common core math (which has caused confusion and complaints) to parents. However, since the instructor was also the interim principal, in addition to managing the 4th – 6th grade teachers' rotations, these extra responsibilities left little time for vital outreach and coordination with parents on the math curriculum.

When asked about more academically-related programs, another parent liaison responded, "Some are eager for that, wanting that. They know they're not knowledgeable to help their students, especially when grandparents are parents. They want that support and knowledge to make a great impact. They want more opportunities for different ways to help their students that would contribute to success."

Based on the onsite and phone interviews, as well as the open survey responses, there is near-consensus that schools *want* to "do more" to connect the family engagement activities directly to their child's school achievement. The lack of parent turnout to the more "academic" events, however, leads staff to organize programs instead as one-time events, not connected, managed, and sustained with tangible, goal-oriented, academic objectives. As a result, they are each working in the silo of their own school, often disconnected from its strategic or School Improvement objectives, their results are not as effective as they would prefer. There is also little interaction between the schools' parent liaisons, although they all agreed that they would like to learn from others.

Overall, there is consensus that the schools' family engagement managers are working diligently and that schools communicate effectively with parents and other family members. A large majority of parent (88 percent) and Administrator/Teacher respondents (86 percent) said that parents were "invited and encouraged to attend school activities." This may be the highest level of consensus across all the survey questions, and the schools should be commended for their efforts here.

This successful programming, as well as positive relationships between teachers and parents – especially on the elementary school level – has led to positive feelings about their children's schools. Over three quarters of parents surveyed agreed or strongly agreed that, "The school my child attends has a very positive and friendly learning environment."

Figure 7-4
Parent Survey Responses about Family Engagement

Percent of parents/guardians that "Strongly Agree" and "Agree"[51]	Statement
87.6%	Parents are invited and encouraged to attend school activities.
85.3%	The school encourages parents to volunteer for school events and activities in their child's school
75.5%	The school my child attends has a very positive and friendly learning environment.
77.2%	The school provides a high quality education.

Source: Public Works, Parent Surveys, December 2017 – January 2018.

On the other hand, survey results suggest that parent-teacher relationships need more support. (See **Figure 7-5**.)

Figure 7-5
Administrators/Teachers Survey Responses about Parent-Teacher Relationships

Percent of Staff that "Strongly Agree" or "Agree"[52]	Statement
29.3%	The school has a sufficient number of volunteers to help student and school programs.
36.6%	Parents answer the phone when teachers call, or they call back if they were not available.
32.9%	Parents support teachers when a behavioral or discipline issue arises.
31.7%	Parents support teachers when an academic issue arises.

Source: Public Works, Administrator/Teacher Surveys, December 2017 – January 2018.

When asked for "three things that the school excels," many positive responses were about family engagement. Positive comments included:

- Community Involvement
- They are willing to work with parents
- Parents provide huge support for the school in fundraising activities
- Parent participation
- Willingness to answer any questions
- Parent involvement
- Opportunities for parents/guardians' involvement

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[51] Survey detail provided in **Appendix A.**
[52] Survey detail provided in **Appendix A.**

When asked to list three things that the school could improve, parents made comments that called for stronger connections to academics, teachers, and governing. Comments included:

- Facilitate learning opportunities for parents/guardians;
- Improved communication to parents about academic progress of students per grade;
- Parent/guardian awareness of student's academic standing;
- Engaging parents/guardians in academic decision making;
- Communication with parents;
- Communication from teachers to parents;
- More parent participation on School Governing Board;
- Principal should require teacher involvement at PTO meetings, needs to be more proactive other than operating the school; and
- Teacher involvement in PTO activities.

When asked if they wanted to add anything else to the Parent Survey, one parent wrote:

"Share concerns with parents. Parents can assist in decision making. You cannot keep issues hidden and escalating. They explode and it's not pretty in the end."

One respondent in a community survey summarized the need for parents to get involved as follows:

"Provide Parenting Sessions for parents and care providers. Parent training can involve, positive discipline, new learning trends, family and cultural values, planning and preparation for the student's educational future. Include fine arts, science, health, etc. as part of the curriculum. Make certain that the teaching staff keep up with their certifications and new learning trends. I feel that we have had many excellent teachers come through our education system and they still exist. It is the parents that need to take some responsibility in helping their student excel academically. Stop the education politics. Politics destroys all good things."

Comment Sources: Public Works, Parent Surveys, December 2017 – January 2018.

In the Community Member surveys, respondents agreed that parents and/or other family members should play an active role "to support the education of Hopi children," including the following activities:

- Attend school and teacher meetings (88 percent)
- Volunteer in the school/classroom (66 percent)
- Help with extracurricular activities (55 percent)

- Help with other academic functions (56 percent).

Notably, almost everyone agreed when asked about the importance of attending school and teacher meetings, however, there was not a strong consensus as to whether parents and other family members should "help with other academic functions." The comments written by survey respondents help explain the difference. As shown in **Figure 7-6**, the community members comments show a great deal of insight and understanding of the importance of parental and family engagement in academics and school improvement more broadly.

Figure 7-6
Community Comments about the Role of Parents and Family in Hopi Education:

Community Member Survey Comments
Help with homework (*20 comments*)
Help with homework, special events, fairs, etc. Provide training to parents to enable this.
Support is very important, especially for our Hopi children. Our children need to know they have the support of everyone (parents, grandparents, brothers, sisters, teachers, and community). This support could include encouragement of continuing education and the importance of having an education in today's world. Just having positive support of everyone could change the thoughts and viewpoints of any child to influence their future.
Parents are the child's first teacher and should be involved at all levels of education, including post-secondary.
Parent and family members need to take a more active role in the quality of educational programs provided by the Tribe. They cannot sit back and criticize what is being provided; they need to step forward to become part of making a positive change.
Become aware of our educational shortcomings and help make improvements. Go back to school.
Find out what they're into/their interests. Parents may learn from student.
Run academic decathlons, spelling bees
Volunteering in the school/classroom should be required.
Engage in school board and community leadership roles. Not accept under-performing school outcomes. Help develop housing (for everyone- teachers, families etc.) and service sector (economy - grocery stores, hair salons, service stations, etc.)
Involvement in fundraising activities. Have a desire to be present at parent teacher conferences.
Support is very important, especially for our Hopi children. Our children need to know they have the support of everyone (parents, grandparents, brothers, sisters, teachers, and community). This support could include encouragement of continuing education and the importance of having an education in today's world. Just having positive support of everyone could change the thoughts and viewpoints of any child to influence their future.
Parents/family need to be proactive with their children's education. PROACTIVE and not be critical of the schools or teachers if their kids are not being treated the way the parent/family feels they should be

Community Member Survey Comments

treated. We have too many parents that take up for their kids and not listen to what schools/teacher need help with. Go back to old ways where we stick up for teachers more and not kids. Kids are getting away with too much and parents/family allow it. It hurts kids' education!

A lot of the parents are young and are not understanding on what they need to ask or if it is even a priority to attend. Allowing those students that have no control over parental consents. A lot of other family members are willing to attend on behalf of parent but are told that it has to be the parent or authorized persons.

Show their support by being involved with their children's overall education including sports and other extracurricular activities

Anything and everything to help the schools out. We have community schools so our responsibility for all children, not one particular school. Need to create a cohesive learning environment for parents, guardians, and students.

Having the schools allow for parent/guardian or even grandparents to participate or be a part of any extracurricular activities. Especially being able to volunteer.

Parents play a BIG role in their child's education. It all starts at the home. Parents also need to attend the meetings that pertain to their child. It's sad to see at Parent Teacher Conferences there are only a handful of parents that attend. Than when their student is ready to graduate they can't due to not enough credits, then the parents are all upset.

To have a well-rounded child I believe all support in academics and extra-curricular activities should.

Parents and relatives need to be involved with a student's school life. The student feels more important when he/she can see the support provided.

Attend functions that are related to the academics, not just sports.

Statistics show that students with actively involved parents in the school excel academically.

Parents should help their children by assisting their kids in their projects or homework.

Be involved choosing the type of curriculum that will be taught, PTO, PAC, etc.

We are interactive with homework - not to do it for them but to help them with another viewpoint if they are struggling or to cheer with them in their success of learning material easily. We ask questions each day, "How was your day? What are you learning? What was your favorite part of the day?..." Volunteering in the classroom is a special activity not all can do but if its welcomed, it's very valuable. Being present physically and letting your children (and teachers) know you support them, that you want to be involved and included in their learning is so important. If our children ask or choose to do extra activities beyond the school day, we let them explore and experience that part of growing and learning. Chess club, orchestra, band, drama club, student council (leadership), etc. For us, we just don't send our children to school each day, we remind, encourage, learn with them, teach them, support and foster their experiences every day.

Have parents/family members attend school and/or trainings to learn the skills to assist their children at home. Teaching styles have changed significantly to where I am not able to help my grandkids with their homework, especially math. Parental involvement is a must, possibly have the parents/guardians sign a contract to be involved or must complete "X" hours per quarter.

Community Member Survey Comments

Parents and family members should help as much as possible to support their students and foster a sense of importance in education. On the other hand, the schools should continue to support the parents by welcoming their input and help or being understanding of them and their situations. Community members also have a chance to play a role in schools, such as with mentorship.

Be informed of what the school needs from them. Know what their children needs to experience success in the classroom

Be concerned on how students are doing in school. Seems like only a handful of parents/family members are concerned. This leads to no parent control of their own students of how well they should be doing.

For students K-3, more parent involvement. Grade 4 and up at the discretion of the parent, student, and teacher.

It should be emphasized that all parents read to their children very early on provide other forms of learning as the child's brain largely develops by age 5. Parents should be taught the importance of being engaged in their child's education process. Schools can help parents learn subject matters they want parents to reinforce as homework. More organized learning experience opportunities should be provided children at the earliest possible time after birth. For example, Child/Day Care Centers & Head Start Centers should ensure well-rounded learning opportunities in a safe environment.

Parents need to be pro-active in their child's daily activities. The schools need to be more inviting to the parents without degrading the parents. We moved from the city to the reservation so my kids could learn the cultural aspect of who they are.

All of the above, and the schools need to be open to inviting parents to participate beyond the fundraising for schools. We have skilled professionals that can help to build a strong school if the administrations, school boards, and Tribe provide the opportunity for community to get involved beyond the fun stuff (dances, fundraisers, field trips, etc.).

Parents and family members should become more involved with school functions that are planned during the school year, which will motivate their student/s to participate in activities as well as in the school academics.

Attend school and teacher meetings. and support their children at home and school. teaching begins within the home. teachers teach subjects and parents need to try to piggy back on their teaching, "TRY" some parents are uneducated and may need help to continue to teach important subjects that are taught in school.

Give support by getting involved with the child in their school activities. Local Schools need to be open to parental involvement, especially when there a positive thing is happening. It seems the only time parents get involved with their children is when they are in sports or when they are in trouble.

Attend PAC meetings and attend teacher conferences beginning from Head Start to High School.

Other than supporting the sports aspect of extracurricular activities, the tribal government, IHS and other programs could enter into agreements with Hopi high school to provide hands on experience in the workplace. The Hopi High school could introduce other forms of activities such as music, dance, drivers ed., intellectual debate, clubs, community services, youth council, exposure to national youth conferences and nominations/participations on the development of these activities. There is so much

Community Member Survey Comments
the Hopi High School can do, it just takes motivated staff and of course money.
Discipline and encourage respectful behavior with their children.
Fundraising. (*about 5 comments*)
To completely understand & support the school. This is what should happen as often as possible. Be a participant.
Keep the Tribal Council from grandstanding on education.
Be a support system for their scholars. Scholars need to know that they have support at home in every aspect of their lives. This helps scholars realize that they are important and they can make a difference.
Become familiar with their children don't just send them to school and expect teachers to teach them. Actually sit with them to hear them read or not read.
Become the team for development of cultural curriculum and seek local community individuals willing to lend their knowledge. Community should help suggest more ways to include cultural education with support from the schools and Tribe.
Attend parent/teacher meetings, attend school functions, help students with school work, attend classes.
Keep open communications with schools. Make sure your voices are heard. Don't be afraid to voice your opinion.
While parent involvement is always encouraged, the value of education must be encouraged in all settings. We must encourage creativity, use of technology, balance between cultural involvement and attainment of a vocation, higher education and other post high school dreams that will sustain the student long term.
Parents are a VITAL part in our children's education. They need to be engaged in their children's learning. Support is critical to the success of the children.
Support at all levels is needed. Acknowledgement in all forms is also needed. We live and work in a high poverty area and that needs to be at the forefront of understanding. Not all parents can make "all" events and that needs to be understood and acknowledged. It seems that all we heard, when our kids were in school, was scolding from school professionals, talk about how awful our kids were with alcohol, drugs, personal displays of affection, you name it - we heard it. It seems that if it wasn't the negative extreme, focus on only certain "favored" kids was shown. What about the middle ground? What about the kids who got to school despite all the challenges at home? It just seems like there wasn't a balance about where to focus attention and so the bad stuff was always focused on.
Family/community support, traditional/cultural at home, accountability.
Participate in anything that is offered to parents and community. A Coordinated School Health System also puts emphasis on community engagement, not just for parents or guardians. This allows for community members and nontraditional school partners to engage in the education of children.

Parent Involvement in Decision-Making: Parents play a limited role in decision-making about

the schools. Most of the school committees included only teachers and other staff. There was no evidence that any of the schools held an annual Title I Meeting, or that they conduct an annual Title I parent survey. Each school has its own Governing Board, and some of the elected officials invariably include parents. While the CSAs/principals attend and often report at the monthly Governing Board meetings, few other parents or community members attend those local board meetings or the broader HBE meetings. As of our team's onsite visit in November 2017, the schools had their respective Governing Board meeting agendas posted on the school bulletin boards, however, only a few had them also posted on their schools' web sites. (See **Figure 7-7.**) Some of the schools have the contact information for Board members on the school's web site, but only FMES posted the Governing Board meeting minutes on its school web site at: https://fmes.bie.edu.

Recommendation 7.2

Transform the successful communications and involvement activities into an active family engagement model that promotes, trains, and sustains parents and family members to support student achievement.

Research & Best Practices:

Family engagement works. Research indicates that when parents are involved, students perform higher than when they are uninvolved, "but considerably greater achievement benefits are noted when parent involvement is *active*." (Parent Involvement in Education, Cotton and Wikelund, 1989).[53] All of the active forms of parent involvement are effective in bringing about improvements in students' attitudes and behavior. But "direct parent involvement in instruction" seems to be the single most powerful approach for fostering achievement benefits.

A 15-year longitudinal study conducted in 400 struggling Chicago schools found that schools with strong family and community ties, regardless of any other factors, were four times more likely to improve in reading, and 10 times more likely to improve in math.[54]

Orientation and training particularly enhances the effectiveness of parent involvement. Parents generally want and need direction to participate with maximum effectiveness. Orientation/training takes many forms, from providing written directions with a send-home instructional packet; to providing "make-and-take" workshops where parents construct, see

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[53] http://educationnorthwest.org/sites/default/files/parent-involvement-in-education.pdf
[54] http://www.roadmapproject.org/wp-content/uploads/2012/11/Final-Report_Engaged-Parents-Successful-Students-Report-9-12-12.pdf

demonstrations of, and practice using instructional games; to programs in which parents receive extensive training and ongoing supervision by school personnel.[55]

According to the Family Engagement Inventory, certain Family Engagement activities have more impact on student performance than others. (See **Figure 7-7**.)

Figure 7-7
Family Engagement Inventory

Lower Impact				Higher Impact
Celebrations	Performances and showcases	Parent-teacher conferences	Goal-setting talks	Weekly data-sharing folders
Fundraisers	Parent resource rooms	Back to School Night	Student-specific communication	Home visits
Potlucks	Family support services	School or class newsletters	Positive phone calls home	Curriculum mini-lessons
Parents help on administrative tasks	General parent trainings	Interactive homework	Classroom observations	Parents help on learning projects

Source: "Tribal Education Status Report," New Mexico Public Education Department, November 2016;[56] used as a resource on the Navajo Nation's education department web site.

More resources from the New Mexico School Communities' Family, School, and Community Partnerships are available at www.nmengaged.com. The "Family Toolkit" is available at www.cesdp.nmhu.edu.

The **Nez Perce** education department views the STEP program as having three critical parts, with the family engagement piece as the equal third part. The family engagement component recognizes the role of the family as the first educator and organizes the parents and school staff to work together to assess parent involvement programs, policies, and practices. This partnership between parents and teachers helps to motivate students to recognize the value of education, stay in school, graduate, and go to college.

Using a model developed by the Academic Development Institute (ADI) for School Network, the Education Department formed "Family Engagement Teams" (elementary and MS/HS), which

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[55] Parent Involvement in Education, Cotton and Wikelund, 1989. See:
http://educationnorthwest.org/sites/default/files/parent-involvement-in-education.pdf
[56] http://navajonationdode.org/uploads/files/IE%20TESR%20SY%202015-2016-finalpa11_10_16.pdf.

consisted of half parents and half school staff; used a "Family Engagement Tool" to assess school's family engagement programs, policies, and practices; implemented a "School Community Index" survey to assess each school's parent involvement efforts and the "curriculum of the home;" developed an action plan for the school year; and provided technical assistance and coaching to the schools' Family Engagement Teams; and entered data and plans into each school's WISE tool. Each school also worked to ensure that they provide a welcoming place to school. For example, the school held a campaign to ensure that all parents were reading the School-Parent Compact. After parents read the compacts, they were to post a "WildCat Paw" on the board and take a picture! Also, a picture of the compact was posted in every classroom.

As described earlier, the Education Department is also supporting the school's capacity to "teach culturally," (instead of "teaching culture"). This helps the family engagement component because it brings native history, leaders, ancestors, and language into the classrooms, which reinforces a positive feeling, hopefully replacing any negative perceptions about schools. When the schools remind parents that they too are educators, that this "shared leadership" model between parents and teachers recognizes that parents are the experts on how their children learn, "Their eyes light up," said Ms. Woodward. Family nights includes free meals and prizes. Implementing "Family Link" to ensure that the child made it to class and provides a forum for parents to review their child's grades regularly. The Kamiah schools' community has been using Facebook for a while,[57] and now Lapwai is using it too[58] (including for weekly updates from the schools' superintendent). The schools are promoting positive communications with parents too, ensuring that teachers or counselors call with good news. One Department leader retold a story about a Kamiah Elementary School counselor calling a grandparent (guardian) with a "positive contact" and how it "changed our whole world that night."

Montana Schools of Promise: The Montana Office of Public Instruction launched Schools of Promise in 2009, a statewide reform initiative funded through a Federal School Improvement Grant, aimed at dramatically accelerating student achievement on the Fort Peck Reservation, home to the **Assiniboine** and **Sioux Tribes;** the **Northern Cheyenne Indian Reservation**, and the **Crow Indian Reservation**. The State worked closely with all three communities to engage families and community members in school improvement efforts. Key engagement strategies included hiring parent/community liaisons, conducting readiness surveys, teacher/parent home visits, community meetings and partnerships, and a "wraparound" intervention program. The Montana DOE engages family and community members in school improvement; cultivating trust

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[57] Kamiah Elementary School. https://www.facebook.com/Kamiah-Elementary-School-1518928835069301/
Kamiah Middle School. https://www.facebook.com/Kamiah-Middle-School-777844965687679/
Kamiah High School. https://www.facebook.com/Kamiah-High-School-1654585484856122/
[58] Lapwai School District. https://www.facebook.com/Lapwai-School-District-341-487308784658642/

and meaningful connection between school, students, and families. For example, in one year, reading proficiency rose almost 17 percent and graduation rates rose 15 percent across the four high schools.[59]

Finally, three Tribal Education Codes include language on parent involvement: **Rosebud Sioux**, the **Navajo**, and the **Yankton Sioux**. The Rosebud Sioux have the strongest requirement in that the local school boards are required to report their compliance with the parent and community section to the Tribal Education Department, so accountability is evident.

Implementation

If schools integrate family engagement strategically into school improvement, there will likely be more buy-in from parents and grandparents to engage in events that support academics. Any strategy should involve a required training component on how to build teacher-parent relationships and partnerships to improve student achievement. Parents are looking for ways to help their students, according to the schools' parent liaisons, and research suggests that teachers need to build capacity to provide that help.

Models include home visits by teachers, or other ways to connect teachers to their students and families, such as Academic Parent Teacher Teams (APTT). To sustain the active parent model, Hopi schools should provide parenting programs, physical sites or centers, or online, and connect resources to training activities, and schools must manage and maintain action plans to incorporate the trainings. To be effective, they should not be one-time only events, but part of an ongoing program. Finally, schools must comply with the Title I requirements of an annual survey, meeting, and reporting on parent involvement spending. (See more on the use of the schools' web sites and recommendations for schools' Facebook pages in the following "Public Relations" section.)

We recommend three critical strategies that, when combined are feasible, cost-effective steps that can dramatically change the school culture and academic outcomes. home visits, academic parent-teacher teams, and engaging programs with sustained action plans to build parents' capacity.

Home Visits: In Hopi, home visits by teachers to their students' homes before school started each year would build teacher-parent relationships proactively, instead of having the parent liaison visit in response to an attendance-related "home visit referral" or the teacher call only after a disciplinary incident. For Hopi students in grades K-6, classroom teachers have between 12 and 20 students, making 30 – 60-minute home visits a feasible option. If parents or family

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[59] https://opi.mt.gov/Educators/Teaching-Learning/Indian-Education/What-is-the-Schools-of-Promise

members are uncomfortable having teachers in their homes, meetings could be set up in their respective villages' community centers – but NOT in the school. The key to home visits is to discuss broad student aspirations and parents' hopes for their children, and to establish a personal relationship outside the school setting.

A 2010 California State University at Sacramento (CSUS) study found evidence that home visits could increase student performance, jumpstart parent involvement, reduce discipline problems and increase overall positive attitudes toward school. If done correctly, a home visit program can give teachers, parents, and students a better opportunity for connection, communication, and collaboration.

Positive Phone Calls Home: As an alternative to, or in combination with home visits, all elementary classroom teachers could be directed to make "positive phone calls home" in August to introduce themselves and have similarly broad, relationship-building conversations. As illustrated in **Figure 7-6**, research shows that positive phone calls to the home can have a high impact on student achievement, although not as "high-impact" as visits to children's home.

Academic Parent Teacher Teams (APTT): In Hopi, high percentages of parents are attending parent-teacher conferences each quarter, but our team saw little evidence that the schools were using that time or involvement effectively. Instead, teachers should be trained in a new model, the "Academic Parent Teacher Team (APTT), designed by a fellow former Creighton, Arizona superintendent Maria Paredes. The format creates a systematic pathway for teachers to share grade-level information, tools, and strategies that families can apply at home to accelerate student learning. By implementing APTT, schools take responsibility for engaging in a collaborative process to build strong relationships with their students' families and to empower those families to make concrete contributions to student growth and achievement.

"To be truly engaged in their child's education, … parents have to know what's happening in the classroom and know exactly what they can do at home to support learning."[60] – Pat McCoy, Principal, North Elementary School, Okechobee, Florida

Building on over four decades of research indicating that family engagement is one of the strongest predictors of students' academic success, APTT takes a more focused and academically-oriented approach than most traditional school-family participation events.

In place of traditional parent-teacher conferences, parents attend three 75-minute classroom team meetings and one 30-minute individual parent-teacher conference each year. At the team meetings, the teacher explains to each parent the most important things a child needs to learn

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[60] https://www.wested.org/rd_alert_online/empowering-families-to-improve-student-learning/

to be at grade-level in each subject. Then academic performance data of the class as a whole is presented alongside the individual child's performance data. Parents are provided a specific learning activity to reinforce a specific skill; the teacher models activities that parents can do at home with their children, and parents practice the activities together in small groups. The teacher provides any materials the parents need to practice that skill with their child at home. The key is that the teacher helps the parents set 60-day parent-student academic goals for their children. Teachers check back in later at a 30-minute individual conference, where parents and teachers create an action plan together to optimize learning. Additional conferences may be arranged if needed.

The training has several purposes: 1) to change teacher beliefs and mindsets about parents, so they see parents as assets and engaging them as part of their responsibility; 2) to build trusting, mutually respectful relationships and two-way communication with families; 3) to help teachers work with parents (and their surrogates), so they can play the roles that help students succeed; 4) and to enable teachers to learn from families about their children, so they can better teach them. Plus, according to Parades, "Parents give other parents ideas for successful practice at home. It forms a community."[61]

Schools all over Arizona have implemented the APTT model, after trainings in places like Flagstaff. "Parents appreciate it, and they do the work," Paredes said. "Parents become dedicated to show their kids can meet the goals and their children progress so quickly that teachers are in awe."

The APTT model is evidence-based. Parents' access to student performance data encourages high expectations and increases efforts to help students practice academic skills at home. As such, test data show remarkable short-term academic gains among first graders in APTT classes. This is consistent with broader parent involvement research that indicates that parents' expectations matter. Strong parental expectations for academic achievement of their children is the strongest indicator of student achievement, and it is the most important part of parent involvement.[62]

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[61] Osbourne, David, Director, Reinventing America's Schools, Progressive Policy Institute. "Engaging Families to Help Students Succeed," *US News & World Report.* November 30, 2015. https://www.usnews.com/opinion/knowledge-bank/2015/11/30/engaging-families-is-key-to-improving-student-achievement-in-school

[62] S. Wilder, Journal of Educational Review, 2014: Vol. 66, Issue 3. http://www.tandfonline.com/doi/full/10.1080/00131911.2013.780009?src=recsys

The APTT program has established meaningful partnerships with the local community colleges, Arizona State University, APIRC, Helios Education Foundation, and Rio Salado College, and APTT trainings are available onsite or in locations across Arizona.

Capacity Building and Action Plans. Hopi schools should maintain their successful family engagement programming, but ensure that it is focused on "engaging" parents and families, not just "involving" them through food, listening, and watching. Parents need to actively "do" something at each event too. (Engage vs. Involve).[63] Notably, the parent training activities should not be developed as one-time only events. Rather, they should be systemically related to the academic progress of their children, and the same topics or themes should be consistently reinforced and expanded on throughout the year.

By using an APTT model throughout the school year, schools can communicate their expectations of parents, and more specifically about what their children are learning – especially in language arts and math. But the APTT model is only one model. There are others, as noted below. Research shows that the key component to any sustained family engagement program is that when parents talk to their children about school, expect them to do well, make sure that out-of-school activities are constructive, and help them plan for college, their children perform better in school. Here are three other examples:

- In 2002, Project EASE (Early Access to Success in Education) literacy program in Minnesota offered home and school activities for kindergartners and their families. In sessions at school, trained parent educators coached mothers in developing literacy skills. Then teachers sent home book-related activities for parents to do with their children. Over one year, the students in Project EASE made significantly greater gains on language scores than children in a control group. The more activities a family completed, the higher their students' gains were likely to be.[64]

- In 1998, workshops in West Virginia schools enhanced parents' skills to help their children. Parents received learning packets in reading and math, as well as training in how to use them. The researchers found that students with more highly involved parents were more likely to gain in both reading and math based on pretest scores and posttest scores.

- Before that, Joyce Epstein and colleagues at Johns Hopkins University developed an interactive homework program called TIPS (Teachers Involving Parents in

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[63] See: https://www.readyrosie.com/essa-parent-and-family-engagement/
[64] New Wave of Evidence 2002 – Henderson & Mapp
http://www.sedl.org/connections/resources/evidence.pdf

Schoolwork). In a study of TIPS for Writing in two Baltimore middle schools, Epstein and her colleagues found that parent involvement in TIPS boosted sixth- and eighth-grade students' writing scores. Almost 700 sixth- and eighth-grade students and their families took part in the 1997 study. The more TIPS homework students completed, the better their grades in language arts (Epstein, Simon, and Salinas, 1997).

Coordination/Management: The above strategies could be implemented in each school individually through the continued employment of a staff member trained in and able to manage a strategic, sustainable family engagement process. On the other hand, the schools could likely save significant funds jointly organizing trainings for the home visits and to implement the new model. The schools' administrators and parent engagement staff should coordinate the efforts of different Hopi schools. They are currently working in silos and could benefit from sharing strategies, parent notification systems, Facebook rules, standards for uploading documents to school web sites for transparency and accountability, and even physical or online resources for parenting centers. They should also share professional development costs for training teachers to work in partnership with parents. A jointly-managed and/or jointly funded Parenting Center could also be an asset to support the individual schools' Parent and Family Engagement efforts.

Hopi Code Requirement: Regardless of the combination of methods selected to strengthen and integrate parent and family engagement into school improvement efforts, the Hopi people should consider updating Ordinance #36 to include requirements on parental or family engagement (see **Rosebud Sioux**, **Yankton Sioux**, and **Navajo** examples).

Fiscal Impact

This recommendation can be implemented with existing resources because most of the schools already employ dedicated staff; however, the review team estimates costs of approximately $240,000 to fully provide capacity building and set up trainings.

- Home Visits could be conducted over a two-day period before in-service or school began in August. Depending on how the visits are structured, they could replace another professional development program. If they will lead to additional teacher time, teachers will need to be compensated at approximately $200 per day for the two-days. Alternatively, scheduling "positive phone calls home" could be relatively cost-free as well, depending on how teachers' time is structured.

- APTT – Professional development training would be needed to implement the new strategies. Cost for training ranges between $42,000 - $46,000 per school, depending on travel needs. If the trainers serve more than one school, the price decreases. As the elementary schools and Hotevilla-Bacavi have one to two classrooms per grade, each with a lead teacher that can build relationships with the students and parents/guardians, our

recommendation would be to implement this model with those six schools first. With that suggestion, the one-time cost would be about $240,000.

- Focus on "Parent and Family *Engagement*," not just "Involvement," could be done with current Title I Parent Involvement funds.

Issue: Public Relations

Overview: According to onsite interviews and review of the local newspapers, Hopi school leaders conduct few outreach activities to the broader (non-school) community. Without positive news about the schools, parents often make decisions about which school to enroll their children based on rumors, misperceptions, or anecdotes. For example, one parent described "happier teachers" as a reason to send her child to one elementary school over another. Another parent had heard of a teacher calling a child "stupid," and as a result chose a school away from her village, even though it meant a much longer bus ride for her child.

Of the 526 on-reservation high school students, nearly one-third (27 percent) attend school off-reservation, according to a Hopi Foundation reports from December 2015. As the schools reported, 70 Hopi students were enrolled in Tuba City schools, 26 at Greyhills Academy, 39 at Flagstaff High School, plus others in Holbrook and Winslow. A positive school public relations' program can build strong parent support, help offset rumors and clarify misconceptions, and may ultimately encourage students to attend their local schools. It can also promote stronger community support, as detailed further in the next chapter.

Finding

School leaders rarely conduct public relations to promote positive news, either through traditional media or social media, and the schools' web sites are inconsistent and out-of-date.

When interviewed, school leaders confirmed that they do not currently conduct public relations campaigns, nor do any staff members serve in that capacity. At best, a school will submit a "press release" about a field trip or enrichment program to the local newspaper, the *Hopi Tutuveni*, as the HJSHS did, with the help of a public relations consultant in spring 2017. In fact, one principal was under the impression that submitting a press release was synonymous with submitting an advertisement, which would require payment. The schools do send in job notices often to the paper, so they are aware of that process. Parents and community members may use the newspaper as an opportunity to voice their opinions through "letters to the editor". The newspaper also publishes recent Hopi Tribal Council actions, but rarely with a detailed analysis of the education-related issues. Conversations with schools' staff and the local Hopi radio station, 88.1-KUYI, confirmed that radio media is not being utilized to promote schools or

communicate with the community about education-related issues. During the site visit, the radio station was airing the Tribal Council Chairman's debate being held at the high school.

As another means of communicating with the public, social media, only the Hopi Junior Senior High School is publicizing events and providing information and reminders on Facebook. The other schools have Facebook landing pages, that parents tag in their announcements, but they do not maintain a Facebook page, nor do they post any information on other social media. This is particularly notable because there was consensus among schools' administrators, teachers, students, and parents themselves that about 90 percent of Hopi parents have access to a smart phone, including Facebook, "Everyone is on Facebook!" The local mobile cell provider, Cell One, provides free smart phones to low-income families. These phones include unlimited calls, texts, and access to Facebook. Yet the schools are missing the opportunity to connect with their family and community members in this manner. In fact, one CSA indicated that the "school lawyer" told them not to use it.

Finally, schools are also missing opportunities to use the Internet to promote their activities, students' achievements, and community governance. Every Hopi school has a web site; a November 2017 review of all the schools' web sites showed that they include a variety of different information resources and documents, uploaded at irregular times. Some have pages whose titles indicate they are intended for specific information (such as staff listing or governing board information), but which are unpopulated. For information on each school's web site, see **Figure 7-8**. In interviews, parents generally indicated that they do not use school web sites as a reliable source for information about the schools.

Figure 7-8
Information Resources Available on Hopi Schools' Web Sites

School	Mission Vision	Staff	Calendar	Governing Board	PTO/ PAC	Newsletter
First Mesa Elementary School **https://fmes.bie.edu/** Schedule – 8-3 pm	Mission Vision + logo	YES, with pictures & e-mails	YES	Governing Board + meeting minutes (2015 - spring 2017)	--	Weekly reminder (Nov 13-17)
Hopi Day School **https://sites.google.com/ hdshawks.org/home**	-	-	YES Google Calendar – with events posted	-	-	newsletter

School	Mission Vision	Staff	Calendar	Governing Board	PTO/PAC	Newsletter
Hotevilla-Bacavi Community School (K-8) http://www.hbcs-az.org/	-	Page, but not populated	Annual calendar	-	HBCS PTO - 2017-2018 list of board members	-
Keams Canyon Elementary School https://kces.bie.edu/index.html Link to "Infinite Campus" (password protected)	Mission statement on Page 1	YES	-	YES	-	-
Moencopi Day School www.moencopidayschool.org School hours – 8:15 – 3pm Wed – 1:30 pm	-	YES	-	Page exists but is not populated	-	Feb 2017 newsletter
Second Mesa Day School http://www.smds.k12.az.us/ 8 am – 3 pm	-	Some	-	YES	-	District News from spring 2017
Hopi Junior/Senior High School http://www.hjshs.org/ https://www.facebook.com/OfficialHopiBruins/	Mission & Vision under the "About" tab	YES	-	List of members Adding more information regularly	-	Parent Newsletter Bruin Daily Bulletin (from Oct 23)

School	Mission Vision	Staff	Calendar	Governing Board	PTO/ PAC	Newsletter
8:27 - 3:35 bell schedule Includes bus schedule and after-school tutoring						

Source: Hopi Schools' web sites, November 2017. Updated review of HJSHS web site in January 2018, as it updates its structure.

Most Hopi adults have access to the Internet, albeit mostly through mobile phones, and not necessarily through desktop computers. In addition to the anecdotal interview evidence, the surveys confirm Internet usage by a high percentage (53 to 71 percent)of parents and students (See **Figure 7-9**.).

Figure 7-9
Community, Parent, and High School Student Access to Technology

Percentage	Statement
71.2 % of STUDENTS said YES	I have a computer, tablet, or smart phone at home, and I can use it to do homework. (Hopi High School students)
53.2% of STUDENTS said YES	Internet at Home (Hopi High School students)
49.8% of PARENTS said YES	Have Internet Access at Home (Parents)
25.1 % of PARENTS said YES	My child uses a computer at home to do his/her homework. (Parents)
25.7% of PARENTS said YES	My child uses a smart phone (iPhone, Android, etc.) to do homework. (Parents)
15.5% of ADMINISTRATORS/TEACHERS "Strongly Agreed" or "Agreed"	Homework assignments require students to use a computer at home. (Administrators/Teachers)

Source, Teacher, Parent, Student[65] and Community Surveys, November 2017 – January 2018.

Recommendation 7.3

Each Hopi school should develop and implement a brief public relations plan. At minimum, this plan should include reaching out to traditional media sources, posting information and news on social media, and uploading documents regularly to the schools' web sites.

According to the National School Public Relations Association (NSPRA), the role of school public relations is to maintain and promote mutually beneficial relationships between the school and the many publics it services, such as business leaders, community members, teachers, families, and students. Each school has its own unique way of carrying out this role, but there is

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[65] Student surveys were only given online, so those without Internet access at home may have been less likely to respond.

one common element of all successful public relations programs: they are planned. NSPRA encourages schools to take charge of their image, and market position and message in their communities. Also, opportunities for genuine, two-way communications build trust and relationships, which are both critical to promoting and supporting the schools effectively.

If Hopi schools conduct public relations in a more strategic and intentional way, it will support the strategic role that family engagement can play. Plus, it may encourage Hopi parents to send students to their local schools, reducing long and costly bus rides and loss of students to schools outside the Reservation. This will also facilitate more community empowerment, as parents will feel more connected to their local tribally-controlled schools.

Implementation

First, the school administrator should develop a public relations plan. This can be accomplished through committee, in one or two meetings, including input and approval from the schools' local Governing Board. If the schools form a comprehensive system, this is a function that can be done collaboratively, however, each school will still need to think about its potentially unique opportunities for public relations, especially planning for its social media posts and web site information. Consortium meetings could be helpful here, or even quarterly meetings between CSAs/HBE/Governing Board members on the topic.

School leadership should connect the public relations plan with the mission and vision of the school, school values, and Hopi values. The goal is to increase the pride and "ownership" for the school by the staff, parents, students, and community. If the school leadership relies solely on catch phrases, without meaningful examples of good works, then the Hopi community will see through it as "just PR." Leaders must connect the public relations with consistent actions, committee work, and/or Governing Board policies.

As part of implementing its the school public relations plan, each school should designate a staff member who will collect information, take pictures or video that can be used to support a public relations campaign, or be the person who uploads the principals' newsletter weekly to the social media site. That person could be the principal/CSA, an administrative staff person, a technology staff who can upload documents to Facebook or the school web site, or a teacher who likes to take photographs. Regardless of which staff member serves in this role, the school will need to design basic standards, give suggestions about proper information to provide, and set up an approval process that includes the school leadership.

Regarding traditional media, the schools should regularly send positive "press releases" and photos to the *Hopi Tutuveni.* As confirmed by the Executive Editor, press releases are free to provide. Because they are understaffed, they would request that the school send in as much information as possible in an already written form, along with photographs when available. The

editor also mentioned that the paper is considering a full page on "Education" in every edition too. With a circulation of about 3000 readers, the paper comes out twice monthly. Press releases need to be submitted at least a week before publication.

School leaders should also think creatively about how to connect with the Hopi radio station, KUYI, as a means to promote dialogue about the schools. As confirmed by interviews with radio station staff, KUYI is funded by the Hopi Foundation as a service to the Hopi people. Like the newspaper, they too would welcome the opportunity, and noted that 8-11 am, and 12-2 pm are good times for potential radio shows, interviews, or other means of promoting events, activities, or achievements in Hopi schools. Of course, like the newspaper, they would also welcome payment for advertisements.

There are other creative ways to build relationships with the local news media and conduct public relations. For example, a high school teacher or manager, perhaps the Dean of Students or the AVID teacher could work with a team of students who submit photos and text to the newspaper and/or who run a radio show series. The journalism teacher has run similar programs before.

The schools should consider using Facebook, as it is the social media application used most frequently by Hopi parents. School leaders should first consult with their lawyers about best policies concerning the posting of children's photographs or videos, and a social media policy that avoids risks. For example, Facebook allows for pages to be "closed" only to invited members (i.e. Hopi parents). Page settings can also disallow anyone other than the page's administrator from posting comments (to prevent inappropriate comments on the school's postings). Other process-oriented logistics could include posting only documents that are already approved for the school web site, i.e. the activity calendar or the principals' monthly newsletter. As with any social media site, would need to be maintained, managed, and monitored. In the future, as parents' interests and Internet trends change, school leadership could reassess whether Facebook continues to be the most appropriate social media tool, or whether others would be more effective.

Schools should upload critical documents to their web sites more regularly. In collaboration with other Hopi schools, they should determine a standard set of documents that should be maintained on each school web site. Standard information should include:

- Phone number, address of the school, school hours, and daily bus schedule;
- Staff roster and professional contact information;
- School calendar;
- Available programs, curriculum, and enrichment opportunities;

- Listing and contact information for the parent group (i.e. PTO, PAC), including a calendar of meetings, activities, and any newsletters or flyers
- Most recent principals' newsletter; and
- A tab listing physical and online resources for parents.

The following are suggested optional documents in addition to list above:

- Current school report card or aggregated student performance data;
- Student-Parent Handbook;
- Parent-School-Parent Compact;
- School Improvement Plan;
- Annually approved budget; and
- Governing Board bylaws, agendas, and meeting minutes.

For more information about this recommendation, see **Chapter 2: Education Leadership.**

Most of these documents can be uploaded in the beginning of the school year, and do not need revision until the next school year. Only the meeting minutes of the governing board meetings and the principals' newsletters would need to be uploaded throughout the year. A link to "resources for parents" can be a shared site among schools, with parenting, GED, homework help, and access to the students' data systems, or it can be an individual schools' page for specifically for its students' parents.

The school web site also offers a valuable opportunity for positive public relations, and school leadership should include and highlight good news there, too, including photographs and videos (per their Internet policy). These documents will provide information and promote accountability, as board members and school administrators alike will know that the public can see them.

Whether uploaded by an individual school's technology staff, administrative assistant, or principal, the Hopi schools staff members should come together to share ideas, as well as potential for cost sharing in web site registration, development, and maintenance. Alternatively, the schools could collaborate on a one-day professional development session to teach appropriate staff members more about web site development, discussing which applications are the easiest, and sharing strategies on other documents they would like to see reservation-wide. For example: Are there Hopilavayi resources that could be placed on a shared web page, or perhaps links to Arizona common core math explanations? Could they all link to Tribal services or Department of Education and Workforce programs? Should all the schools' web sites look alike or share common themes? Coming together to collaborate on school web sites would address a variety of these purposes.

As a part of public relations, the Hopi schools should conduct a survey to determine why parents send their children outside of their attendance boundaries. Reasons cited during interviews included safety at junior-senior high school, distance (from Moencopi to Junior-Senior High School), happiness of teachers (parent comments that Second Mesa had "happier" teachers), too much administrator turnover, and student test scores. The schools should use those public perceptions to address issues substantively and to communicate those efforts through public relations.

Finally, as noted in **Chapter 9: Community Support,** schools' leaders, their governing boards, and the Hopi Board of Education should also utilize community partnerships to promote public relations and community empowerment.

Fiscal Impact

For the most part, this recommendation can be implemented with existing resources and schools' staff. The public relations plan should be short and concrete, to remind staff about potential opportunities and details about the process of implementing it. Those staff members designated to conduct public relations should gather regularly to share strategies and challenges across the schools.

8 EDUCATIONAL CONTINUUM (PRE-K – POSTSECONDARY)

Chapter Summary

Overview: This chapter will discuss how the Hopi address the educational needs of the whole child, from birth, through K-12, to college and career preparation. This comprehensive "educational continuum" includes quality care for babies and toddlers, early childhood education programs, supports for K-12 students, vocational education, workforce development, and support to enter and remain in college until graduation. The chapter will also discuss ways that Hopi leaders can partner with higher education institutions to achieve its education objectives more effectively.

Key Findings:

The key findings presented in **Chapter 8: Educational Continuum (Pre-K - Postsecondary)** are summarized below:

- The Department of Education and Workforce Development offers early childhood, workforce development, and college scholarship programs, but does not have a comprehensive plan that connects these programs and supports the entire educational continuum.

   o Infant and early childhood programs are not adequately preparing Hopi students for kindergarten;

   o Enrichment opportunities for K-12 students are limited and sporadic;

   o Hopi schools are not adequately preparing students for college or a career pathway.

   o Workforce development programs are not closely aligned with strategic career paths or the economic development priorities outlined in Tribe's economic development plans.

   o Hopi college students, including HTGSP scholarship recipients, lack the transitional and other supports needed to be successful in their college programs and complete their course of study.

- The Hopi have developed some promising partnerships with higher education institutions, however there is no mechanism or dedicated staff to strengthen and sustain these relationships in a systemic, strategic manner.

Summary of Recommendations:

The review team's recommendations for addressing these findings are summarized below:

- Develop an Education Pipeline that assesses the needs and supports the educational continuum of youth, from birth to workforce.

  o Strengthen and align early childhood programming so young students are ready for kindergarten.

  o Provide sufficient enrichment that offers opportunities for social development (i.e. social capital) and 21st century skills.

  o Coordinate with HJSHS and the Office of Community and Economic Development to support more career pathways, rigorous coursework, and post-secondary opportunities in high school to improve students' success in college and career, and to align the programming with the Tribe's economic planning.

  o Continue that coordination and alignment to strengthen meaningful workforce development programs for older youth, individuals with multiple barriers, and young adults to build in-demand career skills that are closely aligned with the Tribe's strategic economic development priorities.

  o Strengthen the capacity of the Hopi Tribe Grants and Scholarship Program (HTGSP) to support Hopi students during their study at community colleges and four-year institutions.

- Build the organizational capacity necessary to support greater cooperation with post-secondary education partners, including community college partnerships. (matched with above)

Issue: Building a Comprehensive System

Overview: Managed by the Hopi Department of Education and Workforce Development the Tribe runs a child care program, four Head Start Centers, a mobile library, a workforce development program, and a scholarship program.

Finding

The Department of Education and Workforce Development offers early childhood, workforce development, and college scholarship programs, but does not have a comprehensive plan that connects these programs and supports the entire educational continuum from birth to college and career.

The Hopi Department of Education and Workforce Development supports the development and education of young children though its child care and Head Start centers, college students through its scholarships, and young adults through its workforce development programs. However, this does not provide comprehensive, continuous support for Hopi children. For example:

- Infant and early childhood programs are not coordinated for kindergarten readiness;
- Enrichment opportunities (including academic and non-academic extracurricular and after-school programs) for K-12 students are limited and sporadic;
- College and career programs are not serving the needs of the Hopi Tribe's economic development goals;
- Hopi High School students are not taking advantage of dual-enrollment opportunities; and
- Hopi college students are not receiving needed support; and many are not completing their two-year or four-year programs.

Research & Best Practices:

- **Coeur d'Alene Tribe** in Idaho ties all its grant programs together to support the whole child. The Education Director developed an "Education Pipeline" whereby the Tribal Education Department (TED) can support its children, ranging from age cradle to college, regardless of what schools the students attend. In total, the TED has about 700 individual students in the pipeline, from early childhood, through K-12, and on to those students pursuing certificates, Associates, and four-year college degrees.

Each family signs waivers for their children in the programs so that the TED can retrieve the students' data from the public schools and compile quarterly performance reports. Using this

data-driven approach, the TED can really provide support to each of its member students. It can also satisfy its STEP grant objective to: "Share data between all State Tribal Education Partnership (STEP) partners including STEP-specific project data to inform programmatic decisions related to teacher engagement and improving achievement for all at-risk student subgroups." The Education Director noted that by keeping the Tribal Council informed, the transparency helps to build trust. The TED provides an annual report, including an audit of all the students' files, and spending per pupil. The pipeline also helps identify where the TED can provide additional support.

- The **Navajo Nation** also has a requirement in its Education Code for schools to share student data to the Tribe. The sharing of data with the Tribal Council creates transparency.[66]

- In the **Gila River** Indian Community, the Head Start program is managed by its TED, which organizes a month-long transition from Head Start to kindergarten.[67] Gila River TED is also working on a data tracking system for its children in the tribally-controlled schools and the public schools that serve the Reservation's students. The Gila River Indian Community Tribal Council appropriates a "Tribal Allocation" to each school on the Reservation to fund enrichment and other auxiliary programs.

Recommendation 8.1

Develop an Education Pipeline that assesses the needs and supports the educational continuum of youth, from birth to workforce.

To set up an "Education Pipeline," the Tribe should strengthen the Department and build its capacity so that it can:

- Support children's developmental needs "from cradle to college";
- Facilitate educational alignment between early childhood education and K-12, and between K-12 and college;
- Use performance data to follow the children's progress, to learn where growth is taking place, and where more support is needed;
- Support the schools and village community centers in their efforts to provide enrichment for Hopi students, especially after-school and during the summer; and
- Serve as convener and coordinator of schools with social services.[68]

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[66] http://navajonationdode.org/
[67] http://www.mygilariver.com/gricted/
[68] For detailed recommendations on the Department's role as convener, coordinator, and/or liaison to other Tribal organizations to address underlying issues that affect student achievement, please see

To support this Education Pipeline, the Tribe should collect and analyze aggregated data on its youth, from the earliest age possible (ideally from birth), to identify gaps where students begin to falter, and to identify the factors most associated with students' success or failure. This data should be collected by the Department of Social and Behavioral Services, Department of Community Health Services and the Community Health Representative, Department of Education and Workforce Development, the Hopi Tribal Housing Authority, the Judicial Branch, and the Youth Wellness Program.[69] The Hopi Foundation has already begun to compile this data through the HOYI Data Dashboard, and the Hopi Opportunity Youth Data Gathering Framework, January 2016. The Tribe should support the continuation and expansion of the Hopi Foundation's work.

Implementation

There are five areas where the Department could focus immediately:

1. Infant and Early Child Care
2. K-12 Enrichment
3. Career Pathways and College Preparation (*during junior high and high school*)
4. Workforce Development (*for young adults*)
5. Supporting College Students

Even if the Hopi were to set up a unified school system with a schools' superintendent, the Hopi Department of Education should still work closely with the regulated agency and/or superintendent to coordinate the Education Pipeline. A superintendent's office could be responsible for obtaining enrichment/after-school funding grants, and using data to track the children's educational progress as they grow and their needs change.

Issue: Early Child Care

Overview: The Hopi Department of Education and Workforce Development oversees a child care center and four Head Start Centers; however, currently the early childhood programs are not aligned with the Hopi K-12 school programs.

Chapter 9: **Community Support** and **Recommendation 9.2** (Collaborate with related Tribal agencies to address underlying issues that impact learning).
[69] https://www.hopi-nsn.gov/tribal-services/

Infant and early childhood programs are not adequately preparing Hopi students for kindergarten.

Child Care Center: The Hopi Child Care Center serves up to 25 infants and toddlers aged one to five years. The Hopi Child Care Center is located in a modular building on the Hopi Day School campus. Most of the children are between two and four years old. Parents can drop off their children for care from 7 a.m. to 6 p.m., with one main teacher and three teachers' assistants. Previously the program served over 100 children and included an extensive network of home child care providers and a Parent Support Team.

Head Start: There are four Head Start Centers throughout the Hopi Reservation, located in Moencopi, Kykotsmovi (located on the campus of Hotevilla-Bacavi Community School), Second Mesa (located in Kykotsmovi, on the Hopi Day School campus next to the child care center), and Polacca (located on the FMES campus). In total, about 195 students, ages 3-5, attend the Head Start Centers. This number equals about half of the students entering the Hopi schools. The centers use the federal Head Start "Creative Curriculum," aligned with standards and outcomes, and assess the children three times a year, according to one Head Start teacher. Hopi Head Start holds an annual one-week orientation and monthly in-service days throughout the year for staff.

The Moencopi center serves 80 students; they have four classrooms, two from 8 am to 12 p.m., and two from 12 – 4 p.m. In three of the centers, the same bus makes two runs to pick up 40 children per center (two classrooms, from 8 am – 1 p.m. and from 9 a.m. – 2 p.m.). Only the Moencopi center is at capacity, and currently has a waitlist. The other centers are often trying to get more students enrolled, with some parents voicing their concerns about the amount of paperwork or parent involvement requirements.

The classrooms are age mixed to satisfy the class size requirements. If the majority of students are younger than 5 years old, the maximum class size is 17 students per teacher, but if more students are age 5, the student-teacher ratio increases to 20 students per teacher.

While filling the teacher aides' positions is not problematic, there are difficulties recruiting and maintaining teachers (as of November 2017 interview, three out of ten Head Start teacher positions were vacant). The teachers need Associates degrees in Early Childhood Education, while the teachers' assistants need a Child Development Association Certification and work toward their Associates degrees. According to onsite interviews, the Head Start teachers' typical tenure on the job is about 1 – 3 years.

Head Start is required to serve special education students. The Head Start Director described the services for Hopi Head Start students as including speech, physical or occupational therapy, and/or services to help with developmental delays. She noted that, because of "the dynamics of the family," the behavioral portion of needed services was on the rise. "We're seeing multiple disabilities, and they're more severe. We're looking at how to help families more. We're looking at setting up parenting classes." The special education students have early interventions and individual education plans (IEPs), and they have transitional meetings with their respective schools between March – May of the year they will enter kindergarten.

Some teachers are attempting to build relationships between Head Start and kindergarten programs, and having Head Start sites on campus is reportedly helping. There is little coordination or alignment between Head Start and kindergarten, other than the one-day "Transition Day" where parents and students visit the schools. Although the staff interviewed agreed that greater coordination would be beneficial, comments ranged from "we've tried," to "we're finally getting there." Previously, the Department started transitioning Head Start students to kindergarten in the months of March through May. Transitioning Head Start students would spend the mornings in the kindergarten classroom and be partnered with a kindergarten student to "shadow." This practice was ended at the request of administrators and kindergarten staff. The Department plans to build its relationships with the local elementary schools to bring back the past practice of allowing transitioning Head Start students to "shadow" a kindergarten student. Ideally the transition period would start in March and continue through May (the end of the school year).

Supporting Family Involvement: Arizona's First Things First (FTF) strategies being implemented on Hopi include the following: Smart Smiles, an oral health program; Parents As Teachers, an evidenced-based home visiting program; Growing Up Great, a series of education sessions to parents and family, friend and, neighbor (FFN) care providers of children from birth to five years to develop skills to confidently and competently care for young children and prepare them for success in school and life; and Reach Out and Read Arizona. Doctors and nurse practitioners, who are trained in Reach Out and Read's evidence-based model, incorporate the intervention into well-child visits, by advising parents about the importance of reading aloud, educating parents about early literacy developmental milestones, and giving developmentally appropriate books to children to take home. The program begins at six-month checkup and continues to age five. In addition, the Hopi Tututqayki Sikisve (Bookmobile), works encourages parents to sign up their children ages five and younger to receive free books from the Dolly Parton Imagination Library (a grant to the Library).

Recommendation 8.2

Strengthen and align early childhood programming so students are ready for kindergarten.

Research & Best Practice: In a successful example from another Tribe, the Education Director of **Gila River** Indian Community coordinates an annual in-service to provide uniform training and professional development to all early childhood educators on the Reservation, including those in child care centers, Head Start and Early Head Start, and the Family and Child Education Program (FACE). Using grant funding, Gila River is also working to get 100 books into 80 percent of families with young children. Finally, Gila River provides a one-month long transition for students from the Head Start program to kindergarten.

Implementation

Birth to Age Three: The program should continue to expand to include more children in child care centers to address the needs of working parents across the Reservation. The Education Department should train the teachers and caregivers about how to talk and play with the infants to improve their language and brain development.[70] The Education Director, who serves as a member on the FTF Coconino Regional Council, should work to increase access to FTF resources for all Hopi parents (not just those using a Child Care center), and to strengthen the focus on providing intellectual stimulus as well as a safe and nurturing environment. FTF has a "Growing up Great"[71] program for Coconino County that includes extensive parent trainings, as well as a new Family Guide, published in November 2017. It also includes a Strategic Plan that addresses use early indicators, including a Kindergarten Developmental Inventory (KDI), and benchmarks regarding development domains of social-emotional, language and literacy, cognitive, motor, and physical development.

Head Start: Currently, about one-half of Hopi's students attend a Head Start preschool before moving onto Hopi's elementary schools. First, they should expand Head Start to serve more students by working diligently to ensure that each classroom is full (maximum enrollment is 195), and by providing morning and afternoon care. Taking into account teacher-student ratios (which are higher for younger students) and associated costs, the Centers should separate the classrooms by age, with 3- and younger 4-year-olds in one classroom, and older 4- and 5-year-olds in a different classroom, so they can use the more advanced curriculum and prepare the students for kindergarten. Enriching the Creative Curriculum with an FTF curriculum and resources (or other similarly research-based curriculum) the Department should strengthen training provided to Head Start teachers and assistants, including how to talk and play with young children to improve their vocabulary, brain development, and problem-solving skills. Highlighting the parent engagement requirements, the Department should continue to strengthen emphasis on early reading experiences, building vocabularies, and literacy-rich environments in the classroom and in the home, through opportunities such as the new "Talk Stories" grant.

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[70] https://www.zerotothree.org/
[71] http://www.asccaz.org/growingupgreat.html

Family and Children Education (FACE): Hopi should also consider implementing a Family and Children Education program (FACE), especially for parents and guardians who are looking for a home-based program and not a center-based program. Hopi Day School has implemented such a program but other schools have not; additional support or program modification may be required in communities where there are few homes well-suited to home-based child care.

Kindergarten Readiness: It is important for Head Start to be aligned with kindergarten readiness. The Head Start Centers and the schools' kindergarten teachers need more of a transition than a one-day orientation. Using the Gila River model, a one-month transition to kindergarten could be more effective. The Hopi should also look at Gila River's approach to a literacy-rich curriculum and provision of books to families or young children to supplement the library's Dolly Parton "Imagination Library" and "Talk Stories" programs.

Fiscal Impact

This recommendation can be implemented with existing resources. To expand programming and professional development opportunities, grants are available to support early childhood improvements.

Issue: K-12 Enrichment

Overview: Each school organizes its own afterschool programming. The Department of Education and Workforce Development does not provide any supplemental funding or enrichment programming support for the schools.

Finding

Enrichment opportunities for K-12 students are limited and sporadic.

Two schools wrote grants and received federal funding through the 21st Century Community Learning Centers program. In interviews and surveys, parents, high school students, and community members alike all responded that they would like more enrichment and extracurricular activities for Hopi students. **Figure 8-1** illustrates the extent of interest in specific extracurricular activities and other enrichment programs.

Figure 8-1
Hopi Senior High School Student and Parent Surveys:
Interest in Extracurricular and After-School Activities (TOP THREE Choices)

Extracurricular Activity	Percentage of High School Students	Percentage of Parents
Percentage who ranked each activity among their TOP THREE choices		
Hopi Culture/Language/History	30%	47%
Art	40%	39%

Extracurricular Activity	Percentage of High School Students	Percentage of Parents
Homework Help/tutoring	29%	32%
Other team sports	27%	10%
Music/band/orchestra	22%	27%
Dance	17%	17%
STEM (science, technology, engineering, and math)	17%	31%
Robotics	16%	16%
Technology/Computers	15%	22%
Drama	15%	7%
Agricultural	14%	23%
Creative Writing	9%	16%
Book or Reading Club	4%	20%

Source: Public Works Parent and Student Surveys, December 2017 – January 2018. Other topics received less than 10% of students' interest, i.e. Chess Club (7% of students), Environmental (4% of students), Science Fair (5% of students), Spelling Bee (1% of students. Students also wrote in such topics as Photography, Academic Decathalon, "preparing for college" class, rodeo club, JROTC, and sports (listing golf, volleyball, soccer, softball, basketball), some of which already exist at HJSHS.

Figure 8-2
Survey Results: Parents' Interest in Other Educational Programs
Which of the following educational programs would you like to have (or have more of) at your child's school? (Check all that apply.)

Educational Program	Percent
Hands-on student engagement	71%
Alternative program for students with academic or behavioral challenges	62%
Career exploration/career counseling	61%
Project-based learning (for example, learning about the physical rules of solar energy by doing a solar energy research project)	59%
Mentoring	53%
Internships	29%
Physical education/gym	44%
Special needs	39%
Gifted and Talented	53%

Respondents wrote in the following selected examples as comments:

- Work-learn programs and active community service opportunities that are meaningful and offer students basic job skills.
- Clubs to help motivate students to work together and have fun, have a band. After school programs that are academically driven. Universities to get involved with students.
- I would like to see sports and activities other than the usual football, cheerleading, and basketball. How about karate or soccer and clubs that do art or dance and music? It is these extracurricular skills that if learned early, could provide invaluable opportunities later in life in the form of career, networking, and/or scholarships.
- More Hopi language/knowledge incorporated into every day school functions/classes. Hopi classes should be mandatory for all Hopi students.
- Native leadership
- Hopilavayi/Tewa/Navajo language programs, enforcing these languages is encouraged as it should be taught at home first.
- More on vocational career since only a few go to college.
- 21st Century After School Program, or similar after school activity for ALL interested students.

Source: Parents Survey, conducted December 2017 – January 2018.

Recommendation 8.3

Provide sufficient enrichment that offers social development opportunities (i.e. social capital) and 21st century skills.

Better access to extracurricular activities can build social capital, especially in high-poverty communities.[72] Social capital is the value of an individual's relationships and networks that allow them to succeed in life, and is especially significant when actual capital (i.e. money) is scarce. As observed by one parent (See **Figure 8-2** above), extracurricular activities allow youth to become involved in networks both locally and outside the Reservation by becoming a part of something larger – whether it be a sports league, or by becoming part of a group of people who have a unique interest or skill. These networks can lead to tangible benefits like scholarships, jobs, and other life opportunities, in addition to building self-esteem and confidence.

"Financial capital" refers to income, money, real estate, etc. "Social capital" is an equally important factor to students' success, if not more important, and it includes "non-cognitive" skills and inter-personal networks that inspire students and help them feel good about themselves and their goals. In particular, athletic and academic teams, interest-sharing clubs, and performing arts can build this social capital and lead to active participation, investment, and feeling of community. See also **Gila River Indian Community**'s use of a Tribal Allocation fund to provide enrichment to its students.

Implementation

In addition to maintaining the overarching Education Pipeline and proving support for obtaining grants to fund programs that support school-age students when and where needed, the Department of Education should support the Hopi schools' need for more enriching opportunities for Hopi children and youth. The students expressed their desire for their teachers to be allowed to tutor them during the lunch period, and when surveyed, asked for more arts, more STEM programs, and more tutoring and homework help. When asked at the Hopi PTO Shindig about what afterschool programs they would like, the largest number of students wanted more science programs. Based on survey and focus group data collected in the schools, the Department should help the schools apply for after-school programs, in-school enrichment, arts, music, STEM, creative writing, and field trips.

Fiscal Impact

Other Tribes have had success applying for and securing grants to support enrichment programs.

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[72] See "Afterschool and the Opportunity Gap," *Washington Monthly*, July 2015. http://republic3-0.com/afterschool-and-the-opportunity-gap/.

Issue: Career Pathways and College Preparation

Overview: The Hopi Junior Senior High School organizes its own "career pathways" or career and technical education (CTE) programming, as well as its college preparatory classes, with very limited coordination or assistance from the Tribe, either through the Hopi Department of Education and Workforce Development or the Office of Community Planning and Economic Development.

Finding

Hopi schools are not adequately preparing students for college or a career pathway.

According to recent Hopi Foundation studies and 2010 census reports, the college attendance and/or employment rates of Hopi young adults are low.

To address those concerns, the Hopi Potskwaniat (Hopi Strategic Plan) was updated in 2011. It identifies areas in which the Tribe wants to expand economic opportunity. These areas include traditional Hopi farming, renewable energy, business management, tourism management, manufacturing and engineering, artisanship, construction, creative writing and electronics, natural medicine, and healthcare. In 2016, the Hopi Comprehensive Economic Development Strategy prepared for the Hopi Tribe Office of Community Planning and Economic Development includes energy and renewable energy development, related businesses such as solar and wind installations; eco- and cultural tourism, traditional farming, and light industrial and manufacturing as targeted areas for economic development. [73]

However, the **Public Works** team found no evidence that the Hopi Department of Education and Workforce Development or the Hopi Junior Senior High School were coordinating or aligning their programs with this Economic Development Plan, nor were the career pathways or college preparation numbers considered particularly successful on their own.

As noted in **Figures 8-3** and **8-4** below, community members share a broad consensus that Hopi schools should prepare students for both college and career, but a significant percentage of stakeholders worry that HJSHS is not achieving that objective.

Figure 8-3
Community Member and Student Surveys – Stakeholder Expectations for Hopi Schools
Hopi Schools should prepare students for…

93.6% of community members think Hopi schools should prepare students for college.

92.1% of community members think that Hopi students should be academically competitive with other students in Arizona and nationally.

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[73] http://www.hopi-nsn.gov/wp-content/uploads/2016/09/Hopi-Comprehensive-Economic-Development-Strategy-Final-Draft-2016.pdf

87.9% of community members think Hopi schools should prepare students with job skills.

81.2% of Hopi High School students answered that they would be willing to take an AP class or dual-enrollment class.

Source: Public Works, Community Member and Students Surveys, December 2017 – January 2018.

Figure 8-4
Community Member, Student, Parent and Teacher Surveys – Stakeholder Views on Education

Hopi Stakeholder Survey Results

Nearly 70% of community respondents rate the quality of junior and senior high school education as average or poor.

46.2% of Hopi High School students agree that schools do a good job of preparing them for employment, while nearly 24.5% of students do not agree

Nearly 40% of teachers and administrators rate Hopi career and technical education as poor.

Only 34.2% of parents agree or strongly agree that "The needs of college-bound students are met."

Only 36.5% of parents agree or strongly agree that the "needs of students to learn job skills are met."

Only about 6% of teachers/administrators rate the quality of college counseling in schools as good.

Source: Public Works Community Members, Parents, Administrator/Teacher, and Students Surveys, December 2017 – January 2018.

In addition to general education classes and electives, HJSHS offers a Career and Technical Education program and college preparation classes (Honors and Dual Enrollment classes).

CTE: As discussed in **Chapter 3: Educational Service Delivery**, 342 Hopi High School students are taking CTE classes, including:

- Welding (137 students),
- Introduction to Computers (98 students)
- Introduction to Graphics (53 students)
- Introduction to Cooking (28 students)
- Woods (22 students)
- Culinary Arts (4 students)

College-Prep: The HJSHS Governing Board was reticent to provide documents to the Public Works team, despite meetings, a presentation, and a request by the Education Director at its January 2018 board meeting. Therefore, the review team has limited information about the college preparatory classes:

- According to the HJSHS Superintendent, there are two "Honors" classes offered, in English and in Math, however, the review team was not privy to the number of students who take these classes.

- One English teacher is certified by NPC and the students can receive dual-enrollment for that class. However, according to onsite interviews with Northern

Pioneer College (NPC), only two students had officially filled out all the paperwork to satisfy the full opportunity for dual enrollment.

- Hopi High School participates in the TALON program offered by NPC. One of 10 participating high schools, Project TALON (Technology to Advance Learning Outcomes at Northland) delivers general education college courses to Hopi High School students during the regular school day at HJSHS. NPC professors utilize high-definition, technology-connected classrooms to teach advanced Mathematics, College Composition, Spanish and American Government courses, with students earning dual credits — applying toward their high school diploma and college degree. All course credits are guaranteed to transfer to any Arizona community college or public university.[74]

Recommendation 8.4

Coordinate with HJSHS and the Office of Community and Economic Development to support more career pathways, rigorous coursework, and post-secondary opportunities in high school to improve students' success in college and career, and to align the programming with the Tribe's economic planning.

An important next step in the development of the Hopi High School curriculum is to consider the expansion of career pathways/CTE programming, honors, dual-enrollment, and Advanced Placement courses.

- **Career Pathways**: "Career pathways" programs, which can begin in junior high school, serve several functions. First, they can help prepare students who may not attend post-secondary schooling to gain life and work skills. Third, by sponsoring career opportunities in high-priority fields and aligned with its Economic Development plan, the Tribe can strengthen its economic base.

- **Post-Secondary Certificate Programs:** When well-coordinated with community colleges as dual-enrollment coursework, they can result in students having a substantial number of credits towards an Associate of Arts (AA) degree by the time they graduate from high school, and in some cases can even allow students to have earned the AA degree and the high school diploma at the same time. Hopi students and adults have the potential to benefit from college-level courses and, importantly, certificate and apprenticeship programs that are offered through Northland Pioneer College, Diné College, and Northern Arizona University.

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[74] "Talon Project Huge Success," February 6, 2017, *Northern Pioneer College news*, http://www.npc.edu/news/2017/02/talon-project-%E2%80%98huge-success%E2%80%99

- **Honors and Advanced Placement (AP):** Honors courses in junior high and high school, and Advanced Placement (AP) courses in high school have several potential values to Hopi education. First, rigorous coursework prepares students for college success. Second, Advanced Placement" (AP) classes can be taught by a high school teacher who is trained in the content and skills tested on the end-of-year AP exams (special tests that are developed by the College Board). Certain grades on the AP exams can provide students with college credit. In particular, research shows that students who participate in AP courses, even if they do not receive a passing score on the exam, are better prepared for college-level work and for the workplace. Also, some AP classes are offered in culturally relevant subjects, such as environmental science and art. Finally, most U.S. universities accept passing scores in these courses for college credit.[75]

- **Capstone Project**: At **Santa Fe Indian School**, an institution that Hopi leaders already have consulted with, all seniors must complete extensive research on an issue pertaining to the health, vitality, and sovereignty of the tribal communities. One way for the Hopi to ensure that high school seniors are on the path to becoming both highly educated and contributing members of the society is to require such a capstone or honors project for graduation.

As discussed in the **Chapter 5: Integration of Hopi Language and Culture,** a culturally relevant Hopi school curriculum can emphasize both Hopi traditional values and economically strategic disciplines such as environment, natural medicine and artisanship. A culturally relevant education may be defined as one that incorporates more Hopi knowledge and language into everyday school classes and functions.

If these recommendations are implemented, there will be great interest among the stakeholders to participate as the Department's effort to spur educational innovation becomes more widely known. That effort, paired with a change in Tribal administration, create a natural pivot away from prior methods of managing educational matters and towards a new educational vision. This process opens the door for discussions among faculty and administrators and their outside partners to design and implement new advanced and technical coursework.

Implementation

As a first step, the Department of Education and Workforce Development should coordinate with the Office of Community and Economic Development and HJSHS to consider ways it can help

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[75] For more, see Advanced Placement information from the College Board - https://apstudent.collegeboard.org/home

to support and strengthen this critical component of the educational continuum, the junior and senior high school years. Examples should include:

- Acting as convener to determine ways to align the Tribe's economic planning with the schools' programming;
- Consider grant opportunities and other ways to support successful career pathways and college preparation programs in HJSHS;
- Ensure that a sufficient number of students are offered, prepared, and taking rigorous Honors classes, and either dual-enrollment or Advanced Placement classes;
- Consider helping HJSHS develop a "Capstone" program; and
- Sponsor formal opportunities for middle and high school students to be on the nearby college campuses, like Northern Arizona University, so that they become familiar with the college setting.

Second, as detailed in **Chapter 3: Educational Service Delivery**, the Tribe should consider restructuring the CTE program by increasing its course offerings, expanding resources through a business and industry advisory committee, establishing student participation in CTE organizations, and implementing articulation agreements.

In addition, the Department of Education and Workforce Development should appoint a staff person to be responsible for supporting community college partnerships. If possible, in keeping with the Tribe's strategic plans to continue to increase the quality and readiness of its workforce, the Department should review staff functions to determine how to create a dedicated staff position responsible for managing community college relationships.

The Tribe can increase participation in community college certificate and workforce preparation programs in several specific ways:

- Ensure that high school staff, especially the guidance counselor and faculty teaching in technical areas and in career pathways programs, have the information and relationships they need to effectively promote better use of the Northland Pioneer facility and other community college programs;
- Involve high school faculty in discussions with community college faculty to ensure that students are prepared with the skills they will need for college;
- Expand opportunities for Tribal leaders, employers and community college staff to work together to develop apprenticeship programs;[3]
- Complete Internet and technology upgrades that support online learning for secondary and post-secondary coursework, and simultaneously review Information Technology (IT) capacity at schools and in the Department of Education; these

efforts should be made in coordination with the Hopi Public Library, which recently joined a consortium to apply for broadband grant funding.

- Improve the information available about certificate programs on the Northland Pioneer College and Diné College web sites and add an online application; and

- Streamline access to certificate programs and online learning that support workforce development.

Issue: Workforce Development

Overview: The Department's workforce development programs (primarily geared to youth and adults who have dropped out of high school or have special needs) are lacking in coordination with the Hopi's broader economic development planning.

Finding

Workforce development programs are not closely aligned with strategic career paths or the economic development priorities outlined in Tribe's economic development plans.

The Department of Education and Workforce Development manages three workforce development programs that serve a small number of clients. Youth as young as age 16 may be eligible, however most services are geared to youth not enrolled in school. The Vocational Rehabilitation program can help students with disabilities; the WIOA program can help students who have multiple barriers, but especially those who have dropped out of school; and the Adult Vocational Training Program can provide vocational training for 18-year-old students, mostly offered off-reservation. For more details on these programs, see **Figure 8-5**.

There is no evidence that Hopi workforce development programs are designed in coordination with current economic development strategic planning efforts. Department staff interviewed were not familiar with the most recent Hopi Comprehensive Economic Development Strategy document published by the Hopi Tribe Office of Community Planning and Economic Development in 2016. Nor are the existing CTE programs at HJSHS adequately preparing students for in-demand jobs or career paths, as discussed in **Chapter 3: Educational Service Delivery, Issue: Career & Technical Education**,

Workforce programs have minimal engagement with high school students, although a minimum of four presentations are provided per year. The exception is special education students, for whom Vocational Rehabilitation (VR) is a required element of their IEP transition plan and requires more contact with the students.

The Department's Workforce Development Manager reports that she is working with HJSHS on a Memorandum of Understanding to set up a part-time office in the high school and coordinate their programs more effectively.

Figure 8-5
Workforce Development Programs

Workforce Development Programs	Age of Recipients	Approx. # of clients
Vocational Rehabilitation (VR), funded by the American Indian Vocational Rehabilitation program, helps Indians with disabilities, and its main goal is employment. The disability must be an "impediment to employment," so the eligibility is difficult. About 30 individuals, age 16 and up, will come into the office annually. Sometimes the students can get trainings in how to run a business, for example. The department encounters numerous individuals with learning disabilities who are still able to work. Often the HJSHS special education department will include vocational rehabilitation as part of the students IEP Transition Plan. While the department sporadically gives presentations at the HJSHS about VR to students in 10th, 11th or 12th grades, they haven't been invited into the IEP meetings, where the department could do more.	Age 16 and up	30
WIOA, program, funded with $116,000 from US Department of Labor/youth, plus another $160,000 from Arizona State Department of Economic Security (at most) to assist individuals in becoming employable, serves about 10-15 youth and adults. Many look for apprenticeships, but mostly the Department sends them for 8-12 month trainings in the Phoenix metropolitan area. The recipients must be low-income and have at least two barriers, such as offender, homeless, or pregnant teen. Some are "basic skills deficient" (below grade level) or learning disability – those qualify as a barrier. Some have other challenges, such as alcohol and drug abuse, and the department's case manager will refer them to Hopi Tribe Department of Social or Behavioral Health, for a complete assessment and counseling. Some will follow through on treatment and return. Others submit the application, but never complete it, or don't return after the referral. The focus is on adults and youth, age 16+ (high-school age), but according to WIOA regulations, the department must spend at least 75% of the funding on out-of-school youth (drop-outs, individuals pursuing GEDs, etc.).	Age 16 and up	10-15
Adult Vocational Training Program (AVTP) serves Hopi ages 18 – 35, with the intention of getting a certificate or professional training. Sometimes high school students will apply, but the program requires the high school diploma or GED, and "they often they do not follow through with their applications," while others may complete the applications, but choose not to go to the training because it is in the Phoenix area, and they "don't want to leave home." Some of the programs are offered at NPC, such as welding or nursing, but lack of transportation can be a problem. Some households have cars, but individuals often do not have access to the car. The Department has talked with the Hopi transit program, but they "haven't gotten back to me on that." If the students go to the Phoenix area for training, it takes about 8-12 months, but they get move-in assistance, bus transportation, housing, and a small stipend. Funded through the BIA with about $330,000 or less, this program provides training for about 20 adults per year.	Age 18-35	20

Source: Interview with Department of Education and Workforce staff, November and December 2017.

Only a small number of Hopi take advantage of available workforce opportunities, as noted in the chart above, and fewer succeed. According to the HOYI Data Dashboard, of 10 Hopi who attempted to get a GED at the local NPC site in 2015, one person completed it.

Recommendation 8.5

Continue that coordination and alignment to strengthen meaningful workforce development programs for older youth, individuals with multiple barriers, and young adults to build in-demand career skills that are closely aligned with the Tribe's strategic economic development priorities.

Implementation

Much like the recommendation for the CTE programming at the high school level, the creation of a solid workforce development plan for young adults should also involve a coalition of HJSJS, the Department of Education and Workforce Development, and the Office of Community and Economic Development, with significant outreach to local businesses (on- and off-reservation) for input and support. At minimum, this includes moving forward with the Memorandum of Understanding (MOU) to work collaboratively with HJSHS. For the long-term, it includes aligning the workforce development programs with the Hopi's Economic Development Plan.

Fiscal Impact

This recommendation can be implemented with existing resources.

Issue: Supporting College Students

Overview: Hopi Tribe Grants and Scholarship Program (HTGSP): The Department of Education and Workforce Development helps financially support Hopi students who want to attend college or university by managing the Grants and Scholarships program (HTGSP). This program is funded by the Hopi Education Endowment Fund (HEEF) and the BIA Higher Education Grant. Each year, HEEF allocates between $550,000 - $560,000 for this purpose. HEEF funds raised can provide an additional $3,000 grant per semester. In addition, the BIA Section 638 funds provides HTGSP with about $350,000 for four-year scholarships ($3,000 per semester) for Hopi students, and to cover the costs of operations, including the salaries of the manager, program operations specialist, intake/MIS coordinator, secretary, and higher education advisor. Federal financial aid serves as the primary financial assistance for tuition, housing, books and supplies, but the HTGSP scholarships can help with the supplemental costs associated with attendance as verified by the institution's financial aid office.

The department does not officially track data pertaining to its scholarship recipients, but it does publish an annual June or July *Hopi Tutuveni* article congratulating the college graduates, including their names, parents' names, villages, colleges, and what they studied. However, the information published on the 26 students who graduated in 2016 did not list their degrees.

Finding

Hopi college students, including HTGSP scholarship recipients, may lack the transitional support needed to be successful in their college programs and complete their course of study.

The Hopi scholarship program receives an average of 150 applications per academic year. Of the 450 applications, about 175 are complete, and 130 were funded in the Fall 2017 semester. If the students are eligible, the funds are "first come, first served," so the first eligible applications completed get funded each semester. Others are denied because the student did not meet the academic eligibility requirements, or had submitted an incomplete file as of the deadline for each semester. Applicant numbers have increased in recent years; formerly, fewer than 100 students were funded per semester. About 75 percent of recipients attend four-year colleges, with the other 25 percent attend community colleges. The statistics vary each semester, but about 20 percent of the students attend out-of-state colleges. In- state, students primarily matriculate at Arizona State University (ASU) and Northern Arizona University in nearby Flagstaff (NAU), with a handful of students attending the University of Arizona.

To qualify for a scholarship, each semester, Hopi students need to complete the Free Application for Federal Student Aid (FAFSA), then working with their college, complete the needs analysis of the form. Students can fill out the HTGSP application while filling out the FAFSA, generally around the time they would receive college acceptance letters. They provide their high school transcript, FAFSA, college acceptance letter, and needs analysis.

HEEF scholarships recipients have a minimum 2.5 grade point average (GPA) at the time of application (whether in high school or in college) and maintain that minimum GPA at college. For the BIA grants, incoming HEEF freshmen must earn a 2.0, maintain a 2.25 by the end of the first year, and a 2.5 by the end of the second year until they graduate. Students who fail to maintain the academic eligibility for the grant may continue to attend college without the HTGSP funding if they are able, improve their grades, and apply again later.

Neither the HJSHS nor the education department offer Hopi students, including HTGSP recipients, transitional support (academically or socially) once at college. The HJSHS has recognized this as a concern, and they are addressing it by taking a select group of high school students in the AVID program to visit a nearby university campus. The Upward Bound program formerly filled this role. The Department reports a desire to work more closely with HJSHS. It is currently in the process of drafting a Memorandum of Understanding to have office space in the high school to ensure a departmental presence once a week and more visibility to students.

When Hopi High School conducts a FAFSA night, they invite the department to present information on college and workforce programs; but a low parent turnout is reported, especially

among parents of first-generation college students. In November and January, the HTGSP conducts presentations at the PAC meetings, but also report a generally low turnout.

Many Arizona universities have a special position or office to support Native American students. The HTGSP higher Education Advisor makes visits to the schools in Arizona two (2) times per semester to meet with current recipients and to conduct outreach.

- The Arizona State University Special Advisor fosters and develops relationships with Tribal nations and their members on behalf of the University. The Special Advisor is responsible for advising ASU on programming and initiatives to improve outreach, retention and graduation rates of American Indian students.

- The ASU American Indian Support Service exists to help with the transition to college.

- Northern Arizona University (NAU) offers a "Native American Support Service" that is committed to providing culturally-sensitive support services to its Native American students. Educational support services, multicultural engineering program, and "IMS Star," which offers new freshmen an innovative and exciting way to begin their higher education at NAU. This program, sponsored by the Multicultural Student Center, assists new students with making the important transition from high school to college. "MAPP" pairs freshman and sophomores with upperclassmen tutors and mentors.

For more details on these programs and others, see https://www.nau.edu/NA-Cultural-Center/Programs/.

Research & Best Practices:

The **Coeur d'Alene** education department sustains strong relationships with nearby higher education institutions, including nearby Washington State University and the University of Idaho – working with the school, negotiating for students, and creating nation building programs within the universities. The **Navajo Nation** does the same for its students. The **Apache** go further, mandating that scholarship recipients meet with American Indian Student Support Services at Arizona State University once a semester as part of their scholarship requirements.

Recommendation 8.6

Strengthen the capacity of the Hopi Tribe Grants and Scholarship Program (HTGSP) to support Hopi students during their study at community colleges and four-year institutions.

The TED should strengthen and streamline the college grant application process and support students to stay in college, do well, and graduate. Most importantly, the Department should track the students receiving scholarship funding and identify factors causing some to leave the program. It should work to strengthen relationships with the nearby colleges and universities to pro-actively assess the needs of and support Hopi college students in completing their two-year or four-year programs.

Implementation

To implement the above recommendation, the HTGSP should take the following steps:

1. **Data Collection**: Collect data on the demographics and scholarship recipients' continued enrollment in college from each year to the next (persistence);

2. **Operations:** Review existing operations to determine whether funds are being fully utilized and, if not, consult with stakeholders about how best to increase the number of students applying for and obtaining scholarships each year;

3. **Promotion of College Applications and Scholarships**: Increase consultation and collaboration with Hopi High School leadership about how to provide information, encourage more Hopi High School students to go to college and fill out the forms to receive scholarships, including:

   - Work closely with HJSHS administrators, counselors, and teachers;

   - Sponsor more events about coursework that prepares students for college, SAT and ACT testing, summer programs on college campuses, field trips to college campuses, college application process;

   - Hold college nights where Arizona and New Mexico colleges visit and answer questions for students and their families;

   - Continue to hold financial aid and FAFSA (Federal Application for Financial Student Aid) nights that help students and their families understand *and* complete the student aid application; and

   - Invest in modernizing the technology platform for the scholarship program so that it includes online access to information and to the application and incorporates social media to promote the program.

4. **Streamlining**: Encourage students to apply for an entire school year (instead of per semester), and request that students send documents showing that they are continuing with their program of study.

5. **Research and Resources**: Research and make available to families more information about other scholarship resources available to the Hopi; and establish partnerships with organizations such as the American Indian Higher Education Resources (AIHER) Network;[6]

6. **Bridge and Transition Programs**: Coordinate with the Hopi High School and Northern Pioneer College to provide bridge programs so that Hopi graduates are ready for college work and have fewer remedial classes to take, as well as partnering with nearby universities and encouraging Hopi graduates to enroll in their bridge, transition, and or peer mentoring programs;

7. **Support for College Students**: Build strong partnerships with nearby universities (i.e. Arizona State University, Northern Arizona University, and University of Arizona) and consider programming that will support Hopi High School graduates academically, socially, and emotionally to comfortably transition to college, stay at college, succeed, and graduate; and

8. **Grow-Your-Own Teachers Program**: Work collaboratively with HJSHS, the Tribe, and Northern Pioneer College, building on the teacher preparation programs previously implemented, to encourage more students to take dual degree courses and eventually matriculate at the nearby college, especially highlighting programs that generate more teaching credentials.

Fiscal Impact

This recommendation can be implemented with existing resources. The dedicated staff to manage this program should consist of the HTGSP Manager, Higher Education Advisor, or a staff at the HJSHS, such as a guidance counselor or federal grants manager. Additionally, this recommendation could be implemented jointly by the HTGSP staff and HJSHS staff.

Issue: College & University Partnerships

Overview: Exceptional faculty at Arizona universities have the expertise to assist Hopi directly as it studies the shape and scope of a more comprehensive educational system – whether to support Hopi college students at nearby universities or to find partners to help in implementing other strategic objectives. Strategic partnerships can be difficult to manage, however, without dedicated personnel responsible for maintaining communications, setting and following the agenda, and producing results.

Finding

The Hopi have developed some promising partnerships with higher education institutions, however there is no mechanism or dedicated staff to strengthen and sustain these relationships in a systemic, strategic manner.

Over time, the Hopi have developed partnerships with higher education institutions like Arizona State University (ASU) (especially through the Center for Indian Education), University of Arizona (i.e. Master of Arts Program in Native American Languages and Linguistics), Northern Arizona University (NAU), Northland Pioneer College (NPC), Diné College, and others.

An example of strong partnership involves University of Arizona Professor Sheilah Nicholas, whose work focuses on Indigenous/Hopi language maintenance and revitalization. Her current writing draws on her dissertation, *"Becoming 'Fully' Hopi: The Role of the Hopi Language in the Contemporary Lives of Hopi Youth—A Hopi Case Study of Language Shift and Vitality."* She is an Assistant Professor in the College of Education, Department of Teaching, Learning and Sociocultural Studies (TLSS), Language, Reading and Culture (LRC) Program and is also affiliate faculty in the American Indian Studies Program (AISP) and Second Language Acquisition Teaching (SLAT). Her consultant roles with the Hopi Tribe and local schools have provided professional relationships resulting in the establishment of an on-site Hopi Language Summer Institute for teacher-training offering university course and transfer to LRC degree programs as well as on-going professional development in language-teaching.

Another example is the TED's partnership with Northern Arizona University, whereby a cohort of about 10 Hopi teachers' assistants have studied and graduated together to become teachers.

Presently, the TED's Scholarships and Grants office includes a "Higher Education Advisor," but that position is dedicated to supporting individual Hopi college students.

At Arizona State University (ASU), the Special Advisor to the President on American Indian Affairs oversees University initiatives and programs that relate to American Indian issues and programs. Similarly, Northern Arizona University (NAU) runs a Center for American Indian Economic Development (CAIED), an information and resource center for Arizona's 22 tribal nations and communities. CAIED services include technical assistance, business consulting and training, and educational workshops.

Interviews conducted by **Public Works** suggest that there is no mechanism or dedicated staff to strengthen and sustain these relationships in a systemic, strategic manner. For example, the TED's Scholarships and Grants office includes a "Higher Education Advisor," but that position is dedicated to supporting individual Hopi college students, and is not currently tasked with pro-actively building on long-term partnerships.

Recommendation 8.7

Create the capacity necessary to support greater strategic cooperation with post-secondary partners.

Once the Tribe has determined which governance path it wishes to set for the educational system, it should review its operations and functions to determine where and how it will increase administrative capacity to strengthen partnerships with higher education institutions and individuals.

Research & Best Practices:

Many Tribes have built strong partnerships with higher education institutions to provide opportunities for their high school students or to advocate for their college and university students. For example, in **Coeur d'Alene**, the Native Technology Career Program includes health, human resources, natural resources, and hospitality certificate programs that are "stackable," so that the students can transfer their credits to Northern Idaho College, for example.

The **Salish Kootenai** College provides post-secondary opportunities for students as well as cultural and educational opportunities to the community. The College is also home to SKC Press, which published works in oral literature, history, and native language dictionaries.

The **Jemez Pueblo** Tribe partners with experts at the University of New Mexico and Hilo University in Hawaii to invest in the pipeline of Towa-certified educational assistants and to increase the quality of its language immersion programming. The Jemez Pueblo also partner with Central New Mexico Community College, the University of New Mexico, and the Institute for American Indian Arts to provide dual-credit learning in fields such as health sciences, welding, and digital storytelling. Through its partnership with the Santa Fe Community College and the University of New Mexico, **Santa Fe Indian School** provides dual-credit learning on its campus which reduces the time commitment and cost of transportation. The middle school students are offered the opportunity to receive short-term study in a series of "career pathways" programs that can prepare them for the high school program.

Other Tribes have worked closely with their partners to gain expertise, especially in developing tribal language programs. For example, at the suggestion of the **Standing Rock** Education Consortium, Sitting Bull College created a Lakota-immersion preschool, now called the Immersion Nest. By the 2017-18 school year, the school included pre-kindergarten, first, second and third grades.

In collaboration with the University of Arizona's Indian Language Development Institute, the **Navajo Nation's** Department of Diné Education's "Culture and Language Office" runs quarterly meetings attended by about 150 or so educators who teach language and culture.

Other Tribes partner with higher education institutions to provide "Grow-your-Own" teacher programs or coordinated professional development programs for current educators. For more than 25 years, the **Navajo Nation** has participated in the Navajo Nation Teacher Education Consortium (NNTEC), whereby it works with 16 colleges and universities, including Northern Arizona University, Arizona State University, Diné College, and others. This consortium prepares teachers to teach on the Navajo Reservation and addresses issues related to teacher certifications and academics. Beginning in 2018, Northern Arizona University will partner with the Navajo Nation's education department and two nearby public school districts to offer long-term professional development seminars to K-12 teachers in the Diné Institutes for Navajo Nation Educators. This new institute aims to strengthen teaching in schools serving Navajo youth. The Rural Systemic Initiative and former Office of Diné Science, Mathematics, and Technology (now the Office of Diné School Improvement) was also started as a collaborative endeavor with Diné College, the local business community, and other universities nearby to the Navajo Reservation to enhance the academic achievement of Navajo students in science, mathematics, and technology. The participation of these additional stakeholders – especially the higher education institutions – added value to the program implementation through their expertise and contributed to the sustainability of the program from their community input.

On the **Blackfeet** Reservation in Montana, the tribal college offers a full "Grow-Your-Own-Teacher" Program. Working in partnership with the University of Montana, Blackfeet Community College will allow graduates of the current two-year program will be able to stay on the Reservation and complete their four-year elementary education degree through online classes and with visiting professors. Additionally, Blackfeet Community College recently debuted a program that offers night classes in education to school support staff. After a year, they can become certified to teach up to third grade.[1]

Implementation

The Hopi should consider the following actions that would strengthen its post-secondary partnerships:

- Identify areas in which it wants greater cooperation with higher education institutions;
- Reach out to individual university faculty who can become outside advisors to help the Tribe make progress quickly;
- Select a qualified Department staff member or schools' manager who will be responsible for maintaining the relationships with these institutions;
- Provide a mechanism for ensuring compliance.

Examples of issues to which post-secondary partners can add value include the following:

- Language acquisition and preservation;
- Curriculum development and alignment;
- Teacher preparation and professional development;
- Expansion of dual credit and college-level coursework;
- Internship and job-placement opportunities; and
- Long-term strategic planning and community organizing.

Fiscal Impact

This recommendation can be implemented with current resources.

9 COMMUNITY SUPPORT

Chapter Summary

Overview: A substantial body of evidence demonstrates that community participation is a crucial resource for individual student achievement, but also for catalyzing and sustaining school improvement and for building school cultures that support all students. Community engagement, partnerships, and support are important components to student success and school improvement. This chapter addresses ways that the Tribe can take specific actions *today* to promote collaboration and coordination amongst schools and community stakeholders to strengthen programs to serve youth effectively. It also provides recommendations on how to bring stakeholders together to address specific underlying issues that affect school achievement (i.e. bullying, substance abuse, truancy, and trauma), and how to bring together the Hopi to develop a unique community vision for education.

Key Findings:

The key findings presented in **Chapter 9: Community Support** are summarized below:

- Strong community organizations exist, but there is a lack of a unified effort to collaborate to strengthen resources to serve youth more effectively.

- Underlying family and community issues that can affect attendance and school achievement are not being adequately documented, tracked, or addressed.

- The Hopi community aspires for great educational outcomes for their children, but many community members interviewed and surveyed are unsure how, specifically, to best achieve those goals.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Promote collaboration and coordination amongst schools and community stakeholders to strengthen programs to serve youth effectively;

- Collaborate with related Tribal agencies to address underlying issues.

- Initiate a series of wide-ranging discussions among the community about what makes up the Hopi vision of education and how to fulfill that vision. Create broad agreement for the pillars of the new Hopi education system.

Key Findings and Recommendations

Issue: Community Partnerships

Overview: The Hopi represent many strong communities, with rich history, language, culture, and traditions. This was evident to the review team from every School Improvement Plan, AdvancED review, family engagement event, and Governing Board meeting observed. Since 2015, the Hopi have managed their schools, and the people seek a balance for the youth between maintaining rich traditions and gaining skills for a 21st Century economy. However, the Hopi are also struggling with issues that include poverty, unemployment, family separation, trauma, and alcohol and drug abuse – issues that affect learning and impact schools. Strategic collaborations between schools and their communities could simultaneously support its school-age children and empower the Hopi people.

Finding

Strong community organizations exist, but there is a lack of a unified effort to collaborate to strengthen resources to serve youth more effectively.

In a decades-long process, the Tribe has transitioned all its BIE-managed schools. Since 2015, Hopi local Governing Boards have managed their seven tribally-controlled schools. In many of the AdvancED consultants' reports and School Improvement Plans, the strong role of the community was acknowledged. For example, in the MDS External Review from AdvancED, the report concludes, "the school has strong community connections and makes a concerted effort to embed the Hopi culture in everyday activities."

According to the Hopi Cultural Center web site, the Hopi are considered to be the "oldest of the native people" and reside in twelve traditional villages. Each village is self-governing and members of the Tribe identify themselves with their village and clan.[76] The themes of humility, cooperation, respect, and universal earth stewardship are foundational to traditional Hopi values.[77] Strong community organizations exist across the Hopi Reservation.

- Since 2000, with an initial endowment of $10 million from the Tribe, the Hopi Education Endowment Fund (HEEF) supports scholarships for Hopi college students and funds

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[76] http://www.hopiculturalcenter.com/#welcome
[77] http://www.hopiculturalcenter.com/about-me-shift/#hopiland-1

IMAGINE community grants (i.e. A4H Adventures for Hopi outdoor education and recreation and Project KYAPTSI Women's Coalition to End Abuse).

- Restarted in 2012, the *Hopi Tutuveni* newspaper publishes twice monthly to 2700 readers on and off the Reservation.

- The non-profit Hopi Foundation created the Hopi Opportunity Youth Initiative (HOYI) to connect the youth whom are not actively engaged in school or in the workforce between the ages of 14-26. It included a mentoring program where mentors met with students 1-2 times per month. HOYI serves as a model of community wide collaboration – bringing together youth, parents, service providers, and community leaders engaged in research and development to improve the educational, career, and cultural attainment of all Hopi and Tewa youth and young adults.

- The Hopi Foundation manages HOYI and funds AVID program and the KUYI radio station, among other programs. Its extensive community building programming has included the HOYI Dashboard, the Education Summit in 2016, the first Youth Summit in April 2017, and the second Youth Summit in November 2017. Both summits included an official registration process, about two dozen sessions, and very engaged HJSHS students. Similarly, the Foundation worked closely with the HJSHS AVID teacher to run the first Parent and Community Summit in November 2017, which had an attendance of about 100 people.

- Community Service Administrators and community centers exist in most of the twelve villages.

- Several churches dot the Reservation.

- Community facilities include the Hopi Cultural Center, Hopi Health Care Center, Hopi Wellness Center and Fitness Center, and Hopi Veterans Memorial Center.

- The First Mesa Youth Center provides an opportunity in its spacious gymnasium and indoor and outdoor basketball courts. It is working with the Navajo County library system and the Hopi Department of Education and Workforce Development to set up a physical space for a library, and it serves about 6-12 children daily in the new and growing First Mesa Youth Center afterschool program.

Many of the schools offer after-school programs as well. Currently, Keams Canyon Elementary School & Hotevilla-Bacavi Community Schools have 21st Century Community Learning Center programs. In the KCES program, for example, the students enjoy a snack and a tutoring session from 3-4 p.m. and enrichment activities from 4-5 p.m. The enrichment activities included art,

writing (including writing thank you notes to veterans), and journaling (incorporating a cultural and socio-emotional component).

Other schools offer tutoring afterschool through their Title I funds. For example, FMES provides an After-School Program for K-6 grade students. Students complete homework assignments and received a snack the first 30 minutes of the session. Then, students in all grades select a special interest area for the reminder of the session. Staff members provide arts and crafts, coach on interpersonal skills and how to get along with others, and facilitate library, and outdoor adventures. The goal of the program is to keep children in a safe place until parents arrive home from jobs.

Hopi Day School's afterschool program consists of a Hopilavayi class on Mondays, Extended Day math program on Tuesday and Thursdays, and a variety of athletics every day. Also, many of the elementary schools pay teachers a stipend to serve as coaches, through their school funding, offering basketball, cross-country, and cheerleading. HJSHS provides three different times for buses after school, but mostly only offers tutoring or sports.

In addition, as will be discussed in more detail in the next two sections, the Hopi Tribe provides extensive services through such departments and agencies as the Department of Education and Workforce Development, the Department of Social and Behavioral Services, and the Community Health Representative. The Arizona State Department of Economic Security also staffs a state office on the Reservation.

Recommendation 9.1

Promote collaboration and coordination amongst schools and community stakeholders to strengthen programs to serve youth effectively.

Research & Best Practices:

The "Growing Readers and Developing Leaders" (GRDL) project from the **Gila River** Indian Community (GRIC) is a model of collaboration and support from the Tribe. GRIC's Tribal Education Department (TED) is working to put 100 books each inside 80 percent of homes with young children in the community. Funded by the U.S. Department of Education's Native Youth Community Project (NYCP) and managed by the TED's Literacy Coordinator, the purpose of the project is to support the readiness of students on the Gila River Indian Reservation as they grow through key transitions from home to elementary school to middle school. The expected outcomes are to increase.

- Family engagement with reading;
- Kindergarten readiness;

- Knowledge of STEM and a habit of self-determined reading with K-8 students; and
- Reading proficiency scores K-8.[78]

To do so, GRIC is pursuing three objectives.

1. Promoting literacy through more books in homes of young children;
2. Establishing a demonstration preschool and Blackwater Community School (Pre-K-8) that utilizes a literacy-focused curriculum; and
3. Engaging more kindergarten through 8th grade students in STEM projects.

At the school-level, **Blackwater Community School**, one of the GRIC's tribally-controlled schools, hosts "Family Literacy Nights" once a month to enhance the parental involvement. According to the school's web site, it is "relentlessly pursuing to help increase the Literacy among our community."[79] The September 2017 Family Literacy event was connected with the NYCP Grant-based preschool. BWCS also distributes reading books free of cost for children during these events. On the STEM focus, the TED worked with summer school programs in public schools and tribally-controlled schools to help 600 student participants take part in science-based projects in summer 2017.[80]

Parents and grandparents have asked how to get their students to read more, and this project is "growing habits of reading," according to one leader, "It's about increasing the academic standards and expectations of the community, changing the outlook. … This is huge." Per comments made one month later, "Success is how many people changed … [providing a] cultural shift."[81]

The **Gila River** education department can also serve as a model for bringing together about 100 stakeholders in November 2016 for an Education Summit. In an effort to improve community outreach and take a closer look at education, the department set up sessions that focused on compliance, academics, social and emotional needs, and culture. Participants were asked to describe the ideal educational system, GRIC's current system, and ways to improve. One panel included five youth who talked about their experience in education.[82]

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[78] https://www2.ed.gov/programs/indiandemo/16awards/2016-299a-0067.pdf
[79] http://bwcs.k12.az.us/resources/resources.html.
[80] www.mygilariver.com/gricted/
[81] "Tribal Education to Promote Reading with Community Youth Grant," *Gila River Indian News,* April 21, 2017 and "Tribal Education Wants to Change the Culture of Reading in Gila River," *Gila River Indian News*, November 17, 2017. http://www.gricnews.org/
[82] See "*TED Brings Together Stakeholders at Education Summit*, "Gila River Indian News, December 12, 2016. http://www.gricnews.org/

Implementation

Build Community Relationships: In addition to tribal-level collaboration, Hopi schools should take advantage of their small village populations to strengthen community empowerment and good public relations. The schools should coordinate with nearby community organizations, Tribal Council representatives, Village CSAs, community centers, church and business leaders, and other nearby organizations or centers. An example of how schools could organize their community networks follows.

- Hopi Junior Senior High, Pioneer Community College, Keams Canyon Elementary School, Jeddito Elementary School (Cedar Unified Schools);

- First Mesa Elementary School, First Mesa Youth Center, Hopi Health Care Center;

- Second Mesa Day School, Cultural Center, Hopi Veterans Memorial Center, Hopi Wellness Center, art galleries;

- Third Mesa (Kykotsmovi, Hopi Day School, Hotevilla-Bacavi); and

- Moencopi Day School, Tuba City.

<u>Step One</u>: **Create a list of community organizations and their leaders**. The school administrator and parent liaison should meet with the local village CSAs and together create a list of potential community organizations. All community leaders listed above should be invited via a group e-mail list to monthly board meetings and school events (i.e. athletic events, PTO meetings, Indian Day, Honor Roll and attendance celebrations, etc.). If community members are entering the school, regular visitor rules will still apply.

<u>Step Two</u>: **Set up Regular Meetings with Community Leaders.** The school administrators should each set up regular meetings with their respective Tribal Councilmembers, village leaders, community leaders, and governing board leaders, perhaps a monthly informal breakfast. When Governing Board meetings are publicized, they should include the upcoming agendas and supporting documentation for review (and/or the e-mail can include a link of the documents that are posted on the school web site). If there are any concerns about compliance with public meetings, the school can advertise the meeting and open it to other community members who want to attend and summarize what was discussed in writing.

<u>Step Three</u>: **Incorporate this Collaborative Model into the Governing Board Structure.** The secretary should set up a training session for Governing Board members to promote community partnerships. Once trained, they could use a variety of models to incorporate community partnerships and collaboration. This should be done on the HBE level too. The Board could

include a monthly "Community Input" time on their agendas and make a point to invite at least one community leader per month to speak and report on the village's good news and challenges that month, or it could announce a "public hearing" on an important topic monthly or quarterly, whereby the board asks for community leaders' opinions and opportunities for collaboration and/or support. Alternatively, the board could also apply an "Advisory Committee" model by setting up a business, church, and community leadership committee, which meets regularly and reports back to the larger board.

The community collaboration model can start out by addressing known problems and working together to solve them. For example:

- The school leadership could work together with CSA's to discuss the problem, challenges, opportunities, and find collaborative solutions to address underlying issues (i.e. housing assignments for incoming staff or families, need for local businesses, enrichment and/or after-school programs for youth, coordinate with community centers – what purposes can they be used for, etc.). This strategy is already being implemented by one school, which is working with nearby First Mesa Youth Center to create an enlarged after-school tutoring program for its students.

- Another manageable task would be to increase the number of books and parents who read to, or with, their children. According to the First Things First report, only about one-third of all Hopi parents of children under age five read to their children consistently throughout the week. Currently, the Education Department manages a Bookmobile and Mobile Computer Lab. First Mesa Youth Center has worked with Navajo County to turn its conference room into a physical library. Parent Liaisons report that many of the schools hold Literacy or Reading Nights, and that the Native American Partnership sometimes donates books to parents. All these programs could collaborate to create a vestibule of books available to community members, parents, and grandparents alike, as well as a parent training center to promote reading with their children and provide tips for improving their child's reading, vocabulary, and comprehension.

Such a program could conceivably collaborate with Pioneer Northern College, promoting or supporting its GED preparation or community college programs. At a minimum, the schools' parent liaisons should collaborate with the First Things First professionals who work with parents of younger children. They can learn about the resources available on the Hopi Reservation so they can take full advantage of them, and help guide other parents.

Fiscal Impact

This recommendation can be implemented with existing resources and school staff, or the Hopi Department of Education and Workforce Development could try to obtain additional grants to supplement these efforts.

Issue: Addressing Underlying Issues

Overview: Despite available programs, improving student achievement can be more challenging when children live in concentrated poverty in a rural area. In the review team's onsite and phone interviews, school administrators and teachers alike mentioned these barriers, for which there may be little recourse at the school level.

Finding

Underlying family and community issues that can affect attendance and school achievement are not being adequately documented, tracked, or addressed.

On the Hopi Reservation, about half of the schoolchildren are living in poverty.[83] According to the USDA statistics, however, the numbers may even be higher, ranging from 56 – 67 percent of students qualified for the Free Lunch program.[84]

The economic outlook is challenging. Less than fifty Hopi families receive TANF annually, according to the Arizona Department of Economic Security (July 2015), and another fifty receive WIOA support to get back on their feet and retrain for an employable skill. This may be partially due to recent changes in the state rules, or the difficulty of finding employment on Hopi. Only a few private businesses serve the Reservation, and even fewer business leaders reach out to schools or serve as partners (i.e. mentoring, sponsorships, etc.), despite a CTE program at the high school. When asked about business partnerships, **Public Works** staff was given a list with a handful of businesses and some phone numbers, but no leaders' names or contacts. See also 2016 Hopi Comprehensive Economic Development Strategy available at: http://www.hopi-nsn.gov/wp-content/uploads/2016/09/Hopi-Comprehensive-Economic-Development-Strategy-Final-Draft-2016.pdf.

The teen pregnancy rate for youth between the ages of 15 and 19 is high, according to the most recent available data. Of the 152 births on the Hopi Reservation in 2010, for example, almost 20 percent were to mothers under the age of 20, according to *the First Things First* Hopi Hub report. Interviews and survey data from 2017 confirm that teen pregnancy during high school remains high, and that many first births are to mothers 19 years old and younger.

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[83] https://gotr.azgovernor.gov/file/7276/download?token=1hYvsLMx
[84] https://www.fns.usda.gov/school-meals/community-eligibility-provision-status-school-districts-and-schools-state

Many Hopi children are living with someone other than their parents because of parents' death, unemployment, physical or mental illness, substance abuse, incarceration, domestic violence, or child neglect.[85] Primary caretakers of children can include grandparents, other extended family members, and/or foster care. Nearly 18 percent (411) of all on-reservation youth under 18 are in or have been referred for out of home placement (296 current placement, 115 prior placements), according to data collected by the Hopi Foundation in late 2015. This is consistent with the 2010 demographic report that noted that 580 children ages 5-17 were living with grandparents. School administrators concurred, stating that 30–60 percent of the children in their elementary schools are not living with a parent, but instead have grandparents raising them. By contrast, one administrator said that close to 20 percent of the students are living with both mother and father. Finally, in the parent/guardian surveys, when asked, "What is your relationship with the child who attend the school?" nearly one third answered guardian, grandparent, or some other relation than parent. In many cases, due to lack of available housing and/or funds, multiple families live in small housing, some without electricity, complete plumbing, or complete kitchen facilities. The Tribe does not have current data, nor do the schools, according to consultants' interviews.

Comments from one Hopi stakeholder describe the situation as "children having children earlier and earlier." She said, "They reach 18 and leave the Reservation, leaving the children behind…they get raised by grandma or even great-grandma… Grandma and Grandpa aren't as strict as when they raised kids." This is consistent with the teen pregnancy concerns suggested by community surveys and other data collected from outside sources.

Over 88 percent of community members surveyed consider teen pregnancy a problem, and of those over 67 percent think it is a "big" problem. (See **Figure 9-1.**)

A number of interviewees also mentioned that the Hopi community has a high rate of national sex offenders, and made reference to "the Boone incident," where over 140 boys were molested in the 1980s by a Hopi elementary teacher.[86] This tragic history and current reality contribute to current concerns about sexual and physical abuse. These statistics were also noted as concerns in the administrator/teacher, parent, community, and high school student surveys.

Exposure to poverty, economic despair, teenage pregnancy, family separation, suicide, substance abuse, physical and/or sexual abuse can all contribute to individual incidents of trauma. These factors, in addition to the historical trauma suffered by Native Americans for generations, can impact communities' and students' current social-environmental,

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[85] First Things First – 2016 Need and Assets Report – Coconino Region – Hopi Hub
[86] For more information about the Boone incident, see:
https://www.edweek.org/ew/articles/1990/05/02/09380025.h09.html

psychological, and physiological distress. To address this issue, a Hopi Foundation training conference in October 2009 focused on overcoming trauma for Native Americans.[87] In April and May 2018 meetings, members of the TED Advisory Committee discussed the importance of addressing the issue of trauma as it affects Hopi students.

Figure 9-1
Survey Responses about Concerns to School Environment

Statement	Administrators and Teachers	Parents	High School Students	Community
Alcohol and drugs are a problem in this school	24.1% Strongly Agree or Agree	24.0% Strongly Agree and Agree	51.0% Big problem 34.0% Somewhat of a problem	84.0% Big problem 12.5% Somewhat of a problem
Bullying is a problem in this school	48.0% Strongly Agree or Agree	63.9% Strongly Agree and Agree	37.8% Big problem 35.8% somewhat of a problem	77.3% Big problem 10.2% Somewhat of a problem
Vandalism	31.6% Strongly Agree or Agree	26.7% Strongly Agree and Agree	30.4% Big problem 35.8% Somewhat of a problem	n/a
Gangs	1.7 % Agree (79.3% Disagree or Strongly Disagree)	13.6% Strongly Agree and Agree	20.7% Big problem 33.1% Somewhat of a problem	
Teen Pregnancy	n/a			70.0% Big problem 19.3% Somewhat of a problem

Source: Public Works Parent, Community, and Student Surveys, December 2017 – January 2018

These challenges affect learning. For example, chronic and sustained absenteeism (unexcused absences of ten or more days) was identified as an issue of major concern by some principals. One-third or more of Keams Canyon's students fall into this category. From SY 2013-14 to 2016-17, 33 to 37 percent of its students had ten days or more of unexcused absences. It is notable that over 65 percent of parents surveyed supported more "alternative program for students with academic or behavioral challenges." **See Figure 8-2.** For further discussion, see **Chapter 6: Discipline & Behavioral Health Services.**

HJSHS should be commended for its current work to address the concerns about drug and alcohol use from several angles. The school is tracking and publicizing the data, both in discussions at the Parent and Community Summit in November 2017 and on the school web

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[87] "Overcoming Trauma for Native Americans Subject of Hopi Conference," *Indian Country News,* 2009. http://www.indiancountrynews.com/index.php/culture/food-health/7680-overcoming-trauma-for-native-americans-subject-of-hopi-conference

site. The administration is building a more supportive school environment through PBIS, positive anti-alcohol and anti-drug messaging throughout the school, and school-wide support for Red Ribbon (the nation's oldest and largest youth drug prevention program) Week. It has employed a dedicated full-time staff member for in-school drug and alcohol education for offender, as well as two full-time Alcohol and Substance Abuse counselors, a full-time School Climate Coach who is a certified Alcohol and Substance Abuse counselor. In one example of working with other agencies, HJSHS has a Memorandum of Agreement with Hopi Behavioral Health to provide weekly individual and group counseling services to its students after school and close cooperation with local police including a successful undercover operation and a pending memorandum of understanding to create a School Resource Officer.

In addition, the following state and Tribal agencies are working to address some of these problems, but according to onsite interviews, they are not working closely with school administrators or parent liaisons in with a systemic approach:

- The Arizona State Department of Economic Security staffs a state office in Kykotsmovi that provides additional services.

- The Tribe's Department of Social and Behavioral Services provides mental health, substance, drug, and alcohol abuse services, detoxification assistance, intensive outpatient therapy, and an opioid addiction treatment program. The Department includes general assistance and Child Protective Services, which assists in cases of child abuse and/or neglect, and in other minor-in-need-of-care services.

- The Community Health Representative acts as liaison for Hopi to medical services, and was implementing a teen pregnancy prevention program, focusing on safe-sex, abstinence, and birth control.

- A Youth Wellness Program acts to reduce diabetes and other chronic diseases.

- The Tribe also runs a child care program (managed by the Hopi Department of Education and Workforce Development), the four Head Start Centers, a mobile library, a workforce development program, and a scholarship program.

Recommendation 9.2

Collaborate with related Tribal agencies to address underlying issues that impact learning.

Research & Best Practices:

Using the data from the "Education Pipeline," the **Coeur d'Alene** Department of Education recognized the underlying issues contributing to low attendance and substance abuse, for example, because it was having a negative effective on the education pipeline. Instead of ignoring these issues, they worked closely with other Tribal department partners to tackle the underlying issues that were creating barriers to successful educational programs. The real barriers to education were based on attendance, they realized.

Using a U.S. Department of Justice grant, the Coeur d'Alene Tribe formed a **Tribal Collaboration Committee**. Reviewing the data, they noted that 45 percent of the children between the ages of 12 and 17 were in the justice system or on probation, and that 90 percent of educational failures were substance-abuse related. Then, working with the NorthWest Area Foundation, they developed a **Comprehensive Tribal Justice Strategic Plan**, rooted in the Tribe's values of membership, scholarship, stewardship, and guardianship.

By ensuring that the programs and organizations are aligned, coordinated, and collaborating, Hopi, too, can address any underlying issues in a holistic "whole child" approach, which will support attendance and student achievement.

Implementation

Using the data collected and analysis of the Education Pipeline, the Hopi Department of Education and Workforce Development should coordinate with the other departments listed above, social services, as well as the Village CSAs and state agencies, to provide wraparound services for students and families in need. The schools' Parent Liaisons already do this to some extent, but they could use more guidance, training, and support, along with a strategic, coordinated approach.

In **Coeur d'Alene,** the Education Department convened all the other relevant departments to form a Tribal Collaboration Committee. In recognizing the issues, together, the Committee developed a Comprehensive Tribal Justice Strategic Plan, relying on the data and the Tribe's values.

This kind of reservation-wide collaboration is needed to collaborate, coordinate, and strengthen programs that serve children (see programs above like Hopi Foundation, First Mesa Youth Center, Head Start, Hopi Wellness Center, Hopi Cultural Center, etc.).

At minimum, the Hopi Board of Education (HBE) could add an agenda item to its monthly meetings. Each month, a different organization can give a report for the HBE and CSAs. At the end of the year, the HBE could summarize these reports in its annual report, providing

information to schools' leaders about what other organizations could provide. All these organizations' sites should be linked to the Department of Education web site as resources.

Chronic Absences: Applying this model to a specific issue, for example, the schools' registrars, attendance clerks, parent liaisons, and school administrators could meet to discuss the issue of chronic absences. Currently, the attendance clerk contacts the parents after a long-term absence of a student. If no response is received, the parent liaison receives a "home visit referral," which often causes the parent to send the child back to school, temporarily, "until it happens again." When asked about the next response, parent liaisons answered that they could call Child Protective Services (CPS), "who is supposed to be enforcing the law," but that they often get rebutted without a concrete response.

As noted by one parent liaison, the Tribe has a Children's Code (which incorporates Section. 3.3.30 of the Criminal Code, for Failure to Send Children to School). "CPS rarely follows up, even when we put a SCAN. If they do at all, it changes for a few days and then they start missing again… The support is just not there… CPS said, 'we're overloaded, you'll just have to handle it yourselves.'"

CPS falls under the Tribe's Department of Social and Behavioral Services. Using this collaborative model, the broader Department can work with the schools in a proactive way to set up a strategic approach, one that can be applied with fidelity in every school to increase attendance rates, especially for those students likely to be absent repeatedly. Even the federal government suggests this collaborative approach.[88]

Teen Pregnancy and Family Separation: Another underlying issue is teen pregnancy and family separation. There are collaborative ways to reduce unplanned pregnancies, for instance, whereby the HJSHS could work with the Community Health Representative and the First Mesa Youth Center to provide enrichment, after-school activities, and confidence-boosting opportunities.

Trauma: In addition, Hopi Tribal entities and community organizations should work collaboratively and cooperatively to address underlying issues of trauma experienced by students, parents, and guardians. Specifically, the Hopi Department of Education and Workforce Development could work with the Departments of Behavioral Health, Health, Social Services, and other Tribal programs to address the impact of trauma as it affects Hopi students and/or their parents and guardians. The Hopi could use the Menominee Model, a collaboration of the Tribal Government, Tribal School District, and Tribal Clinic, which serves as an example of one tribe's multi-sector program that includes a trauma- and historical trauma-informed program of

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[88] http://www.moencopidayschool.org

school support.[89] This collaboration can also support the use of trauma-informed school practices that appropriately respond to children who come to school with multiple Adverse Childhood Experiences. Finally, counselors and medical professionals can adapt evidence-based practices by applying tribal-specific healing strategies, community support, and approaches that incorporate validation of grief and loss associated with historical traumas (Brave Heart et al., 2011).[90]

Responsiveness to Individual Needs: Collaboration amongst departments can also address "small" details that can have big impacts. For example, in one onsite interview, a Head Start mother described how she could not apply for education financial aid because, at age 19, she still needed her parents' information and signatures on the federal form. However, her grandmother had raised her, the Village Chief wrote a letter allowing her grandmother to act as guardian, but that process was insufficient to meet federal or state "legal guardian" requirements, so she walked out of the Department of Education and Workforce Development without assistance or eligibility for additional education or workforce development services. This is an example of in individual logistical issue that the Department should have the capacity to respond to and resolve.

Collaboration and development of "social capital" among schools, families, and communities is acknowledged as a best practice strategy necessary for community change and systems transformation. More details and practical suggestions, are proposed in "Opening School Doors to Communities and Families: A Social Capital Approach for Multiparty Collaboration" published in *Social Action in Counseling and Psychology* (2015)[91]

The federal government also recognizes the need for a collaborative approach. For example, in October 2015, its different agencies came together to provide a multi-agency *"Community Toolkit to Address and Eliminate Chronic Absenteeism."[92]*

Fiscal Impact

This recommendation can be implemented with existing resources; however, it will require sustained leadership and management.

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[89] Children Youth & Families (CYF News) American Psychological Association, December 2017 (citing *Addressing Trauma, 2016*).

[90] "Examining the Theory of Historical Trauma Among Native Americans," *The Professional Counselor,* 2011. http://tpcjournal.nbcc.org/examining-the-theory-of-historical-trauma-among-native-americans/

[91] Mellin, Elizabeth A., Elise E Belknap, Ian L. Brodie, Kristen Sholes, "Opening School Doors to Communities and Families: A Social Capital Approach for Multiparty Collaboration," *Social Action in Counseling and Psychology*, Vol. 7. Issue 1, Summer 2015. http://www.psysr.org/jsacp/mellin-v7n1-2015_1-18.pdf

[92] https://www2.ed.gov/about/inits/ed/chronicabsenteeism/toolkit.pdf.

Issue: Community Vision for Education

Finding

The Hopi community aspires for great educational outcomes for their children, but many community members interviewed and surveyed are unsure how, specifically, to best achieve those goals.

When surveyed, the Hopi aspire for college and career preparation from their educational system. As shown in Figure **9-2**, the survey results from Community members, parents, and Hopi High School students alike show that the vast majority of respondents expect the schools to prepare students for high-level classes, college, and career after graduation. However, when asked in interviews about *how* Hopi schools could achieve that vision, there was uncertainty and no clear consensus.

Survey Results and Community, Parent, and Student Aspirations for Hopi Schools
Figure 9-2

Community, Parent, and Student Survey Results
93.6% of community members believe that the Hopi education system should prepare Hopi students for college.
92.1% of community members believe that Hopi students should be academically competitive with other students in Arizona and nationally.
87.9% of community members believe that schools should be providing training so that students graduate from high school with job skills.
84.6% of parents expect their child to attend college after graduation: 47.0% of parents expect their child to attend a four-year college or university, and 37.6% expect their child to attend community college
81.2% of high school students answered that they would take an Advanced Placement (college-level) class or a dual credit class (for high school and college credit offered here in coordination with a local college) if offered at Hopi Senior High School.

Source: Public Works, Community, Parent, and Student Surveys, December 2017 – January 2018.

Recommendation 9.3

Initiate a series of wide-ranging discussions among the community about what makes up the Hopi vision of education and how to fulfill that vision. Create broad agreement for the pillars of the new Hopi education system.

Research & Best Practices:

The **Jemez Pueblo** conducted "Vision 2010," a community visioning process that asked the community "'What would you like the Pueblo to look like in 2010?'"[93] Through these discussions, the Tribe arrived at a common understanding of its goals.

- First, the people wanted tribal self-determination in educational matters.
- Second, the Tribe wanted to preserve its language and culture for the future, with a particular emphasis on making the Towa language integral to the educational experience of all Pueblo children.
- Third, the community understood that children needed to be prepared for higher education and workforce opportunities.

The Jemez Pueblo included a deep-rooted commitment to collaboration as a core component to its educational reform movement. "A big reason for our success has been that we haven't disconnected our school[s] from the community"[94] says Kevin Shendo, director of education.

"Children who know who they are, where they come from, and how they are making a contribution, can succeed academically."[95]

As part of Vision 2010, the Pueblo of Jemez Department of Education conducted three visioning seminars. People were asked, and the youth vision was included, how the Tribe could connect its traditions with the educational demands of the future. Through this process, families have come to take pride in being part of something that is community-driven; students understand the Tribe's aspirations for them and are motivated to work hard; and the goals of the Department of Education are being reinforced by the tribal leaders and at home.

Santa Fe Indian School (SFIS) has had remarkable success at getting agreement among its many constituents for pursuing a high bar of excellence in its academic and cultural pursuits. At the start of its reformation in 2009, SFIS went to the community to discuss the difficult issues that confronted families and students, including obesity, wellness, suicide, and discipline. Using a comprehensive approach, administrators gathered data and viewpoints from tribal governors, parents and students, and went to community sites not just school functions to solicit feedback. This process produced not just the "Ten Elements" and reinforced agreement around the "Skills of the Ideal Graduate," but it provided a common message and a common language in the community that everyone understands.

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[93] McKosato (2014).
[94] McKosato (2014).
[95] Kevin Shendo, September 13, 2017.

There are two key aspects of the SFIS community engagement strategy. First, governors—whom both students and families recognize and respect as the leaders of their Tribes—have real responsibility to reflect the school's core values in interactions with the people. Through active engagement of the dean of students, SFIS has been able to maintain governors' support for the school mission, even though the tribal leadership typically changes every year. Second, SFIS has institutionalized its open-communication policies. Students and parents are expected to understand and follow the policies expressed in the Handbook. Parents and students are included in planning activities. At the start of each year, administrators meet with each leader to confirm the school goals for students of that Tribe. There are routine meetings with the Pueblo trustees who sit on the school board, and ordinary members of the community continue to provide strategic input.

Implementation

The options outlined in this report, and the facilitation of wide-ranging discussion of the report's proposals, can help the Tribe take greater ownership of its right to self-determination of its educational vision. Using this report and visioning activities, the Hopi community and its leadership should continue these discussions through a fully inclusive visioning process. The TED Advisory Committee, the Hopi Tribe's Health and Education Committee, and the Hopi Department of Education and Workforce Development should decide who should lead the community meetings. Over a six-month period, that leader should hold and facilitate visioning sessions throughout the community. Accurate minutes of such meetings must be taken and themes of trends should be noted. Through this process, the Tribe should make decisions about the Hopi vision and priorities of the education system.

Fiscal Impact

This recommendation can be implemented with current resources.

10 FINANCE & BUDGET

Chapter Summary

Overview: Currently all school funding is allocated to individual schools. Many of the recommendations in this chapter involve increased coordination and cost-sharing between the schools on purchasing, which would reduce the costs to each school. Under the current funding model (where each school receives and manages its own federal funding allocation), schools could opt into joint-purchasing arrangements. Under federal rules, these types of arrangements would require a signed agreement between the schools and the Tribe. Such arrangements should also include a written agreement between the schools, such as a contract or memoranda of understanding, to ensure that the costs allocation model is agreed upon by all parties, and that the responsibilities of each party are clearly outlined.

An additional finance and budget issue that surfaced was the possibility of combining some or all the schools' budget allocations. There were two models suggested for consolidation of funding allocations. One model was to pool funding allocations for specific areas to better allow for joint purchasing in those areas, such as transportation or professional development. The other model was to pool all school funding under a central management authority.

Pooling funding allocations for specific areas. Under federal program rules, the Tribe can opt for all federal -school funding to be allocated to individual schools or to a central authority. There is no option for pooling only a portion of the school funding allocation. Therefore, for example, the Tribe would not be able to have all transportation allocations go to a central authority and the remaining allocations go to the individual schools. All school funding must go to either the individual schools or to a central authority.

Pooling all school funding within a central authority. If the Tribe opted to have all school funding allocated to a central authority, it would have to change its agreement with the federal government. Central funding of schools is possible through PL 93-638, the Indian Self-Determination and Education Assistance Act of 1975 (ISDEAA). Hopi leaders also suggested that they could obtain "additional 638 funding" from the federal government for administration of a central education agency.

ISDEAA allows for administration of certain programs that have historically been managed by BIA and BIE. In these cases, Tribes negotiate "self-determination contracts" or Title IV "self-governance compacts" with BIE, and BIE transfers to the Tribe control of the funds it would have spent on the program. As of February 2017, only one BIE school, Miccosukee Indian

School in Florida, is funded through an ISDEAA contract.[96] Tribes are more frequently using 638 funding to manage other types of programs, such as health care clinics, police departments, and natural resources management programs.

The Hopi government could opt to move to a 638 contract model with BIE so that all school funds would be allocated to a central authority. However, if the central authority is the government itself, spending would be restricted because the Hopi government is currently being sanctioned by BIE for failure to submit audit reports. Funding would only be made available at the end of each quarter based on actual spending. This model would be infeasible for the schools.

Another centralized funding option would be for the Tribe to identify or create a different central authority to receive and manage the school fund allocations. Regardless of which entity is the central authority, there would be a net loss of administration funds if all funding is pooled because the formula BIE uses to calculate administration funds allocations provides for a greater percentage of costs to be paid to individual schools than to a central authority.

Moving to a single allocation for school funding under a centralized authority would likely require a significant political process to build support and then the development of a detailed implementation plan. If the Tribe adopts a central authority model for school management, such a process would be necessary. This option is discussed in further detail in **Chapter 1: Education Governance**.

Key Findings:

The key findings for **Chapter 10: Finance & Budget** are summarized below:

- Each Hopi school procures goods and negotiates contracts individually, frequently for the same goods, services, and contracted professional staff and from the same providers. As a result, business officers are doing redundant work and schools are missing opportunities for cost efficiencies and additional savings.

  - School Business Office staff at different schools largely work in isolation from one another which prevents them from helping one another and sharing resources.

  - Information on federal funding opportunities is not uniformly understood by school administrators, likely resulting in missed funding opportunities.

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[96] Congressional Research Service. *Indian Elementary-Secondary Education: Programs, Background, and Issues.* June 16, 2017.

- The schools use rolling fund balances, creative cost descriptions, and backfilling between line items to work around the limitations with, and restrictions on, BIE funding.

- Hopi schools report frequent or chronic underfunding in transportation, food, facility maintenance and housing, and information technology.

- Schools do not collaborate on menu planning or coordinate food purchases, resulting in higher expenditures on food services than is necessary.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Hopi schools should consider collaborating on procurement, and when contracting for professional contract staff and services.

- School business offices should adopt uniform business practices, software, and reporting practices.

- School business office staff should be given time each month to meet together to provide each other technical support and share information and skills.

- School business office staff should consider joining a professional organization.

- There should be a Hopi federal finance facilitator who serves all the schools.

- All schools should create or update their strategic plans and utilize them to guide decision making, including budgeting.

- Consolidate the schools' Food Services programs.

- The Tribe should focus on keeping federal revenues on the Reservation.

Key Findings and Recommendations

Issue: Procurement and Contracting

Overview: Increased coordination between schools in procurement and contracting could lead to cost savings and a reduction in workload for business offices, most of whom are understaffed.

Each Hopi school procures goods and negotiates contracts individually, frequently for the same goods, services, and contracted professional staff and from the same providers. As a result, business officers are doing redundant work and schools are missing opportunities for cost efficiencies and additional savings.

The Hopi schools share many common student, staffing and organizational needs that require them to purchase goods and services from organizations and consultants. However, they do not collaborate in procurement and contracting. As a result, they are not able to take advantage of economies of scale that arise from joint purchasing and contracting, coverage of otherwise unserved positions and services that might result from their sharing of resources, or increased efficiency that might result from a single administrative unit (such as transportation) serving multiple schools. If the costs for goods and services are reduced, more resources would then be available for other needs and priorities.

Because the Hopi Reservation is remote to urban centers, there are a limited number of service providers that regularly work with and support the schools. Thus, the schools use many of the same service providers. Many Hopi schools use many of the same service providers for buses, professional staff (special education teachers; psychologists; counselors; occupational therapists, physical therapists, and speech therapists), services (IT maintenance, facility operations and maintenance, and professional development and behavior management training), and procurement (food, curriculum, supplies). Issues related to procurement of transportation services and food are addressed in the sections on transportation and nutrition, respectively.

Contracts for Services and Professional Staff. When each school contracts individually for professional services, each school enters a contract with rates that may include transportation and lodging. If the schools worked together to make joint contracting arrangements – such as with occupational and physical therapists – they could together serve several schools in single trips, thus decreasing the separate travel and lodging costs and sharing the expenses related to trips in which several schools could be served. Also, the schools collectively may be able to negotiate for reduce costs because vendors may offer savings that they can pass along due to economies of scale.

All the Hopi elementary school administrators interviewed by the review team see the possible financial benefits of joint-contracting, and indicated it is something that they would be willing to pursue. Similarly, members of the Hopi Board of Education and the Chair of the Health & Education Committee see this as a potential way to provide needed services at a cost savings. Most elementary school leaders believe it would be beneficial to share service providers that support their special education students in particular, and in certain cases, providers of

professional development for their staff. While each school has its own curriculum and framework for teaching, they share the need to support their teachers to teach to standards, to better serve their special needs students, and perhaps to mentor new teachers as well. Some, but not all, Hopi school leaders also saw potential benefit in sharing services to support their human resources and instructional technology functions.

Procurement of Goods. For the procurement of some goods, such as classroom supplies, information technology equipment and software, books, furniture, and equipment, the schools utilize procurement services where low-cost suppliers have already been identified. These services include Mohave, 1GPA, and E-rate. However, there are instances where the schools make smaller purchases, such as for cleaning supplies, and need to shop at stores off-reservation. Each school makes these types of purchases independently. However, if the schools collaborated on these purchases, they could buy in bulk and reduce overall costs.

Existing Challenges: Business managers have difficultly collaborating on contracts and procurement because most of the schools' business officers are understaffed and/or the Business Managers have additional responsibilities in addition to finance and business management. Therefore, while the business managers agree there may be cost and work savings to be had by joint purchasing, they have been unable to undertake such collaboration.

While the review team found opportunities for cost savings, survey results indicate a fair amount of satisfaction by administrators and teachers on procurement issues, as shown in **Figure 10-1**. Complete survey results are available in **Appendix A**.

Figure 10-1
Results of Administrator and Teacher Surveys on Purchasing

Statement	% Strongly Agree	% Agree	% Neither Agree Nor Disagree	% Disagree	% Strongly Disagree
The school's contract management is efficient and effective.					
	8	43	38	8	3
Purchasing processes are not cumbersome for the requestor, so I get what I need when I need it.					
	5	37	32	18	8
The school acquires high quality materials and equipment at the lowest cost.					
	3	39	47	8	3
Students are issued textbooks in good shape and in a timely manner.					
	15	44	33	6	2
The school provides materials to teachers and administrators in a timely manner.					
	11	39	33	13	4

Source: Public Works Administrator/Teacher Survey, December 2017- January 2018.

Most administrator and teachers who responded to the survey perceive the contract management system as efficient and effective. (However, it should be noted that in most schools, the business officer and school principal would be the staff who most closely work with the contract management system – these staff were not included in the survey.) The responses of other staff members may be based on positive experiences with the contractors, which may lead to a perception that the *system* is effective and efficient even if it is not.

The majority of administrators and teachers who responded to the survey were positive about the timeliness with which textbooks and other materials are provided to students, teachers, and administrators.

Recommendation 10.1

Hopi schools should consider collaborating on procurement, and when contracting for professional contract staff and services.

School districts have found that they can reduce costs when schools cost-share for these types of services.[97] In addition to reducing costs through economies of scale, cost-sharing for these types of service can also have the effect of standardizing processes and sharing risks among the schools.[98]

Specifically, there are opportunities for savings with professional contract staff. The schools already use many of the same providers for professional contract staff, such as special education teachers, psychologists, counselors, and occupational, physical and speech therapists. By collaborating on contracted services, schools may reduce costs (if contractors can spend longer periods of time on the Reservation, there may be savings from reduced mileage), improvements in scheduling (instead of contractors spending a single day per week at a school, they could do part days at multiple schools so that they see students with greater frequency), and more consistency (if one contractor provided services to all schools, when students changed schools, they would already have relationships with the contracted staff).

Special education is an area that may be particularly well-suited for shared services, in that it reduces the need for each school to independently provide services that may only be needed for a small number of students. Special education services and equipment can be expensive and, as a result, many schools may spend a disproportionate amount of their budget on a relatively small number of students. If schools can provide certain of these services to their

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[97] *School Districts and Shared Services: Reducing Costs and Improving Quality.*
http://www.njslom.org/magart0505_page8.html
[98] Wright & Miller, *5 Benefits of Shared Services in K12.* https://www.plantemoran.com/explore-our-thinking/insight/2016/06/five-benefits-of-shared-services-in-k12

students in a single location, the arrangement can eliminate the need for what is otherwise duplication of services.[99]

By sharing certain professional development services, in addition to cost savings, the process of bringing teachers from different schools together for training together could be the beginning of the creation of a shared learning community for teachers. Professional learning communities for teachers is a best practice for professional development[100] and one that has a significant positive impact on teachers' learning, school culture, and teachers' satisfaction with their work.[101] Professional learning communities are being used successfully by teachers in the **Jemez Pueblo** as well as the **Standing Rock Reservation**. Additionally, by coordinating training services, multiple schools can more easily take advantage of expertise being brought in from off-site.

The purchase of services is another place with opportunities for savings. Schools have service contracts for IT maintenance and facility operations and maintenance (such as for pest control and other services) and professional development and behavior management training. Savings may be available if contractors serve all the schools as it provides them with additional work and scheduling flexibility.

Additionally, there may also be an opportunity for saved purchases on smaller items that the schools now purchase at stores instead of through Mohave or 1GPA. If the schools purchased goods jointly and then distributed them, they could take advantage of more bulk purchasing and lower prices.

Implementation

To implement this recommendation under a central governance model, the central authority would hire a Procurement Specialist who would be responsible for working with the schools to identify their contracting and procurement needs, and then researching, negotiating, executing, and managing centralized contracts on behalf of all the schools. Business managers at the individual schools would need to regularly interact with the central procurement specialist to ensure that their school's needs were being met. However, one effect of centralizing this responsibility would be a workload reduction for the business managers. Since many of the

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[99] *Students, Taxpayers Benefit from Shared Services.* MyCentralJersey.com, July 30, 2017. http://www.mycentraljersey.com/story/news/local/middlesex-county/2015/07/30/podcast-focuses-shared-services/30469243/

[100] DuFour, *Professional Learning Communities: The Key to Professional Teaching and Learning.* Fall 2009, http://www.advanc-ed.org/source/professional-learning-communities-key-improved-teaching-and-learning

[101] Grossman, Wineburg & Woolworth, What Makes Teacher Community Different from a Gathering of Teachers? Center for the Study of Teaching and Policy and Center on English Learning & Achievement (CELA) (December 2000).

business managers currently have more work responsibilities than can reasonably be expected of a single FTE, this change would reduce some of that burden and enable them to focus more time on other responsibilities.

In the absence of a central governing authority or shared Procurement Specialist, cost-and service-sharing can be implemented using a consortium approach. The review team identified some examples of Hopi schools already reaching out and working collaboratively, an indication that a shared model could work for the Hopi schools.

For example, last year, First Mesa Elementary School brought in outside experts to provide professional development training on non-violent crisis intervention and extended invitations to all the other Hopi schools to participate; four other schools took advantage of this opportunity. And the Hopi Junior Senior High School has worked with First Mesa Elementary School, Second Mesa Day School, and Keams Canyon Elementary School on curriculum and behavior management alignment.

These collaborations are a good start. However, despite agreement among the business officers that there are opportunities for cost savings through collaboration, because of their high workloads, they have been unable to set aside time to regularly meet as a group. Without an individual who is responsible for implementing this recommendation, it is unlikely that the schools will be able to collaborate regularly and capture the potential savings identified.

Fiscal Impact

The cost to hire a procurement and contracting specialist would be approximately $35,000 for salary plus benefits and overhead costs.

It was impossible to gather precise totals of contracted procurement expenses from all the schools based on the budgetary information provided to the review team. Using the information, the review team was able to compile from some schools, and extrapolating that to the other schools, a conservative estimate of total school expenditures on professional contracts, services, and procurement (excluding transportation and food) is $5.5 million. If coordination services reduced costs by just three percent, the schools would save $165,000 in addition to freeing up some of the business managers' time for other responsibilities. If fully implemented, actual cost savings would likely be even higher.

Implementing this recommendation under the consortium model would be done in a similar manner as under the central authority model. Depending on the model adopted, the consortium procurement coordinator might have more limited authority and responsibility. For example, the procurement contractor could negotiate group rates for all schools, but then each school could sign and manage its own contracts. This model is expected to generate similar cost savings to

the central authority model, but would likely have a smaller impact in reducing the workload of each school's Business Office.

Issue: Coordination Among School Business Offices

Overview: The schools' business office staff are responsible for bookkeeping and budgeting, as well as managing federal grants, providing quarterly compliance reports to BIE, and providing information for annual financial audits. They must keep track of BIE funding opportunities and requirements that may change from year to year. Many have been assigned additional responsibilities as well; for example, one business manager also serves as their school's human resources officer. The responsibilities are complex and technical, and require a significant amount of knowledge and dexterity with both the school's systems and with BIE's processes, requirements, and systems.

Finding

School Business Office staff at different schools largely work in isolation from one another which prevents them from helping one another and sharing resources.

School Business Office staff do not routinely coordinate. The Hopi schools converted from BIE management to grant status at different times. When the conversion occurred, BIE removed its files and its business software. For security purposes, tribally-controlled schools are not allowed access to the BIE's online finance system. Therefore, each school's business office developed and/or purchased its own software systems to manage the school's finances. As a result, each school has a unique set of systems for bookkeeping, budgeting, and financial reporting. This diversity in systems results in the following risks, challenges, and costs:

- Increases risk of financial mismanagement, error, or loss, since only one or two individuals in a school fully understand that school's budget and accounting systems;

- Prevents business office staff from collaborating and helping one another, since each school is using different systems for bookkeeping and recordkeeping;

- Results in inefficiency because there is a limited pool of qualified business officers. When these staff members change jobs and move to a new school, they are required to learn a new system, wasting time that could otherwise be spent on other business administration duties; and

- Reduces accountability of the school to its stakeholders because each school presents budget and spending information organized differently, and the schools are inconsistent on what information, if any, is made available to the public.

Business office staff interviewed indicated that some type of uniformity in software systems would be helpful. Additionally, they said that they would appreciate an opportunity to work together so that they could support each other. One business officer with many years of experience mentioned having helped other business officers in the past, but no longer having the time to do so. Last year there had been an effort for the business officers to meet monthly, but it was unsuccessful because it was difficult for them to find time to meet.

Another benefit of working together would be to share knowledge. A business office staff person at one school explained that she was working with the school's IT staff to learn how to pull data from the BIE student databases. She reported that the system was not intuitive, but that once they figured it out, they were able to pull useful data and were working together to develop different types of reports. If the business officers met regularly, these and other skills and tools could be shared.

Best practices call for schools having cross-trained staff in essential business office functions; otherwise, schools can be vulnerable if the business officer has an unplanned absence or leaves their position unexpectedly.[102] The Hopi school business offices tend to be understaffed already so it is unlikely that there are personnel resources - or time - available to train additional staff members in business office functions in each school. However, if all the Hopi schools utilized uniform business practices and software, it would enable individuals to be trained on that system who could step in and assist other schools, as needed, or in case of emergency.

Additionally, uniform business practices and software would make it easier for business office staff in different schools to collaborate and help one another. Furthermore, there is a limited pool of qualified business officers who frequently change schools. Each new move requires them to learn the new school's systems, wasting time that could otherwise be spent on other responsibilities. With uniform business practices and software, personnel changes between the business offices could proceed more smoothly.

Uniform business practices and software would also facilitate the public sharing on budget and finance information. Although each school is audited yearly, the audits are not easy to read or to use to compare schools. Public reporting practices are inconsistent between schools and the financial documents released often lack detail, making it difficult for stakeholders to understand school spending and finance. Best practices would have each school prepare similar reports

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[102] National Business Officers Association, *Practical Guidance for Independent School Business Operations*, https://www.nboa.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=e36db7b9-ff3a-dbeb-cb68-58d4793afa3a

that are concise, informative, and easy to understand. [103] If all schools had uniform systems, they could jointly develop a reporting format that all schools could use that are easy to understand and that would make it easier for the public to compare data between schools. Many school finance software packages come with reporting functions that all the schools could use to simplify and standardize reporting to the Tribe.

Survey results indicate a fair amount of satisfaction by administrators and teachers on financial management issues, as shown in **Figure 10-2**. Complete administrator and teacher survey results are available in the appendices to this report.

Figure 10-2
Results of Administrator and Teacher Surveys on Financial Management

Statement	% Strongly Agree	% Agree	% Neither Agree nor Disagree	% Disagree	% Strongly Disagree
School administrators are well trained in fiscal management techniques.					
	8.8	38.8	35.1	8.8	8.8
The school's financial reports are easy to read and understand.					
	5.2	36.2	39.7	13.8	5.2
The school's financial reports are readily available to parents and community members.					
	3.5	31.0	46.6	12.1	6.9

Source: Public Works, Administrator/Teacher Survey, December 2107 - January 2018.

More administrators and teachers felt favorably about financial management issues than unfavorably. However, 35 to 47 percent neither agreed nor disagreed with the statements presented, suggesting they did not have direct knowledge of the issue.

Recommendation 10.2

School business offices should adopt uniform business practices, software, and reporting practices.

Hopi schools would see cost savings and other benefits from using uniform software and by meeting regularly to coordinate business operations.

Implementation

To implement this recommendation under a central authority model, the central authority would work with business offices to determine which common business practices, software, and

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[103] National Business Officers Association, *Practical Guidance for Independent School Business Operations*,
https://www.nboa.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=e36db7b9-ff3a-dbeb-cb68-58d4793afa3a

reporting practices the schools should adopt, perhaps tackling the issues sequentially. The central authority take the lead on researching best practices, and then work with the business offices to develop a common business policies and procedures guide, negotiate and purchase common software, provide training, and develop standardize reporting tools. BIE finance staff should also be engaged in this process to ensure that any changes made will still comply with all federal reporting and compliance requirements. Implementation under a consortium model would proceed similarly.

It would be difficult to implement this recommendation without a centralized initiative. As discussed above, the business officers have not been successful in collaborative efforts due to the time commitments associated with their existing workloads. The business officers generally support this recommendation, but without a designated person dedicated to leading this task, it is unlikely to occur.

Fiscal Impact

To implement this recommendation, there would be upfront costs in terms of time of both the business office staff and the coordinating entity staff. There would also be cost associated with obtaining new software and providing training to staff. Software prices will vary depending on the brand, the package, the number of licensed users, and other factors. Vendors supply price estimates to potential customers based on the specifics of the potential purchase.

Recommendation 10.3

School business office staff should be given time each month to meet together to provide each other technical support and share information and skills.

One day a month, the schools' business office staff should have a regular meeting to provide each other with technical support and share skills. This meeting could be scheduled when the schools are having professional development afternoons as a way of acknowledging that other staff also require time for and benefit from professional development.

Implementation

To implement this recommendation under current governance structure, business office staff would jointly select one day a month to have a meeting. Participants could determine how best to plan the agenda and the content of these meetings.

To implement this suggestion under a central authority model or a consortium model, the central authority or consortium would develop a meeting schedule. Working with the business offices, the central authority or consortium could plan the agenda and the content of these meetings.

It should be noted that all the business office staff interviewed said that they would appreciate an opportunity to work together. However, while there was an effort last year for the business officers to meet monthly, it was unsuccessful because it was difficult for them to find time to meet. Without a formalized structure in place (such as provided by a centralized authority or consortium), it is unlikely that the business managers will have the time to organize, or be able to prioritize, such meetings.

Fiscal Impact

This recommendation can be implemented with existing resources. However, the schools' business offices tend to be understaffed and/or staff members have additional responsibility outside of business management. Unless staffing levels are increased to address these issues, it will be difficult for business office staff to set aside the immediate needs of their schools to attend professional development meetings.

Recommendation 10.4

School business office staff should consider joining a professional organization.

Membership in a professional organization such as the Government Finance Officers Association (school finance officers) and National Business Officers Association (independent school business officers) could be an asset to the Hopi school business officers. These organizations provide their members with information on best practices and access to reference materials, publications, e-books, and research; webinars; toolkits; and access to discounted purchasing. Some also provide discounted consulting services and custom research, and professional development opportunities.

Fiscal Impact

These organizations charge annual membership fees. Depending on the organization, the entity that applies (i.e., the Tribe, a school, a consortium of schools), and the number of individuals for whom membership is sought, the cost could range from $200 to $10,000 annually.

Issue: Information Management

Overview: The majority of tribally-controlled school funding is formula-based and the schools are not required to apply for it. However, BIE, BIA, and the U.S. Department of Education all offer grants that tribally-controlled schools may be eligible for, but for which they must apply. The availability of funds, and qualification and application requirements for these grants (including application submission deadlines) can vary each year. BIE, BIA, and the U.S. Department of Education are supposed to notify the schools when such funding is available and the specifics regarding qualifications and applications; however, these notifications do not necessarily happen. Education leaders on Hopi report they must be proactive in searching for

these opportunities, and sometimes learn of them only through colleagues in external organizations, or through word of mouth.

Finding

Information on federal funding opportunities is not uniformly understood by school administrators, likely resulting in missed funding opportunities.

During group meetings with the Hopi principals, and other key staff, it became apparent that school administrators have differing understandings of federal funding opportunities. For example, one principal mentioned that a certain type of funding had not been available the prior year; another said it had been available but the window to apply for it had only been ten days. The source or cause of the misunderstanding regarding the availability of that specific grant is unknown. However, the fact that there is confusion is not surprising.

The three federal entities that provide these grants do not provide any sort of centralized clearinghouse of information for tribal schools about these funding opportunities. The grants are made available through different programs with different staff which result in different requirements and contact people at the agencies.

As discussed above, the school business offices tend to be overworked and understaffed, and they must prioritize the immediate financial management and reporting requirements of the school. Given the schools' limited resources and the importance of potential funding opportunities, it is important that the schools do not miss opportunities for funding.

Recommendation 10.5

There should be a Hopi federal finance facilitator who serves all the schools.

In recent years, BIE has undergone organizational changes that resulted in changes in the staff assigned to assist the Hopi schools. Formerly, BIE had both program staff (responsible for things including grant programs) and finance staff (responsible for funding disbursements) based in Keams Canyon who would assist the schools. However, the program portion of the office was closed. Now BIE program assistance, as well as assistance with BIA and Department of Education funding opportunities, is only available via the phone or electronically.

Instead of relying only on remote federal staff to provide guidance and assistance on grant applications, it would benefit the Hopi to have an in-house federal funding facilitator. The Hopi facilitator could develop expertise and remain up-to-date on all the grants, including application, management, and compliance requirements, and other related policies. If desired, the facilitator could also assist with grant applications and management. The Hopi federal funding facilitator

would understand the issues unique to the Hopi schools and be a resource to all the business managers.

Many schools and school districts have grant managers who have a similar function to what is envisioned for a Hopi federal funds facilitator. For example, the School Reform Commission for the School District of Philadelphia developed a guidance document for school grants managers.[104] Many of the responsibilities outlined in this document, if undertaking by a Hopi BIE liaison, could serve to benefit all the tribal schools. Examples include:

- Using Management Systems - Maintaining an organizational structure for managing a grant that produces results, ensuring coordination, and building accountability.

- Understanding Federal and Non-Federal Requirements - Understanding all federal and/or non-federal requirements pertaining to a grant, including grant provisions, and take steps to ensure they are addressed.

- Translating a Proposal into a Program Plan and Using It - Creating a program plan for implementing a grant and a process to track its progress.

- Managing Budget and Finances - Understanding financial management principles and have a comprehensive system for organizing financial statements, managing and documenting costs, and ensuring internal controls.

- Keeping Records and Documentation - Understanding documentation needs and requirements and meet them with regularity.

- Continuous Review - Addressing prior programmatic and financial weaknesses, and continue to review a program's performance making mid-course corrections as needed.

With a single Hopi federal finance facilitator, individual school business officers would no longer need to keep track of all the changes and requirements the various federal funding agencies. The Hopi federal funding facilitator could regularly meet with and provide updates to school business officers regarding the changes to which they need to be aware. They would also be a resource to whom school business officers could direct questions. This type of resources would

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[104] The School Reform Commission, School District of Philadelphia, January 2014, *Effective Grants Management Core Competencies and SDP Best Practices*, https://www.philasd.org/grantcompliance/wp-content/uploads/sites/113/2017/07/Effective-Grants-Management-Core-Competencies-and-Best-Practices.pdf

reduce some of the work load of the business officers, many of whom have workloads in excess of what can reasonably be expected of full time staff.

Implementation

Implementing this recommendation would require the hiring of a part-time staff member. To implement this suggestion under a central authority or consortium model, the central authority or consortium would do the hiring. To implement this recommendation with the status quo, the Tribal Education Department could do the hiring.

Fiscal Impact

This suggestion could help make the school business officers more efficient by reducing the repetitive work they all must do individually to keep up with changing federal funding requirements and track down information when related questions arise. It potentially would also enable the schools to access additional funding because the Hopi federal funding facilitator would be better positioned to respond quickly to funding opportunities and changes, perhaps facilitating the application for and receipt of additional funds for individual or groups of schools. However, these benefits cannot be quantified.

Under the central authority or consortium models, these responsibilities could be managed by a part-time staff person. The cost to hire a part-time staff person would be approximately $15,000 to $25,000 for salary plus benefits and overhead costs. Depending on the model, another option would be for these responsibilities to be part of the job of a central authority or consortium director. However, if that is the case, sufficient time for this work would need to be built into the individual's schedule.

Issue: BIE Funding Constraints and School Budgets

Overview: Most of the schools' funding comes from BIE grants, with the majority of the funding coming from the Indian Student Equalization Program (ISEP) grant. The funding from each grant is allocated for different purposes and include spending rules and reporting requirements. In any given year, funding for a given program may not match actual needs for any number of reasons.

Finding

The schools use rolling fund balances, creative cost descriptions, and backfilling between line items to work around the limitations with, and restrictions on, BIE funding.

ISEP funding is calculated by BIE using three-year rolling averages of enrollment or, for transportation funding, student transportation miles. This formula causes funding to lag actual

need. When enrollment trends up, the lag results in underfunding. When enrollment trends down, the lag results in excess funding.

The schools have adopted ad hoc work-arounds to manage limitations with, and restrictions on, BIE funding: When faced with budgeting shortages or overages, business offices may utilize rolling fund balances, creative cost descriptions, and backfilling between line items to work around the limitations with and restrictions on BIE funding.

None of these practices violate the rules, and transfers between lines and programs happen occasionally in public and private schools' budgets as well. However, they are not considered best practices; they make fiscal analysis more complicated, and are unnecessarily time-consuming for already overburdened staff. If schools had more flexibility in their budgets, they could better and manage their funding and such practices could be reduced.

Finding

Hopi schools report frequent or chronic underfunding in transportation, food, facility maintenance and housing, and information technology.

Most Hopi schools reported frequent or chronic underfunding in the following areas:

- Transportation – Several schools reported that their ISEP funding allocation was often insufficient and had to be backfilled with general ISEP funding. It was not clear whether this pattern was due to rolling three-year average in student mileage used to calculate the funding allocation, or whether it was due to inefficient use of funds because of the costs associated with school-owned and/or GSA contracted buses.

- Food – Several schools reported that the state reimbursement for meals provided through the school lunch program are insufficient to meet their costs and that such costs had to be backfilled with general ISEP funding. It was not clear how much of this problem is due to insufficient reimbursement rates and how much due to inefficient food services management in terms of portion size and purchasing decisions.

- Facility and Housing Maintenance – Several of the schools reported that they received insufficient funding for facility and housing maintenance. The needs appear particularly great in the older schools where the facilities and housing are over 50 years old and in need of substantial repairs or replacement.

- Information Technology – At one time, there was a separate ISEP funding category for technology, but now such funding is included in general ISEP funding. Because

there is not money ear-marked for information technology investments, several schools reported that they do not have sufficient funding in the general ISEP funds to cover information technology needs.

As discussed above, underfunding may be due to a lag in ISEP funding calculations or underlying underfunding by BIE. In some cases, the schools have excess funding because they are unable to hire qualified staff or contractors and thus cannot spend the funding they have been allocated.

Strategic planning is a management tool that is used by organizations to assess their current situation, identify needs, set priorities, and focus resources to achieve goals. The strategic planning process typically involves groups of employees, either from leadership positions or throughout an organization, working together. The strategic planning team first clarifies the organization's mission, vision statement, and goals. The team then assesses where the organization is relative to those measures; it identifies strengths and gaps. The team then sets priorities and develops plans for meeting its goals. Responsibilities are assigned to individuals or work units and employees, and progress toward goals is assessed on a regular basis.

Strategic planning is a best practice for all schools.[105] Specifically, it is recommended that schools have a comprehensive and inclusive strategic planning process that is completed and revisited every two to five years. Strategic plans are used by schools to identify funding priorities and guide planning throughout the school.

The Standing Rock Education Consortium (SREC) facilitates annual strategic planning for all educational institutions within the Standing Rock Sioux Reservation (three tribal-grant schools, three North Dakota and three South Dakota public schools, the Language and Culture Institute, one parochial school, one Head Start program, and Sitting Bull College) and a tribal grant school located off-reservation. Each year the SREC engages members in strategic planning, through which three goals are selected and members focus on their implementation throughout the year. The annual planning involves school board members and school administrators. The strategic planning and implementation process is regarded as part of tribal nation-building.

Some of the Hopi schools have strategic plans, but others do not. By implementing a strategic planning process that can be used to set priorities and make funding decisions, the schools can be more proactive in planning and resource allocation.

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[105] National Business Officers Association, *Practical Guidance for Independent School Business Operations*, https://www.nboa.org/HigherLogic/System/DownloadDocumentFile.ashx?DocumentFileKey=e36db7b9-ff3a-dbeb-cb68-58d4793afa3a

Recommendation 10.6

All schools should create or update their strategic plans and utilize them to guide decision making, including budgeting.

Implementation

To implement this suggestion under a central authority model or consortium model, the lead agency could work with staff from all the schools to conduct Tribe-wide education strategic planning. The individual schools could then develop individual strategic plans that reflect the vision and goals of the Tribe-wide strategic plan.

Under the status quo, the Hopi Education Department could facilitate Tribe-wide education strategic planning. Regardless of whether that happens, individual schools could create Strategic Planning Teams to develop individual strategic plans.

Fiscal Impact

If a central authority, consortium, or the Hopi Education Department facilitates Tribe-wide education strategic planning, a staff person would be required to dedicate a portion of their time to working with the schools and monitoring implementing, or a part-time person would need to be hired. The cost to hire a part-time staff person would be approximately $15,000 to $25,000 for salary plus benefits and overhead costs. Depending on the model, another option would be for these responsibilities to be part of the job of a central authority or consortium director. However, if that is the case, sufficient time for this work would need to be built into the individual's schedule.

Issue: Food Services

Overview: The National School Lunch Act includes a Community Eligibility Provision that allows high-poverty schools to serve breakfast and lunch at no cost to all enrolled students without collecting household applications. Because over 40% of each Hopi's school student population are from low-income families, the schools all qualify for Community Eligibility. All the Hopi schools utilize this option and make breakfast and lunch available, free-of-charge, to all students. According to survey results, the buses arrive early enough, and between 50 and 70 percent of the high school students eat breakfast in the cafeteria. Additionally, Keams Canyon Elementary School and Hotevilla-Bacavi Community School have 21st Century Community Learning Center programs, where they provide snacks to participating students.

Finding

Schools do not collaborate on menu planning or coordinate food purchases, resulting in higher expenditures on food services than is necessary.

According to staff interviewed and survey results, meals served at Hopi schools are relatively nutritious and meet nutritional standards. Over half of administrators and teachers, and of Hopi High School students agreed that the food serviced is nutritious and fresh (over 52 percent agreed in both surveys). Plus, the cafeteria provides meals for students who require a special diet during ceremonial fasting, according to 76 percent of Hopi high school students. Almost 80 percent of the Hopi High School students agreed that the cafeteria staff are friendly and helpful.

However, food services in the Hopi schools is costlier than expected since each school conducts its own budgeting and menu planning, orders food delivery, and pays a Food Services Director and cooking staff. Schools are not benefitting from joint purchasing discounts and consequently are spending more than necessary to deliver nutritious meals to students and staff. **Figure 10-3** below, summarizes the Food Services program at each Hopi school.

Figure 10-3
Hopi Schools Food Services Programs

School (Grades Served)	Food Services Staff	2017 Student Enrollment
Second Mesa Day School (K-6)	4 staff, cook on site	255
Moencopi Day School (K-6)	1 cook, 2 assistants	153
Hopi Day School (K-6)	1 cook, 2 helpers	143
First Mesa Elementary School (K-6)	1 cook, 1 assistant, 1 P/T	158
Keams Canyon Elementary School (K-6)	Head cook, cook assistant	133
Hotevilla-Bacavi Community School (K-8)	F/T cook, P/T assistant	137
Hopi Junior Senior High School (7-12)	1 Manager, 3 cooks, 4 cafeteria helpers, 1 clerk	550

Source: Data collected during November 6, 2017 elementary principals' meeting, from schools' web sites, and during other school interviews conducted in November 2017.

Hopi schools order food products from delivery companies such as Sysco Food Delivery Services and Shamrock, and cook the food on site. The Hopi Cultural Center restaurant also orders its food through Sysco and Shamrock and has it delivered. There are no full-service supermarkets on the Hopi Reservation, only the Keams Canyon convenience store and café, the First Mesa grocery store, and the Kykotsmovi village convenience store, which includes a deli.

Although all the schools order food from the same companies, they do not coordinate purchases, so they are unable to save money through cost sharing, coordinated deliveries, or

economies of scale. Furthermore, because the schools do not coordinate Food Services, each school has a separate, isolated system that requires a Food Services Coordinator, full-time cook(s), dieticians, and at least one assistant.

Additionally, some schools lack adequate facilities to store food, preventing them from purchasing in bulk. For example, the Moencopi Day School lacks sufficient space in its kitchen and has inadequate freezer space to enable them to buy in bulk. As a result, the school's milk program costs $3,000 a month, but would be virtually free if it could purchase and store larger quantities.

Without detailed menu planning and related budgeting, the individual schools' Food Services spending varies widely from year to year, according to onsite interviews and budget documents from some of the schools. Food Services costs in some schools are significantly higher than the total USDA reimbursement. At Second Mesa, for example, Food Services spending is typically $100,000 - $200,000 more than budgeted. The reasons for overspending are unclear.

One staff member speculated that overspending occurs, "because the school is spending too much on food, buying too much at once and discarding." Challenges with Food Services budgeting have been noted by other sources. For example, the USDA conducts Nutrition Audits of schools every three years. The 2016 audit of the Second Mesa Day School included recommendations on more effective budgeting practices, such as the need to calculate how much funding the school has for each meal per student, and to develop menus that match the budget. According to the Hopi Day School 2016-17 Budget by Grant, the contracts for food, dairy, bread, and commodities under ISEP Food Services line items are close to the budgeted amounts, but they also vary per contract. According to the Moencopi Governing Board meeting minutes, the monthly reports suggest that Food Services was over budget by $41,000 in 2015-16, but under budget by about $7,000 in 2016-17. This is significantly closer to the budget estimates than other schools, but still shows the wide variances that can occur.

Joining joint purchasing cooperatives to receive quantity discounts is a best practice highlighted by the Florida Office of Program Policy Analysis and Government Accountability, an office of the Florida Legislature.[106] The Public Health Law Center[107] and the Food Research and Action Center[108] make similar recommendations.

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[106] http://www.oppaga.state.fl.us/reports/pdf/0902rpt.pdf
[107] http://www.publichealthlawcenter.org/sites/default/files/resources/Collective%20Purchasing%20of%20Food%20for%20Federal%20School%20Nutrition%20Programs.pdf
[108] http://frac.org/wp-content/uploads/buying_groups_resource.pdf

Recommendation 10.7

Consolidate the schools' food services programs.

The Hopi schools' Food Services programs should be consolidated to reduce the financial costs without compromising quality. The new system should include:

- A single Food Services Director who plans the monthly menus, oversees Food Services budgets, and orders the food; and,

- At each school, a full-time cook and one or more assistants, as needed.

Implementation

A central authority, consortium, or the Hopi Education Department would hire a Hopi Schools Food Services Director. The Food Services Director would work with the individual schools to determine the food budget and develop menus that provide nutritious meals at a per student cost that is within the budget. The Food Services Director would purchase food for the schools and coordinate food delivery and distribution of the food.

In the future, the Food Services Director could work with the Hopi Tribal Council, Office of Community Planning and Development, and the Hopi Tribe Economic Development Corporation to determine if the Reservation could support a full-service grocery store. It is possible that a full-service grocery store could provide basic foods for the schools, further reducing their costs.

Fiscal Impact

Coordinated meal planning and purchasing could save the schools money and staffing resources. The cost of a Food Services Director at approximately $35,000 per year, plus benefits and office space, would be more than offset by cost reductions at the schools as they eliminate their individual Food Services Director positions. Combined savings in staffing costs are estimated to reach up to $210,000 per year (an average of $30,000 per school). Alternatively, the schools could maintain their Food Services Directors, but rely on a central Food Services Director to do menu planning and purchasing. This option would also reduce the schools' overall Food Services staffing needs, perhaps eliminating the need for one or more Food Services assistants. In this model, combined savings in staffing costs are estimated to reach up to $140,000 per year (an average of $20,000 per school).

Additionally, coordinated menu planning and food purchases is likely to provide savings in food costs due to bulk purchasing and economies in scale. These savings have not been quantified.

Finding

Collectively, the Hopi schools spend millions of dollars each year on contracts with off-reservation individuals and businesses. Federal funding for tribal schools is guaranteed; the Tribe should take advantage of that fact and leverage those funds to provide employment for Hopi Tribe members and support for the local economy. This recommendation is particularly relevant given that the Tribe is the largest employer on the Reservation, but is expected to soon lose its largest source of revenue, the Kayenta Mine, with the local closure of Peabody Energy. This impacts school finance, but is also part of broader finance and economic development strategy.

Issue: Long-Term Economic Development

Overview: Much of this chapter addresses where the Hopi can save money through pooling resources and joint purchasing agreements. The following section takes a long-term approach to setting up structures and programs that, if implemented strategically, can help the Hopi to keep substantial amounts of money on the Reservation.

Finding

Collectively, the Hopi schools spend millions of dollars each year on contracts with off-reservation individuals and businesses.

Federal funding for tribal schools is guaranteed; the Tribe should take advantage of that fact and leverage those funds to provide employment for Hopi Tribal members and support for the local economy. This issue is particularly relevant given that the Tribe is the largest employer on the Reservation, but is expected to soon lose its largest source of revenue, the Kayenta Mine, with the local closure of Peabody Energy. This impacts school finance, but is also part of broader finance and economic development strategy.

Recommendation 10.8

The Tribe should focus on keeping federal revenues on the Reservation.

Research & Best Practices:

This recommendation relates to the long-term strategic planning and economic development goals of the Hopi Tribe. Looking at its own strategic planning documents from 2011 and 2016, it can also learn from other Tribe's practices. For example, the **Blackfeet** Indian Reservation has a Grow-Your-Own teacher program through its Tribally Controlled College. Similarly, the goal of the "Growing Our Own in **Waianae"** project is to increase educational attainment, economic, and social self-sufficiency for its Native Hawaiian community members. The project will pilot and evaluate a "Grow Your Own" teacher model, which will recruit, place, and retain 100 Native

Hawaiian community members who want to get a degree in Early Childhood Education (ECE) or K-12, and are dedicated to teaching on, and contributing to the educational and economic growth of the Native Hawaiian population on the Waianae Coast.

Taking a more entrepreneurial approach, the **Oneida** Indian Nation proposes to use federal Social and Economic Development Strategies (SEDS) funds to support economic development for the Nation by creating infrastructure for new business opportunities and to collaborate with third party businesses to increase revenue from operations conducted on Nation lands. The project will create the Oneida Indian Nation Office of Economic Development and will also launch a small business incubator to provide training and technical assistance to Nation Members who seek to own their own business.

Using a $300,000 grant from the federal government, the **White Mountain Apache** community is addressing its disconnection from their land, foodways, and culture and its dependence on off-reservation food sources. Ndee Bikiyaa: The People's Farm, Restoring Apache Food Sovereignty has a project goal of increasing community member access to healthy, traditional, local, and sustainably grown fresh foods while also increasing agricultural knowledge and skills by providing education and support. The three project objectives are: a community-based agriculture education program; Ndee Bikiyaa crop production; and distribution of produce to the community.

For more information on some of these examples and other grant opportunities available through the Administration for Native Americans, see its web site on special initiatives. https://www.acf.hhs.gov/ana/seds-special-initiatives.

Implementation

The Hopi Office of Community Planning & Economic Development, the Hopi Department of Education and Workforce Development staff, and the Hopi Junior/Senior High School Superintendent (working with the vocational training staff) should identify the jobs and trades for which tribal entities tend to hire off-reservation individuals and companies, and develop a plan to recruit and train Hopi Tribe members for careers in those fields, or to recruit and prepare them for training provided by sources off-reservation.

Examples of fields include construction, vehicle maintenance (particularly school bus maintenance), speech therapists, physical therapists, occupational therapists, special education teachers, and psychologists. Instead of getting all this money that is a guaranteed source of income from the BIE and sending it off-reservation, they should pay on-reservation professionals to provide these services and keep the money in their local economy. Part of this strategy could be identifying other sources of federal funding, such as Housing and Urban

Development (HUD) funds for home improvement, and using those funds to employ local citizens to perform the work.

For more specific ideas and recommendations that address this long-term issue, please refer to **Chapter 4: Human Resources Management,** which discusses housing and "Grow-Your-Own" teacher programs; and **Chapter 8: Educational Continuum,** which **discusses** ways to strengthen the educational programs and align them with the Tribe's strategic economic goals.

Fiscal Impact

It is difficult to estimate the fiscal impact of this option. Implementation can initially take place with existing resources, but additional funding may be required for programming, staff, materials, scholarships, and/or small business loans. In the long run, however, this suggestion would result in more Tribal members being employed in fields that are funded by the federal government, generating more reliable employment for individuals, and additional money circulating in the tribal economy – including for Hopi schools.

11 TRANSPORTATION

Chapter Summary

Overview: Transportation is a vital support service that requires sound management first and foremost to ensure the safety and security of every student the school is entrusted to transport. Investments in bus fleets and annual expenditures required for maintenance and operation are substantial. But, the goal of any school transportation operation is to timely transport students safely to and from school and other school related activities. Although numerous Arizona state regulations govern transportation services, schools and districts have the flexibility of establishing procedures that can enhance operations such as setting bell schedules, designing efficient routes, and establishing sound maintenance procedures.

Key Findings:

The key findings presented in **Chapter 11: Transportation** are summarized below.

- The organizational structure and staffing for transportation at the Hopi do not always follow transportation best practice standards.

- The Hopi schools and school board's transportation policies and procedures have not been reviewed, evaluated, and updated on an annual basis.

- Hopi schools are conducting all routing manually, which may not be the most cost-effective and efficient method of routing.

- The Hopi schools should have a more reliable process in place to ensure the safety and security of its transportation services.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Hire a full-time transportation director to oversee the transportation operations in all Hopi schools.

- Conduct a cost-benefit analysis to determine if leasing buses is the most economical method of providing transportation services.

- All school transportation policies and procedures should be reviewed, evaluated, and updated on an annual basis.

- Develop transportation policies that are consistent with Hopi Education Code.

- Consider purchasing electronic routing software to enhance the efficiency and effectiveness of transportation services in the Hopi schools.

- Immediately ensure that all transportation supervisors are well versed in driver training and safety procedures.

Key Findings and Recommendations

Issue: Organization and Staffing

Overview: Each Hopi school has a designated staff member overseeing transportation services. As with many small, rural schools or districts, this designated staff member typically fulfills multiple roles within the school.

Finding

The organizational structure and staffing for transportation at the Hopi schools do not always follow transportation best practice standards.

Additionally, most schools contract out (lease) their transportation services to General Services Administration (GSA), but no cost-benefit analysis has been conducted to ensure this is the most cost-effective and efficient way of providing services to schools.

Each Hopi school has a designated staff member overseeing transportation services. As with many small, rural schools or districts, this designated staff member wears "multiple hats," and typically has other unrelated responsibilities. For example, at Moencopi Day School, the person overseeing transportation also oversees food services and has multiple human resources duties as well. In most schools, when the supervisor of transportation is out, there is no delegation of authority and therefore often there is a lack of leadership over this important function.

The review team attempted to obtain key staffing data from each school, such as the number of bus drivers; however, insufficient data was provided to conduct a useful staffing analysis. Interviews indicate a severe shortage of bus drivers, and a lack of substitute bus drivers may cause major delays in getting students to school and home on time. There is no evidence that the schools use a staffing formula based on best practices to staff bus operations.

Figure 11-1 presents an example of the type of data other Tribes are collecting with regard to their school transportation programs. Collectively, however, the Hopi schools were unable to provide similar data to our team.

Figure 11-1
The Rosebud Sioux Tribal Transportation Department's Activities
2014-2015 School Year

SFIS Daily Student Transportation Bus Route	Buses Per Route	Students Per Bus	Miles Per Route
White River/Ring Thunder/Soldier Creek	1	34	60
Two Strike	1	71	20
SF Town	1	77	6
Sicangu Village/6 mile	1	21	94
Rosebud	1	71	29
Okreek	1	8	90
He Dog/N Parmelee/Blue Horse	1	71	65
Upper Cut Meat/Parmelee/Iron Wood/Grass Mt.	1	71	56
Norris/ Elk Valley/Old Upper Cut Meat	1	8	103
Mission/Antelope	1	77	52
Grass Mt/Far West SF Area	1	59	23
Spring Creek/ SF West Housing	1	71	37

Source: The Rosebud Sioux Tribal Education Department's Board Minutes, 2014-15.

With the supervisors having multiple responsibilities, the drivers and mechanics do not receive adequate supervision. Focus groups with bus drivers indicate there is a lack of bus driver evaluations and therefore performance is not assessed on a regular basis.

The review team could not obtain clear responses from all the Hopi schools to the following questions:

- How are bus drivers provided feedback about their work in a constructive and systematic basis?
- What kinds of training and career advancement opportunities exist? How frequently does the school conduct drug and alcohol testing? Is this done randomly?
- How does the school deal with drivers that are found to be using alcohol or drugs?

In best-practice transportation operations, a supervisor will often follow or ride with drivers to observe driving skills and adherence to the school board's policies and procedures. Observations and interviews indicate that this is not done in the majority of Hopi schools.

The review team typically reviews bus driver absenteeism rates; however, this data was unavailable. Driver absenteeism can be quite costly and can disrupt the delivery of students to school and home in a timely manner. It does not appear that Hopi schools track bus driver absenteeism.

Additionally, the review team learned that there is inconsistency in salary and pay for bus drivers across all schools. This invites competition between schools and prevents strong collaboration across the system of schools. For example, a bus driver's starting salary at the Junior and Senior High School is $12.92 per hour; at Second Mesa Day School it is $12.47 per hour; and at Hotevilla-Bacavi it is $13.00 per hour. The disparity in pay is not limited to bus drivers; this issue also extends to teachers and administrators and will be highlighted again in other chapters of this report.

Overtime pay for bus drivers can also be expensive if not properly monitored. Again, our team was unable to get overtime data for bus drivers to establish if this is problematic for the Hopi schools.

There are many other transportation organization and staffing best practices that should be more closely monitored in the interest of student safety. Following are examples.

- What are the criteria for interviewing and selecting drivers?
- What processes are in place to ensure that criminal history checks are performed before drivers come in contact with students?
- How frequently are criminal history checks done to determine continued eligibility for student contact?
- What process is used to check the motor vehicle records of prospective employees?
- What types and number of violations are considered acceptable, if any?
- Is the interview process standardized?
- What screening tools are used to ensure that only those candidates with a pro-safety attitude are hired?
- How are drivers and mechanics recruited? Are these recruitment activities tracked to determine which are most successful? How is the human resources office involved in the recruitment process and in the hiring process?
- How does the school ensure driver qualifications are up-to-date (CDL, MVR, etc.)?

Interviews indicate that many staff see the potential benefit of collaborating across all schools to provide oversight of transportation. Also, the schools collectively may be able to negotiate reduced transportation costs because vendors should offer savings due to economies of scale.

However, several staff interviews indicated that Hopi schools owning their own busses is much more economical than outsourcing or leasing to GSA. Comments included the perception that, "when we own our own busses, maintenance is less costly and faster," (some reported waiting up to three weeks for a leased bus to be repaired), that schools are still paying mileage, and for replacement of tires. More than one interviewee commented that GSA never checks in to ensure everything is in working order.

Many commented they drive to Keams Canyon to purchase fuel because it is 10 cents cheaper and they get a "free coke or coffee" with purchase, yet it is a 40-mile round trip to get the 10 cents cheaper gas. A cost analysis incorporating the price of gas and the miles-per-gallon efficiency of the buses might show this to not be economical over the long-term. Several interviews indicate that transportation services are always operating in the "red," (i.e. over-budget). This issue should be swiftly addressed.

Unfortunately, the review team was unable to determine the total amount spent by Hopi schools to provide transportation. However, based on limited data and interviews, we believe there are cost savings to be found in the area of transportation.

Recommendation 11.1

Hire a full-time transportation director to oversee the transportation operations in all Hopi schools.

All Hopi schools should have basic transportation staffing formulas, commensurate salaries, and safety procedures to follow. With a full-time person devoted to transportation oversight, the schools will have consistency in operations, less experienced transportation supervisors will have someone to count on if they have questions or need help, safety procedures should improve with oversight, and very likely the schools will save money due to economies of scale. These savings can then be redirected into hiring qualified drivers, bus replacement when necessary, and providing incentives for drivers to stay.

Implementation

The Hopi Tribe would need to provide the authority to hire a transportation director to the Board of Education. The Tribe should provide the Board with professional support for the process of defining the job responsibilities, hiring a director, working with that person to create a strategic plan for moving forward, and evaluating the transportation director. If a transportation director is to be, the Tribe and/or the Board of Education will need to re-define the role of the schools' Governing Boards with regard to transportation. Together they may also determine if additional staff are required and, if so, what roles they are to play.

Fiscal Impact

The cost for an experienced transportation director is in the range of $45,000-$50,000 plus benefits. While this may seem to be a large expense for the Hopi to incur, in the long run, the addition of the position is expected to improve the safety and efficiency of school bus transportation operations.

Recommendation 11.2

Conduct a cost-benefit analysis to determine if leasing buses is the most economical method of providing transportation services.

District Administration, *(DA),* is a widely-read publication for school district leaders nationwide. *DA* recently posted a noteworthy article regarding school transportation. The article provides schools and districts with some pros and cons of leasing versus owning buses, and presents options in leasing contracts. These options include:

- Full-service: When the contractor takes over all aspects of transportation, including purchasing and maintaining buses, hiring and training drivers, designing and reviewing routes, and handling parents' complaints.

- School or district maintains some control: In some cases, districts manage routine routes, but outsource specialized and costly services such as special needs transportation.

- Management-only contract: When a school or district wants to retain both its fleet and its drivers, but eliminate the daily hassle of managing the buses and personnel.

The full article is available at: https://www.districtadministration.com/article/business-school-transportation.

Research & Best Practices:

- **The Cherokee Central School District** contracts with Cherokee Boys Club (CBC) to provide bus transportation for students. CBC owns the buses, is responsible for upkeep, and provides the drivers. The school budgeted approximately $943,000 for transportation in school year 2016-2017 and $961,000 for the 2017-18 school year. They report few transportation issues.

- **The Choctaw Tribe** provide in-house transportation services. They have a transportation director that oversees all school transportation. The Chief must approve out-of-boundary students.

Implementation

Many schools or districts hire a professional to conduct a cost-benefit analysis to assist in determining whether to own or to lease. This analysis is beyond the scope of this feasibility study, although online resources exist that may assist in determining if leasing is the best option. See: http://www.yellowbuses.org/school-administrator.

The National School Transportation Association (NSTA) web site (www.yellowbuses.org) and membership can provide schools with the answers and tools including:

- When to consider outsourcing transportation service
- A cost analysis tool to help determine the real costs of transportation
- The School Transportation Contracting Tool-Kit
- Contractor listings for each state
- A Guide to Contract Models for outsourced student transportation[109]
- Information booklet on protecting the schools' rights to choose how to provide non-instructional services

Fiscal Impact

Once a cost benefit analysis has been conducted, the schools will be able to determine whether they are saving funds by leasing from GSA, or if they could be more efficiently served by a different model. Many districts have found bringing their services in-house to be more economical. All schools are unique and should conduct their own analyses.

Issue: Transportation Planning, Policies & Procedures

Overview: Effective management is built upon sound planning and clearly written and legally valid policies and procedures. The Hopi schools implement plans and policies adopted by each Governing Board regarding the operations of school transportation functions as well as policies that are directed at other programs that have an indirect impact on the delivery of student transportation services.

Finding

The Hopi schools and school board's transportation policies and procedures have not been reviewed, evaluated, and updated on an annual basis.

One school reported they do not have any school board policies; they said that their school handbook serves as their school's policy manual. Interviews indicate that the following best practices have not been generally implemented in the Hopi schools:

- Evaluate transportation services to determine overall effectiveness and efficiency.
- Review routing, loading, and scheduling annually to identify ways to improve efficiency and cost effectiveness.
- Formally monitor and report on performance indicators such as on-time performance, accidents per 100,000 miles, breakdowns per 100,000 miles, on-time preventive

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[109] https://s3-us-west-2.amazonaws.com/nsta/9272/Contract-Models.pdf

- maintenance and safety inspections, cost-per-mile, and cost-per-student-rider by program.
- Survey parents and students to determine satisfaction and identify issues with transportation services.
- Assess costs to transport out-of-boundary students to a school of parent choice.
- Assess cost for bussing to extracurricular activities.
- Conduct cost comparisons with other schools/districts or the private sector to evaluate performance.
- Clear policies concerning changes to drop off and pick up points using a "bus note." It was noted that there are parents who abuse the transportation system and routinely have their children dropped off at different locations at their convenience. This costs schools additional funding, and it not a best practice to allow arbitrary changes in pick and drop-off of students.
- Clear policies concerning students who attend school out-of-boundary by choice. Many schools and districts require the parents to provide transportation if they choose to attend a school out of zone.

Review of transportation policies and procedures in a few schools showed that governing boards are not regularly reviewing and updating them. For example, the Moencopi Day School Board Policies for Transportation have not been updated since March 2016. The policy review shows some policies are outdated, such as the drivers' responsibilities and school choice sections. Some transportation supervisors are referring to the Arizona Department of Public Safety to augment their existing policies. While it is admirable that they want to ensure policies are adhered to, the board policies should be up-to-date and ALL schools should adhere to a standard set of transportation policies and procedures.

It is also questionable that the schools have established policies governing the use of private vehicles for transporting students on school business, including proof of insurance or for adult use. The Junior and Senior High School have a total of 20 cars, two sedans, an Expedition, and a truck. Based on reviews of schools of a similar size, this number of private vehicles is quite large.

The review team could not find any evidence of internal operating procedures developed for each school. Several questions were left unanswered as a result of interviews such as:

- Would the current practices and procedures protect the school or place it at risk in the event of an accident or legal action? If not, why not? What should be changed?
- Who is responsible for verifying that procedures are consistent and reflect daily operations?

- How does the school ensure that transportation procedures reflect validated industry best practices?
- How are staff kept informed of changes in procedures? How are new employees trained or oriented to departmental procedures? Who is responsible for training and orientation?
- What procedures are in place for children with special needs? How are procedures for dealing with children with special needs agreed to by the special education department? Have all transportation procedures and written manuals for students with special needs been reviewed by risk management personnel in your school prior to providing in-service training and disseminating materials?
- What emergency procedures are in place in the school? How does the school ensure that drivers have access to procedures on the road? Who monitors drivers to ensure that they are following procedures?

While our team was unable to obtain exact data on how many students are attending schools out of their assigned zone, interviews indicate that it is a substantial number. Interviews with parents also indicate that some students can spend up to 1 ½ to 2 hours one way on a bus to attend a school out of their attendance area. Not only is this expensive for the schools, it is also a hardship for students who must endure long bus rides.

Many parents and staff that we interviewed selected out-of-boundary schools based on impressions, assumptions, or rumors that could not be substantiated with facts or data. Many districts with school choice require parents who select a school out of their attendance area to provide transportation for their child. The Hopi Tribal Code – Education section – Ordinance #36 states:

> *Notwithstanding school attendance boundaries parents may enroll their students in the school of their choice, provided that there is enough student/teacher ratio space and either the travel distance from the school to the pickup point for the out of boundary student does not exceed 20 miles, the respective school is willing to forego reimbursement for that transportation, or parent/guardian is willing to provide transportation for their child. Enrollment priority shall be given to students residing within the attendance area.* (10.1)

Recommendation 11.3

All school transportation policies and procedures should be reviewed, evaluated, and updated on an annual basis.

Hopi schools must all carry out their obligations to provide safe, economical, and timely transportation to all eligible school students. All policies and procedures must be in

alignment with the Arizona Department of Public Safety's minimum standards. Additionally, each board should conduct an annual review of the policies and procedures and update them based on new state and federal guidelines. Should the Hopi determine to implement the previous option to hire a full-time transportation director, this would be the responsibility of the new director to ensure all schools' policies and procedures are up to date.

Implementation

The review team recommends that Hopi school leaders contact the National Association of State Directors of Pupil Transportation at www.nasdpts.org for more information to improve their policy and procedures/ manuals.

The Education Commission of the States provides data showing how states are dealing with school choice and transportation of students, available at: http://ecs.force.com/mbdata/mbquestRT?rep=OE1504

Additionally, all schools should become members of NSTA, the leading resource for school bus transportation solutions. The organization assists schools and districts in providing the safest, most secure, environmentally responsible, and cost-effective school bus transportation services. NSTA general membership services include:

- NSTA Newsletter: The NSTA E-newsletter is delivered biweekly to all dues-paying members. The newsletter covers a variety of topics ranging from upcoming industry events to legislative and regulatory news.
- NSTA Toolkits: NSTA has prepared several guides, called "toolkits". These toolkits are available to all members electronically and contain the best industry practices.
- Anti-Bullying Tools: While NSTA cannot control what happens within school walls, they provide members with tools to keep buses safe for students. (Bullying behavior in schools and on buses has been noted as an issue by several parents and staff we interviewed and surveyed in Hopi. Please refer to the **Chapter 3: Educational Service Delivery** and **Chapter 12: Safety & Security** for further discussion of bullying.)

Recommendation 11.4

Develop transportation policies that are consistent with Hopi Education Code.

The review team understands that parents have the option and the right to select a school outside their transportation boundary; however, the Hopi Education Code also indicates that, if the parent/guardian makes such a decision, "he/she is willing to provide transportation for their child." According to Hopi Education Code, it should not be the responsibility of the school to provide costly transportation to and from another school zone.

Implementation

Schools should evaluate how much they currently spend to bus students to and from other attendance zones, and for how long the students travel on the bus each way. Then a Hopi-wide committee should meet and evaluate this current process and consider future steps.

Fiscal Impact

Updating the policies and procedures can be implemented with existing resources; however, it will take considerable time for each school board to do so. A more economical way to proceed would be to hire a transportation director who oversees all schools and ensures all policies and procedures are up-to-date and the same from school to school.

Implementing the policy to require parents to provide transportation for their child(ren) to a school outside their zone could ultimately save the schools thousands of dollars annually in transportation costs.

Issue: Routing and Scheduling

Overview: An effective transportation routing and scheduling system not only will help the school to control costs, but can maximize the school's reimbursement rate for miles driven. While a manual routing system can minimally establish routes, the process is neither quick nor is it efficient.

Finding

Hopi schools conduct their bus routing manually, which may not be the most cost-effective or efficient method.

Interviews indicate that some transportation supervisors are responsible for creating routes manually and they have not had sufficient training to do so in the most efficient and effective manner. Questions that could not be readily answered by many transportation supervisors include:

- How are bus stops determined? Does the school use cluster stops or any other routing tool to improve operating efficiency?
- What special routes are provided on a regular schedule, such as activity routes? Why? How does the school group special program routes to achieve efficiency?
- Does the school provide transportation to students that face hazardous walking conditions? If so, how many students are bused? How does the school determine if a student faces hazardous walking conditions?
- How long are average travel times, including waiting and transferring?

Many of these types of questions can be readily answered and analyzed if software is used to program routes. Survey results indicate reasonable satisfaction by administrators and teachers on general transportation issues, as shown in **Figure 11-2** on the following page. Complete administrator and teacher survey results are available in the appendices to this report.

Figure 11-2
Survey Results on Transportation
Elementary School Administrators and Teachers (ES) and
Junior/Senior High School Administrators and Teachers (HS)

Statement	% Strongly Agree	% Agree	% Neither Agree Nor Disagree	% Disagree	% Strongly Disagree
The drop-off zone at the school is safe.					
ES	20.7	55.2	10.3	6.9	6.9
HS	15.4	61.5	15.4	0.0	7.7
The school has a method to request buses for special events.					
ES	17.2	51.7	24.1	6.9	0.0
HS	23.1	53.9	19.2	3.9	0.0
Buses leave on time.					
ES	15.8	59.7	14.0	10.5	0.0
HS	23.1	53.9	19.2	0.00	3.9
Bus changes for students are easy to accomplish.					
ES	12.1	55.2	29.3	3.5	0.00
HS	11.5	50.0	30.8	0.0	7.7
Transporting students to a school outside of their attendance area is challenging.					
ES	14.0	19.3	50.9	12.3	3.5
HS	0.0	30.8	53.9	11.5	3.9
Buses have special equipment to meet ADA regulations.					
ES	12.1	34.5	44.8	8.6	0.00
HS	7.7	57.7	23.1	3.9	7.7

Source: Public Works Teacher/ Administrator Survey, December 2017- January 2018.

The majority of administrators and teacher respondents were generally supportive of the transportation system:

- Between 67 and 76 percent either agree or strongly agree that the drop-off zone is safe,
- Between 69 and 77 percent agree or strongly agree that there is a method to request special events buses;
- Between 69 and 76 percent agree or strongly agree that buses leave on time,
- Between 62 and 67 percent agree or strongly agree that bus changes are easy; and
- Between 47 and 65 percent agree or strongly agree that buses meet ADA regulations.

About one-third of both elementary school (33 percent) and high school (30 percent) administrators and teachers agree or strongly agree that transporting students outside their attendance area is challenging; half or more in both groups neither agreed nor disagreed (indicating they may not have firsthand knowledge of the issue), and 16 percent in both groups disagreed or strongly disagreed.

High school students were also surveyed about transportation, as shown in **Figure 11-3**. Most of the students surveyed (93 percent) use bus transportation, and most (90 percent) of those are on the bus less than one hour each way.

The students were asked two important questions that indicate the critical significance on reliable bus transportation required for the schools:

1) How do you get to school?
    - **School bus**: **over 93 percent of students surveyed**
    - Drive or driven: 5 percent of students surveyed
    - Walk to school: 2 percent of students surveyed

2) If you take the bus, how long does the ride take each way?
    - **30 minutes or less:** 51 percent of students surveyed
    - More than 30 minutes but less than an hour: 40 percent of students surveyed
    - One hour or longer: 9 percent of students surveyed

Figure 11-3
High School Student Survey Results on Transportation

Statement	% Strongly Agree	% Agree	% Neither Agree nor Disagree	% Disagree	% Strongly Disagree
The bus driver maintains discipline on the bus.	31.1	44.6	13.5	4.1	2.0
The drop-off zone at the school is safe.	31.3	46.9	13.6	2.7	3.4
The bus stop near my home is safe.	30.4	47.3	12.2	2.0	4.7
The bus stop is within walking distance from my home.	33.8	42.6	14.2	4.1	2.7
Buses depart on time.	20.3	37.2	27.0	7.4	4.8
Buses arrive early enough for me to eat breakfast at school.	21.6	40.5	21.6	6.8	4.1
Buses rarely break down.	27.7	31.8	18.9	6.1	6.8
Buses are clean.	27.2	36.7	18.4	6.8	6.8
Buses are safe.	28.3	43.5	20.0	2.1	2.8

Statement	% Strongly Agree	% Agree	% Neither Agree nor Disagree	% Disagree	% Strongly Disagree
Bus drivers require students to sit down before driving off.	33.8	41.9	13.5	2.0	4.1

Source: Public Works, Student Survey, December 2017 – January 2018.

Students are generally supportive of the transportation system:

- Over 70 percent of student responses strongly agree or agree on the safety of the drop-off zones, the bus stop near their home, the buses, that riders are required to sit down, and that discipline on the bus is maintained.

- Over 57 percent of the students strongly agree or agree that buses depart on time (compared to over 75 percent of the administrators and teachers).

- Approximately 62 percent of the students strongly agree or agree the buses arrive early enough for them to eat breakfast at school.

Recommendation 11.5

Consider purchasing electronic routing software to enhance the efficiency and effectiveness of transportation services in the Hopi schools.

Fiscal Impact

It is likely that the cost savings of such software would exceed the cost; however, the fiscal impact of this recommendation cannot be estimated with available data.

Issue: Training and Safety

Overview: The goal of any school transportation function is to safely transport student to and from school. To achieve this simple goal requires training and a strong safety awareness program.

Finding

The Hopi schools should have a more reliable process in place to ensure the safety and security of its transportation services.

Our team asked the following questions at the majority of Hopi schools and could not get clarity on specific answers. This is disconcerting and further supports the need for a transportation director to ensure that all schools are in compliance with safety and training standards and procedures.

- How many hours of initial training do newly hired bus drivers receive? How many hours of ongoing training do established bus drivers receive per year?

- What types of training are provided and how does it compare to that suggested in the Arizona Administrative Code? Describe the training curriculum for new drivers. How frequently do drivers undergo retraining?

- How does the training schedule comply with state minimum guidelines? How often and under what circumstances does supplemental training occur?

- What training is provided for all transportation staff on an annual basis? When is transportation staff provided in-service training on changing laws, requirements and procedures? Who provides the training?

Recommendation 11.6

Immediately ensure that all transportation supervisors are well-versed in driver training and safety procedures.

Implementation

If the recommendation to hire a full-time transportation director is implemented, task this staff with ensuring up-to-date training is provided and training is recorded to ensure the safe transportation of all students in Hopi schools.

Becoming a member of NSTA is recommended to provide school staff with tools to assist them in ensuring that best practices are being implemented with regard to driver safety and training. These toolkits are available to all members electronically and contain best industry practices.

Fiscal Impact

The fee for joining NSTA is a nominal $500 in exchange for valuable and practical decision-making, policy, safety and training resources.

Chapter Summary

Overview: Safety and Security issues are addressed in several chapters throughout this report. For example, the transportation chapter addresses driver safety and training issues and the educational service delivery chapter addresses discipline, drugs and alcohol, and bullying. This chapter addresses safety concerns specifically regarding facility issues and challenges, and schools' emergency response procedures.

The review team notes that a facilities study is outside the scope of the feasibility study work plan; however, the review team strongly recommends that all Hopi schools undertake facilities studies to enhance efficiency and address possible safety concerns. The schools' preventative maintenance or energy management programs may be inadequate; improvements to these programs may provide significant savings and safety benefits to the Hopi schools.

Key Findings:

The key findings presented in **Chapter 12: Safety & Security** are summarized below:

- Hopi schools are struggling with facilities issues, ranging from old buildings in poor repair to lack of space. While each school has a staff member dedicated to facilities, there is no one person to turn to for professional help outside each school and schools are not consistently implementing a preventative maintenance program.

- The Hopi Schools Emergency Plans are inconsistent and include multiple safety issues that should be high priorities for change.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Hire a part-time facilities director to ensure facilities are using industry standards regarding cleanliness, safety, maintenance, and energy management across all schools.

- Organize a coordinated Hopi Incident Command System that includes all stakeholders (schools, law enforcement, emergency responders, and all governing bodies) and ensure all schools have a consistent and updated emergency response procedure manual.

Issue: Facilities Safety Issues

Overview: Facility planning and management of construction and renovation projects are significant activities for schools and districts. Planning for facilities based on student growth, programmatic needs, aging facilities and legislative requirements are essential to provide for student needs without overcrowding, use of substandard facilities, or use of costly portable alternatives. Facilities also must be maintained and cleaned on a routine basis to ensure a safe and healthy environment for students, teachers and staff.

Finding

Hopi schools are struggling with facilities issues, ranging from old buildings in poor repair to lack of space. While each school has a staff member dedicated to facilities, there is no place to turn for professional help outside each school, and schools are not consistently implementing a preventative maintenance or energy management program.

Hopi Day School, for instance, was built in 1937. Although they are on a list with the Bureau of Indian Education (BIE) for a new school, interviews suggest that they continue to face unhealthy and unsafe conditions such as:

- Log beams containing termites;
- The foundation is deteriorating and the building is leaning toward the west;
- Deep water pooling on playground and other surrounding school areas;
- Windows and walls have cracks and dust within the school is problematic;
- The roof has "spongy" areas and staff are worried about collapse.

Hopi Day School has an area of 30,000 square feet and only one custodian, while another school has 7,200 square feet with two custodians. Many schools were asked what formula is being used to staff janitors and it does not appear any formula is being used.

One staff member stated he was hired as a maintenance technician, but serves as a facilities manager. Interviews indicate there is a lack of preventative maintenance in many of the schools and schools are not taking advantage of energy efficient strategies.

Some schools reported ongoing issues with an infestation of bed bugs.

Recommendation 12.1

Hire a part-time facilities director to ensure facilities are using industry standards regarding cleanliness, safety, maintenance, and energy management across all schools.

Implementation

The Hopi Tribe would need to provide the authority to hire a part-time facilities director to the Board of Education. The Tribe should provide the Board with professional support for the process of defining the job responsibilities, and hiring a director who is charged with creating a strategic plan for moving forward, and evaluating the facilities director. If a director is hired, the Tribe and/or the Board of Education would need to re-define the role of the schools' Governing Boards with regard to facilities. Together they may also determine whether additional staff is required and, if so, define their roles.

Fiscal Impact

The cost to obtain a professional to fill this part-time position is estimated to be $25,000-$30,000 annually. If true preventative maintenance and effective energy management programs are fully implemented in the schools, the savings to be achieved would be expected to equal or exceed this cost in time. Once savings can be quantified, the position should be expanded to full-time.

Issue: Student and Staff Safety and Security

Finding

The Hopi Schools Emergency Plans are inconsistent and include multiple safety issues that should be high priorities for change.

Federally funded schools must abide by various federal directives, orders, and regulations that require emergency planning. These directives are detailed in the Continuity of Operations Plan for Indian Affairs, Regional Office, which serves as the overarching authority.

The review team analyzed three schools' emergency response procedures. Procedures were requested from all schools, and three schools provided their plans. While each school's plan covered the basics, there are inconsistencies across the plans on various codes and lack of quick and specific direction for various emergency scenarios. Some plans had handwritten changes on emergency contacts and were difficult to follow. Hopi Day School has a color-coded procedural manual that was last updated in April 2015. It is a user-friendly plan of action for various emergencies and should be used as a model for other schools.

Some schools such as Hopi Day School have enacted tabletop active security scenarios with teachers and should be commended for this practice. This was a result of having an active shooter near the school in August and the school had to go into lockdown for several hours.

Several school staff interviewed were unsure whether the local police had copies of their safety blue print, which is a best practice.

Other safety concerns reported while our team was onsite included the following:

- One school reported they evacuate students near an area that contains flammables.

- Inconsistent meanings for various safety codes: In one school, a code red means a lock down and in another school, a code red means a fire drill. Since staff and students commonly transfer from school to school this causes dangerous situations since there is no consistency from school to school in emergency planning and operations.

- Some schools, such as Moencopi do not have any security guards, while Hopi Junior/Senior High School has six security guards. (There are 2 BIA police officers who work in an office adjacent to Moencopi Day School, but they have reportedly never coordinated with the school security.) The Navaho Police Department is only one mile away from Moencopi and, to date, have not agreed to assist the school with security issues. If the school wants assistance, they must contact the Hopi police 75 miles away – too far to assist in immediately dangerous situations.

- Many schools report issues with strangers entering their campuses due to lack of fencing. Some report strangers will come in and abuse their playgrounds on the weekends, or dump trash, and because there is no weekend security, there are messes to clean up on Mondays.

- Review team members observed cleaning supplies in unlocked storage easily accessible to students at two elementary schools.

- The majority of schools did not request photo identification from the review team or provide a visitor's badge; this is a best security practice that all schools should implement.

The review team was provided anecdotal evidence through interviews and surveys of a variety of safety concerns at the Hopi Junior/Senior High School; no data was made available to validate anecdotal reports. However, the survey results shown in **Figure 12-1** and **Figure 12-2** suggest real concerns regarding the school safety environment. Complete survey results are available in the appendices to this report.

Figure 12-1
Survey Results on School Environment
Elementary School Administrators and Teachers (ES) and
Junior/Senior High School Administrators and Teachers (HS)

Statement		% Strongly Agree	% Agree	% Neither Agree Nor Disagree	% Disagree	% Strongly Disagree
Gangs are a problem in this school.						
	ES	0.0	1.7	19.0	56.9	22.4
	HS	0.0	15.4	30.8	42.3	11.5
Alcohol and drugs are a problem in this school.						
	ES	3.5	28.1	21.1	31.6	15.8
	HS	42.3	57.7	0.0	0.0	0.0
Vandalism is a problem in this school.						
	ES	1.8	29.8	28.1	33.3	7.0
	HS	15.4	30.8	34.7	19.2	0.0
Bullying is a problem in this school.						
	ES	17.6	54.4	21.1	7.0	0.0
	HS	42.3	38.5	11.5	7.7	0.0

Source: Public Works, Teachers/Administrators Survey, December 2017 – January 2018.

Figure 12-2
High School Student Survey Results on School Environment

	% Big Problem	% Somewhat of a Problem	% Not Much of a Problem
Fights or other disturbances at school	20.8	48.3	30.9
Gangs	20.7	33.1	46.2
Alcohol or drugs	51.0	34.0	15.0
Vandalism	30.4	35.8	33.8
Bullying	37.8	30.4	31.8

Source: Public Works, Student Survey, December 2017 – January 2018.

Although the response scale was different for the groups, the results are clear: students think the environment is unsafe in several areas, while administrators and teachers do not.

- Of high school students surveyed, 21 percent responded that fights/disturbances at the schools are a "big problem," and 48 percent said they were "somewhat of a problem."

- Nearly all administrators and teachers disagreed or strongly disagreed that gangs are a problem (79 percent at the elementary level and 54 percent at the high school), and only 15 percent of high school administrators and teachers agreed that gangs are a problem. On the other hand, 54 percent of high school students responded that gangs are a "big problem" or "somewhat of a problem."

- All high school administrators and teachers (100 percent) strongly agreed or agreed that alcohol and/or drugs are a problem in their school, compared with 32 percent of

elementary administrators and teachers. Over 85 percent of high school students responded that alcohol and/or drugs are a "big problem" or "somewhat of a problem."

- About one-third (32 percent) of elementary administrators and teachers strongly agreed or agreed that vandalism is a problem, compared to 46 percent of high school administrators and teachers. Among high school students, two-thirds believe it is a problem (30 percent said it is a "big problem" and 36 percent believe it is "somewhat of a problem").

- The majority of students, teachers, and administrators at all levels, strongly agree or agree that bullying is a problem (72 percent among elementary teachers/administrators and 81 percent among high school teachers/administrators). Over two-thirds of high school students (68 percent) believe that bullying is a problem.

Teachers and administrators' responses (grouped by elementary school and junior/senior high school) to general safety security statements are shown in **Figure 12-3** alongside high school students' responses.

Figure 12-3
Comparison of Survey Results on Safety and Security
Elementary School Administrators and Teachers (ES), High School Administrators and Teachers (HS), and High School Students

Statement	% Strongly Agree	% Agree	% Neither Agree Nor Disagree	% Disagree	% Strongly Disagree
Administrators & Teachers: Students are familiar with safety procedures at the school such as fire drills.					
ES	24.1	55.2	15.5	5.2	0.0
HS	15.4	65.4	11.5	3.9	3.9
Students: I am familiar with safety procedures at the school such as fire drills and lock downs.	29.5	52.4	12.1	3.4	2.7
Administrators & Teachers: Discipline for misconduct is fair and equitable according to policy.					
ES	17.2	43.1	15.5	22.4	1.7
HS	3.9	23.1	15.4	30.8	27.0
Students: Discipline for misconduct is fair and follows the policies.	19.6	45.3	22.3	4.7	8.1

Source: Public Works, Administrator/Teacher and Student Survey, December 2017- January 2018.

The majority of both administrators and teachers at elementary schools and the high school (79 and 81 percent respectively), and high school students (82 percent of those surveyed) strongly agree or agree that students are familiar with safety procedures at their school.

There are differences among the groups regarding whether discipline is fair and equitable and follows policies.

- The majority of elementary school administrators and teachers strongly agree or agree (60 percent) that discipline is fair and equitable and follows school policies, while 24 percent disagree or strongly disagree.

- In sharp contrast, only 27 percent of the junior/senior high school administrators and teachers strongly agree or agree) that discipline is fair and equitable and follows school policies while 58 percent disagree or strongly disagree.

- Of high school students responding, 65 percent strongly agree or agree that discipline is fair and equitable and follows school policies, while only 13 percent disagree or strongly disagree. It appears that high school students feel that discipline is more fair and equitable than the junior/senior high school administrators and teachers believe.

Recommendation 12.2

Organize a coordinated Hopi Incident Command System that includes all stakeholders (schools, law enforcement, emergency responders, and all governing bodies) and ensure all schools have a consistent and updated emergency response procedure manual.

Implementation

FEMA has excellent online training and resources to assist in the development of an Incident Command System available at: https://www.fema.gov/incident-command-system-resources. The Hopi Department of Education should designate someone to coordinate this effort with the schools and local authorities.

Fiscal Impact

There is no cost to implementing this system other than a time commitment. FEMA offers free online training for participants.

13 EDUCATIONAL TECHNOLOGY

Chapter Summary

Overview: The use and maintenance of technology in schools and its supporting infrastructure is an important process that requires leadership and careful planning. The rapidly evolving nature of technology, particularly as it relates to information communications, means that schools must regularly evaluate and update their planning to ensure that the technologies and applications used continue to be both relevant and effective. This includes technologies used for supporting the schools' and teachers' administrative and business operations as well as those used to enhance learning in all classroom subjects, and technology curricula specifically. Planning is also essential to ensure adequate and ongoing user and educator training so that selected technologies are utilized for their intended purposes and achieve the best possible outcomes for student learning.

To align the Hopi curriculum with Common Core State Standards (CCSS), it needs to include 1) the *teaching* of technology; 2) the classroom *use* of technology at every grade level K-12; and 3) the *application* of advanced technology tools as required in college. Hopi has the information technology (IT) infrastructure to support technology learning, and the schools are following state standards by *having* technology, but few schools have a fully implemented technology plan or a developed technology curriculum.

Education technology is becoming increasingly integral to a high quality, relevant education; Hopi children must master the skills and knowledge to navigate and function in a world connected by Internet. Hopi schools should be encouraged to seek creative and collaborative solutions to overcome existing challenges, and to take ownership of their technology programs to best serve the goals and priorities they have developed for their students' education.

Key Findings:

The key findings presented in **Chapter 13: Educational Technology** are summarized below:

- Hopi school leadership and staff are not consistently making decisions regarding technology use and purchasing that are not in close alignment with their school's technology plans. While each school has a planning document for technology, some of these documents are out of date, or do not currently serve their intended function as a roadmap for guiding each school's technology program and leveraging their technology resources.

- Many supplementary technology and connectivity resources are available to rural schools and to Native American schools specifically. However, not all Hopi schools seem to base their decisions about connectivity on the same information or sources**.**

- There are no separate technology budgets at the Hopi schools for planning expenditures, such as needed supplies, periodic maintenance, and anticipated repairs or upgrades**.**

- Teacher training on education technologies and applications is the key to a successful educational technology program, however it is often inconsistent and sporadic.

- It is a challenge for Hopi schools to identify culturally relevant technology applications that incorporate appropriate Hopi knowledge and language. As a result, technology may not be supporting or reinforcing learning goals in the best possible ways.

Summary of Recommendations:

The review team's recommendations for addressing these findings include the following:

- Each school should develop or update their school technology plan with goals that reflect the highest priorities of the school, and realistic objectives based on an assessment of the school's current technology assets and needs.

- Explore the potential of forming a Hopi School Technology Consortium.

- Information technology should be separately budgeted for, with earmarks as appropriate, in alignment with the technology plan developed by the school's stakeholders and according to the school's priorities.

- Make ongoing professional development in classroom technologies a central component of each school's technology plan.

- Explore the possibilities for developing Hopi-centric educational content – such as Hopilavayi language modules for instance – with appropriate partners, such as technology businesses or universities that have an interest and expertise in developing cultural and/or linguistic content.

Finding

Hopi school leadership and staff are not consistently making decisions regarding technology use and purchasing that are in close alignment with their school's technology plans.

Currently, technology governance and planning is undertaken and implemented independently by each of the Hopi schools, without coordination between schools in any of these areas. Each school principal is the technology leader for their school, however school principals delegate this role or share it with their school's IT coordinator or manager (where available) to varying degrees.

Since investments in technology tend to be relatively large, with long-term implications for future capacity and compatibility, they should be made in a coordinated way that aligns short- and long-term planning and vision. Technology planning includes decisions regarding technology infrastructure, equipment and software purchasing, and training. The technology governance system is used to make decisions and plans, and to implement the school's technology program. It determines:

- What technologies will be purchased (short- and long-term)?
- What equipment and applications will be used, by whom, and for what purpose?
- How will the underlying infrastructure requirements be met?
- How will it be funded and maintained (short-term and long-term)?
- Who provides help and support to users?
- What kind of training will be provided, to whom, by whom, and how often?
- How is the technology program evaluated? (i.e. How do we know if we're getting it right or if we need to change something to make it work better?)

While each school has a planning document for technology, some of these documents have not been updated since 2012, or earlier. Others are in the process of being updated, but do not all currently serve their intended function as a roadmap for guiding each school's technology program and leveraging their technology resources.

In the past, a primary impetus for each school to create an IT planning document was to be compliant with E-rate funding requirements. When E-rate eliminated this requirement several years ago, schools did not continue to regularly review and update their plans. This is not surprising because the format and specific requirements of the plans as they had originally been developed for E-rate may not have been highly relevant or applicable to each school's resources, goals, needs, or other real circumstances. For example, several IT plans reviewed

reference IT Committees and IT Departments as being responsible for implementing IT objectives at schools. In fact, no school has more than one IT staff, and few, if any, such committees have been active. Second Mesa Day School has recently convened a school IT committee (Technology Team) to coordinate the update of the technology plan, as well as to serve as educational technology support organization; this is a promising step that other Hopi schools may wish to follow.

Further, while the goals and objectives outlined in the IT plans are technically sound, it is not clear that these goals and objectives are being pursued in a systematic way. For instance, the goals and objectives are nearly identical across some schools (likely a result of the National Educational Technology Standards guidance and E-rate funding application requirements). However, the technology programs of the schools differ from each other in terms of infrastructure, resources, vision, governance, and priorities. For a technology plan to be a meaningful tool it should reflect the practical circumstances and true priorities of the school and must keep up-to-date with ever-changing technology.

Recommendation 13.1

Each school should develop or update their school technology plan with goals that reflect the real priorities of the school, and realistic objectives based on an assessment of the school's current technology assets and needs. The IT Plan should be developed with ample input from a broad cross-section of technology stakeholders for each school, including, as appropriate, school leadership, technology staff, teachers, parents, and students.

It is understood that some schools may have already begun this process, and others are at different stages.

There are numerous resources and templates available from which to build solid school technology plans. However, the most successful school technology plans share some common characteristics:

1. **Stakeholder Involvement and consensus building processes.** Technology planning should be driven by the needs of the school, and should therefore include the input of all stakeholders in the school community, including teachers and students especially, as well as parents. The more the IT plan responds to the needs of teachers in fulfilling curriculum requirements, and is developed with dialogue that addresses their concerns and responds to the challenges they face – the more engaged and successful they are likely to be in implementing technologies in the classroom.

2. **Short time-frame, frequent evaluation.** An IT plan does not need to be completely re-written every year, but it should be updated at least annually, to include objective evaluations of progress made in achieving goals, new or ongoing needs, and responses to challenges or barriers faced in achieving goals. It is important for the IT plan to be updated frequently enough to reflect flexibility in adapting to the school's actual circumstances, and in changing course when something isn't working as planned.

3. **Focus on providing support and delegating tasks.** It is understood that schools have limited IT staff. A useful technology plan will acknowledge the real resource constraints and limitations faced by the school, and provide strategies for ensuring that needed support (from troubleshooting to ongoing training and professional development) is available. One full-time or part-time staff cannot be responsible for fulfilling every technology goal outlined in the technology plan; nor can the principal be solely responsible. Some roles and ownership of initiative components should be delegated to other non-IT staff, including capable administrators and teachers – and in some cases even interested students (i.e. for extra credit).

4. **Keep it simple.** The school IT plan should NOT be written primarily for IT professionals. It should be a usable and understandable reference for teachers as well as the principal and IT staff, and accessible to interested parents, students, and community members. It should exclude discussion of issues that are not deemed applicable to the school, any terms that create confusion, or elements that are not considered a priority by stakeholders.

Most comprehensive school IT plans include the following elements at a minimum:

- Mission statement
- Vision statement
- Identify stakeholders
- Needs assessment(s)
    - Curriculum Integration
    - Professional Development
    - Infrastructure
    - Administrative Needs
    - Hardware/software resources (to include current technology inventory)
- Specific Initiatives and Goals
    - Goals should include objective metrics/ indicators that can be easily measured to evaluate their success.

- Evaluations should be built in to the plan to occur at predetermined intervals (i.e. quarterly, annually, as desired)
- Budget and/or Funding Plans (See also **Finding 3**)
  - Including a budget that accounts for all the elements in the technology plan ensures that the plan is grounded in reality, and assists in assessing current technology resources.
  - The budget should be detailed, and reflect the priorities described in the technology plan.

Implementation

The principal and the IT staff for each school should convene a technology committee to begin the process of updating (or developing new) school technology plans, as appropriate. The committees should consist of the principal and technology leader, as well as a cross section of teachers and students. Input should also be proactively solicited from teachers, students, and parents who are not directly involved in the committee in the form of meetings, informal discussions, or surveys, as desired.

For example, Second Mesa Day School recently convened a 16-member Technology Team led by the IT coordinator and consisting of interested academic and support staff. The team is large enough to divide its members into three key subcommittees:

1. Web Site Subcommittee
2. Technology Training/Professional Development Subcommittee
3. School Technology Plan Subcommittee

While each subcommittee may be responsible for setting the direction and agenda for each issue, all team members should be kept up-to-date on progress and have opportunities to provide their input on each subcommittee's work. Some schools may choose to have more, or fewer (if any) subcommittees, depending on the capacity and interest level of the team. Others may choose to start small, focused only on the technology plan for example, and build upon successes to gradually focus on other issues that are important to the school.

Representatives from each different school's technology committees are strongly encouraged to convene regularly for formal or informal discussions about their processes and progress at all the different Hopi schools. While schools will develop their own plans, the sharing of different experiences and ideas from other Hopi schools can serve as a catalyst for learning and thinking about new possibilities and approaches.

It was noted by one IT staff that the fact that different schools are on different technology "schedules," or at different points in their processes is a barrier to this kind of collaboration. In

fact, schools at different points in their technology planning processes can be extremely beneficial to one another. Large quantities of time, effort, and resources can be saved if the technology teams from each school do not have to each "reinventing the wheel" over and over, but rather learn from the challenges, experiences, successes, and failures of those ahead of them. This does not mean that different schools will necessarily make the same choices or have the same priorities in developing their technology plans, but having additional, relevant information with which to make those choices is likely to lead to greater confidence and better outcomes.

Fiscal Impact

Direct costs to implement this recommendation are nominal, since technology planning falls under the roles of school leadership and current IT staff. Additional time would be demanded of these staff temporarily; ongoing time contributions would be required of volunteer technology team members that would not likely be compensated. The school may choose to incur nominal costs to recognize or reward these efforts in a non-remunerative way that does not involve direct payment. This could include a gift or prize, special privileges, an event or outing in their honor, or any number of creative rewards that would honor their extra efforts, but not significantly affect the budget.

Given the high cost of technology and its infrastructure however, there is a very high cost savings potential to having a functioning technology roadmap to guide short and long-term technology purchases and resource allocation.

Finding

Many supplementary technology and connectivity resources are available to rural schools and to Native American schools specifically. However, not all schools seem to base their decisions about connectivity on the same information.

Many Hopi schools experience connectivity and Internet speed issues, but provide different explanations about the problem and available solutions. Some schools, such as Hopi Day reported during an on-site visit in November 2017 that a new high-speed (100 Megabits per second) connection made available through the BIE was about to be implemented. Second Mesa, on the other hand, reported struggles with adequate connection speeds, citing limited Internet Service Provider (ISP) options on the Reservation as a barrier.

There appears to be lack of knowledge or transparency about high-speed (100 Megabits per second) connection availability through the Bureau of Indian Education (BIE). Schools may need to proactively pursue information and opportunities from the BIE to stay abreast of new, or changing opportunities for which they may be eligible – a challenging task for schools with IT

staffing limitations. Several school IT staff reported hearing about important programs through word-of-mouth only.

Recommendation 13.2

Explore the potential of forming a Hopi School Technology Consortium.

The role of the consortium could be twofold**:**

- External/Formal – for formally applying for E-rate funding and/or other potential funding sources, grants, or partnerships. Additionally, Hopi schools could join a larger regional consortium (either individually or as a group) to maximize access to funding opportunities and grant application/proposal writing expertise.

- Internal/Informal – for information sharing about funding, partnerships, and other technology opportunities, voluntary consultation on technology products and purchases, and cooperation where bulk or shared purchasing of technology, equipment, consulting, or training may be advantageous. Cost savings can then be invested into each school's technology priorities.

Schools and libraries may form consortia of schools for the purposes of E-Rate funding applications to potentially lower prices for services, and in some cases to qualify for programs for which they would not be eligible individually. Schools may belong to more than one consortium so long as the school does not use funding from more than one consortium to pay for the same service. While a consortium leader must be appointed for the purposes of assembling documentation for the group, it is not necessary for any consortium member to have bidding authority for any other member. In other words, schools may apply for E-Rate funding as part of a consortium and still maintain their own purchasing authority.

An ancillary benefit of forming or joining a technology consortium is the potential to ensure that all schools have timely access to the same information and opportunities. E-rate is known for its strict deadlines and complex documentation requirements that change on an annual basis, despite some efforts in recent years to streamline application processes. Joining a larger consortium, if feasible, could allow the Hopi schools to benefit from the E-Rate expertise of larger organizations. The Hopi Public Library recently joined with such a consortium in Navajo County, but the Hopi schools chose not to participate.

At the very least, a Hopi School Technology Consortium could enable Hopi Schools to implement the best practice of engaging an E-Rate consultant that will make sure that the schools together apply for all the services for which they are eligible, that documentation is complete and submitted on time, and answer any questions. E-Rate consultants have secured

technology funds for organizations that far exceed the fees paid. Acting as a consortium, all schools benefit from such services for a fraction of the cost of proceeding individually.

Implementation

Hopi school leaders (principals and IT staff, at a minimum) should convene to discuss the several potential purposes and benefits of forming a technology consortium as described in the option above. Once school IT leaders have clarified the desired objectives to be achieved, a vision and model for the consortium (i.e. external/officially recognized, internal/informal collaboration, or both) should be selected. The process for selecting a consortium model should be inclusive of education stakeholders, including the school boards, teachers, parents, and students. All these groups should be invited to hear about the goals for the consortium, provide feedback, contribute ideas, and volunteer support.

If schools and their stakeholders decide to move forward with participation in a Hopi technology consortium that is recognized by the BIE and E-rate for the purpose of submitting consortium applications for funding, participation in certain programs, or other benefits, specific steps must be taken.

One entity (such as a school) should be designated as the lead member of the consortium. The consortium leader may or may not be eligible for discounts. The consortium leader is responsible for ensuring that necessary certifications are made, and is the main contact for consortium applications. The consortium leader also has certain record-keeping and administrative responsibilities described on pages 26-27 of the Bureau of Indian Education (BIE) E-rate Handbook Version 1 Issue 1, 2016-2017.[110] The consortium leader must also file and certify FCC Form 471 on behalf of the consortium. Step-by-step instructions for completing this process are provided on pages 28-30 of the BIE E-rate Handbook.

The BIE E-Rate Handbook (or the most current available version, since requirements are subject to change) should be consulted for additional details and step by step instructions for forming a technology consortium per E-Rate guidelines.

Fiscal Impact

This option can be implemented with nominal costs; however, if implemented well, it could potentially save substantial funding for the Hopi schools by reducing redundant costs, and increasing opportunities to procure technology funding from outside sources.

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[110] https://www.bie.edu/cs/groups/xbie/documents/document/idc2-045805.pdf

Finding

There are no separate technology budgets at the Hopi schools for planning expenditures, such as needed supplies, periodic maintenance, and anticipated repairs or upgrades.

Schools' technology purchases typically come out of the Indian School Equalization Program (ISEP, or general education fund). Several staff remarked that technology had been a separate budget item in the past; it is unclear why this practice was stopped.

Recommendation 13.3

Information technology should be budgeted for, with earmarks, as appropriate, in alignment with the technology plan developed by the school's stakeholders and according to the school's priorities.

"A well-thought-out budget will improve the use of technology in a district, even if the technology you ask for is not fully funded. Relating expenditures to goals, prioritizing purchases, and soliciting stakeholder input ensure that money will not just be well spent, but best spent."[111]

According to ACSD, an effective education technology budget should be:

- **Aligned with the school's goals**. The budget should be a piece of the larger technology plan that is tied directly to the school's short- and long-term technology goals.

- **Transparent and accessible**. It should be accessible to stakeholders and easy to understand, arranged by major categories with vendors, dollar amounts, and a brief description of the item or service purchased. A budgeting spreadsheet should list the beginning balance of each account and show its running current balance. Transparency also means using language that is understandable to teachers and to the general public.

- **Specific**. Itemizing every technology expense anticipated in the coming school year.

- **Developed with stakeholder input**. The team that develops the technology plan should also have input on the budget. Their input should include a method for continually answering the question, "Did this spending yield the anticipated result?"

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[111] http://www.ascd.org/publications/educational-leadership/dec11/vol69/num04/Stretching-Your-Technology-Dollar.aspx

Finding

Teacher training on education technologies and applications is inconsistent and sporadic.

Some teachers already have a high level of comfort with computers and adapt easily to new technologies. Others may not be as computer proficient, and may feel uncomfortable or uncertain using unfamiliar technologies to teach, or trying to teach students how to use them. If not all teachers are comfortable with the teaching tools, the best possible learning outcomes will not be achieved – and the school's valuable resources invested in that technology will have been squandered.

The problem of teacher technology training and providing continuous professional development in education technology is far from unique to the Hopi; it is perhaps the most commonly cited barrier nationwide to the successful use of technology in the classroom. In a recent nationwide survey of K-12 teachers, 90 percent felt that technology was important in achieving classroom goals, but 60 percent felt inadequately prepared to use technology in their classrooms.[112]

Recommendation 13.4

Make ongoing professional development in classroom technologies a central component of each school's technology plan.

The educational technology challenges facing reservation schools, and rural schools generally, are well documented. Limited professional development and training opportunities, a shortage of specialized IT staff, poverty, and geographical isolation all present barriers to adopting the most current technologies, and maximizing their use to achieve the best educational outcomes; indeed, these are factors that present barriers to education generally.

Information technology, however, is also uniquely able to help alleviate many educational challenges, for example, by bringing previously unavailable teaching resources and educational experiences to schools through the Internet – or by allowing schools to develop beneficial partnerships with other groups and institutions who are geographically distant but face similar challenges. To successfully leverage technology in new and creative ways that meet the specific needs of Hopi Schools, however, educators need to have a high level of comfort with the available tools, and an understanding of not only how to use them, but the ways in which they can enhance learning in each subject area. When teachers master technology in the classroom, they are able innovate, invent, and experiment with methods that are tailored to meet the very specific learning needs of their students.

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[112] https://www.iste.org/explore/articleDetail?articleid=569

Prioritizing teacher training includes budgeting for targeted professional development where appropriate, and leveraging whatever expertise is available within the school and community to provide coaching and mentoring where most needed.

Studies over multiple decades have consistently demonstrated that ongoing professional development is *the* key ingredient to achieving successful education outcomes using computer technology.[113]   Technology training for every new device, application, and system needs to come with instructions on three important components:

1. Why it is useful.
2. How to use it.
3. How to use it to support teaching and learning.

This is the minimum required training; in reality, teachers are operating at every level of computer proficiency, from basic to advanced. One-time training may be enough for a few teachers to master the technology, but for most, follow-up instruction and coaching is needed to thoroughly integrate the technology and the curriculum in a way that enhances learning. The most effective staff development programs deliver training to teachers when they need it, at their school, and on their own equipment.[114]

The International Society for Technology in Education (ISTE) identifies four main best practices that should be used in implementing successful ongoing professional development in technology for teachers.[115]

- **Assess the technology and technology integration skills of the entire teaching staff.** Include open-ended questions in your assessment tools to get richer responses than multiple choice would. Try to ascertain which members of your teaching staff need training on specific technology tools or techniques and determine which are comfortable using technology but need more help integrating it into instruction.

- **Design training to fill in gaps and give teachers what they want.** Ensure that each session is designed on one specific area, so that teachers can choose to attend workshops only in the areas where they need improvement. For example, if only 25 percent of teachers need help creating presentations, deliver that training just to those teachers. Don't require the other 75 percent to complete that

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[113] https://www.iste.org/explore/articleDetail?articleid=569
[114] https://www.ericdigests.org/2002-2/ten.htm
[115] https://www.iste.org/explore/articleDetail?articleid=569

session, which is a waste of both the teachers' time and the schools' training resources. Instead, offer them classes for skills they do need.

- **Make sure training sessions include ample time for teachers to use the technology, and make training sessions productive for teachers.** For example, teachers should be able to create real lessons and activities for their students during training sessions, with the assistance of technology coaches or mentors. This helps teachers see how technology will enhance their educational program, and makes the training more productive since they will be using the time to accomplish their day-to-day work of lesson planning. It will also help them retain the skills learned because they will have already used them for a practical purpose.

- **Offer ongoing, short training sessions throughout the year**. This helps teachers absorb information over time without overwhelming or discouraging them. Follow-up or take-home materials, such as online tutorials, help sheets or short videos will allow them to review the training on their own if they do forget how to do something.

Implementation

A School Technology Team, such as the one recently convened at Second Mesa Day School, is a logical place to start institutionalizing technology training and coaching as an ongoing, continuous process – and not as one-time events when new devices or programs are introduced.

A concurrent review of staff technology capacity could result in broad understanding and agreement among the stakeholders about how to manage and share existing technical expertise and equipment. The review also would ensure that gaps are identified and addressed—for example, making designated persons responsible for designing and publishing web sites and online information, creating links with education partners, and offering various applications in an online and mobile phone format.

Resources for enhanced professional development are likely to present a continuous challenge, so technology teams should be encouraged to think creatively about how to leverage the expertise within the school and larger community, non-monetary rewards or recognition for volunteer technology coaches and mentors who are willing to offer their assistance, and seeking out external grant funding and support or partnerships specifically for professional development purposes. Universities and colleges may be natural sources for technology professionals and educators-in-training who can provide needed expertise at low- or no-cost in exchange for valuable experience, or credit toward their credential or degree program.

Fiscal Impact

The costs of professional development have the potential to be very high, driven by professional salaries or consultants' fees, depending on the approach selected. However, the effectiveness of teacher training need not be directly correlated with cost. By exploring the potential for creative strategies as suggested above, schools may be able to substantially enhance their programs at low-or no-cost by leveraging school and community resources, exploring and proactively taking advantage of grant opportunities, and soliciting interested partners, in local universities for example.

Finding

It is a challenge for Hopi schools to identify culturally relevant technology applications that incorporate appropriate Hopi knowledge and language. As a result, technology may not be supporting or reinforcing learning goals in the best possible ways.

Given the emphasis and value placed by some of the Hopi Schools on enhancing learning and relevance through the use of Hopi language, history, and culture, there may be some ambivalence about the role of technology in schools. School leaders, educators, and community members may have different or conflicted perspectives as to whether technology should be seen as a help or a hindrance with respect to traditional Hopi learning, language acquisition, and cultural relevance. This tension was noted in a recent early childhood assessment, *A Final Report on Hopi Lavayi Early Childhood Assessment Project for the Coconino Regional Partnership Council and the Hopi Tribal Council*, (funded by The Coconino Regional Partnership Council with the approval of the Hopi Tribal Council). In the report, community members including parents and elders reflect on the cultural changes that have accompanied the growing prevalence of technologies including the Internet, satellite TV, and mobile devices in homes and villages. Preoccupation with popular culture, social media, and games made ubiquitous by these technologies was viewed as contributing to children's lack of interest or attention in cultural activities and practicing the Hopilavayi language. Parenting styles were also noted to have shifted, with non-Hopi technology and entertainment replacing some direct interactions in which language, songs, and stories had traditionally been transmitted.

Survey responses from community members also highlight this ambivalence about whether technology is a good or a bad influence on the education of Hopi youth. When asked how best to improve the quality of education provided by schools on the Hopi Reservation, one respondent commented, "The convenient ways of living, (i.e. technology) have caused so much trouble and disconnection – so perhaps limiting cellphones, Internet, and other cyber-communication could be the start of how we can re-establish our Hopi school systems." On the other hand, another individual responded with the opposite perspective of "bring in new teachers to bring technology to the fingertips of all students…"

Rapid information technology advances have amplified and accelerated non-Hopi influences in Hopi communities, particularly among youth. Given the above observations, it is not surprising that some education stakeholders, including parents and teachers, may have mixed or negative feelings about the value of increasing the role of technology in schools.

Nevertheless, Hopi School leaders do recognize the importance of integrating computer technology into their system of education. Of 192 parents responding, 41 percent rated the quality of computer instruction at the reservation school attended by their child as either "Excellent" or "Very Good," and another 38 percent rated it as "Good/Acceptable." (Only 9 percent rated computer instruction as "poor," and the remainder didn't know.) Survey results also suggest, however, that the schools are in different places in their adoption and integration of educational technologies. Parents and teachers alike commented that computer technology was one of the areas in which their school most needs to improve, while other parents and teachers at different schools cited it as an area in which their school excels.

Based on survey results, parents value technology as a part of their children's education. When asked to choose the three most desirable extracurricular activities (of 17 options provided, or "other"), STEM (science, technology, engineering, and math) was selected second most often. (Hopi Culture and Language was ranked first). When asked what they hoped their child's education would enable them to do, some surveyed parents mentioned "computer literacy," and "confidence using computers."

Of parents responding to the survey, 84 percent agreed or strongly agreed that their child had access to computers and the Internet at school, while only 5 percent disagreed or strongly disagreed; 78 percent of parents agreed or strongly agreed that their child learns how to use computers at school, while only 7 percent disagreed or strongly disagreed.

These results corresponded with responses to the Administrator/Teachers' survey in which 83 percent agreed or strongly agreed that students have access to computers and the Internet in their classroom; 93 percent agreed or strongly disagreed that students have access to computers and the Internet in either the school's computer lab or in the school library. Less than half (48 percent) of teachers and administrators surveyed however agreed that the students learn basic and advanced computer schools at school.

Figure 13-1 below presents survey data from parents asked to respond to the following statements about computers and technology in their child's school:

Figure 13-1
Parent Survey Data: Computer and Technology

	Strongly Agree	Agree	Neither agree nor disagree	Disagree	Strongly Disagree
My child has access to computers and the Internet in school.	32%	51%	11%	3%	3%
My child learns how to use computers at school	26%	52%	15%	4%	3%
My child uses a computer at home to do homework.	13%	12%	27%	35%	14%
My child uses a smart phone (iPhone, Android, etc.) to do homework.	10%	16%	20%	34%	21%

Source: Public Works, Parent Surveys, December 2017 – January 2018.

Research & Best Practices:

One example of how technology partnerships have the potential to enhance cultural learning is the language revitalization initiatives taken by at least seven Native American Tribes/nations in North America, in partnership with Rosetta Stone, which develops language-learning software.[116]

Like the Hopi and many other indigenous peoples including the neighboring Navajo, the Chickasaw Nation (Ada, Oklahoma), Kahnawake Mohawk Territory (Kahnawake, Quebec), Chitimacha Tribe of Louisiana (Charenton, Louisiana), Inupiat Tribes (Kotzebue, and Barrow, Alaska), Nunatsiavut communities (Nain, Newfoundland & Labrador) have sought ways to ensure the survival of their languages, as the numbers of fluent speakers dwindle. Each of these entities have partnered with Rosetta Stone as part of the company's endangered language program with the goal of preserving and revitalizing their languages. In these partnerships, the Tribe (or applicable sponsoring organization) owns the language materials developed during the project and has exclusive sales and distribution rights over the finished edition. In this way, Tribes have control over the authenticity of the product, and also have access to a potential income stream; for example, universities around the world, or even individuals of native origin located anywhere may be interested in purchasing this content for educational and enrichment purposes.

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[116] https://www.rosettastone.com/endangered/projects

This specific example may or may not be an appropriate partnership for the Hopi, but is intended to illustrate the potential of external partnerships for advancing Hopi-specific technology goals.

Recommendation 13.5

Explore possibilities for developing Hopi-centric educational content – such as Hopilavayi language modules – with appropriate partners, such as technology businesses or universities that have an interest and expertise in developing cultural and/or linguistic content.

Technology has the potential to make any content more accessible – both undesirable and desirable. To the extent that Hopi's schools learning goals and values are culturally specific, there should be a broad-based effort to articulate clearly how technology should be used to support those goals and transmit those values (and ensure that vision is prominently included in the school's technology plan). Defining these objectives is important, even if only aspirational at first, because it will help school leaders and stakeholders to identify partners who share compatible goals and values (language preservation and revitalization, for instance) and who can provide technical support and expertise. Partners will be essential to this endeavor, since the culturally enhanced content and curricula of interest is not likely to be available "off-the-shelf," but will need to be developed and approved by Hopi themselves.

Implementation

While Hopi schools may continue to develop their own technology plans and programs, any initiative to develop Hopi-specific linguistic content/applications or culturally-enhanced technology curricula is most likely to be successful if undertaken as a consortium. This does not mean that schools need to run their technology programs in the same way. However, schools and are far more likely to be successful in this specific endeavor by working together and as part of a larger community. Partners with the expertise in developing such software are more likely to be interested in working with, and to negotiate favorable terms with an entity that comprises more than a single school, and which has the broad-based support of the larger community represented.

To this end, establishing a Hopi Schools Technology Consortium, as proposed under **Recommendation 13.2**, would be a natural forum for undertaking the following essential steps:

1. Identifying and documenting shared goals and values for ensuring that technology programs are culturally relevant and support Hopi-specific learning objectives.

2. Identifying and negotiating a successful partnership for developing the custom technology tools and applications for doing so.

3. Proactively engaging the broader Hopi community to ensure that the initiative incorporates and reflects broad-based goals and values for cultural relevance, authenticity, and accuracy.

Fiscal Impact

Costs and potential returns will vary depending on the initiatives undertaken and terms negotiated with potential partners.