Dear Tribal Leaders, Superintendents and Charter School Directors,

In this guidance, pursuant to the Every Student Succeeds Act (ESSA), the Minnesota Department of Education (MDE) is providing information and direction for your upcoming tribal consultations. Meaningful consultation will assist in building relationships and strengthening support systems to bridge the gap between educators and tribes so that we may increase academic success and cultural understanding for Minnesota’s American Indian students from pre-K through 12th grade.

With this opportunity comes responsibility, and your ability to build and maintain truly collaborative relationships is imperative to student success. Schools must educate faculty and staff on the unique cultures and customs of Minnesota’s 11 Tribal Nations, as this will foster a greater understanding of American Indian students. Each of you must actively listen as collaboration occurs in devising plans for our school communities, and you are expected to reflect, follow-up and follow through with actions on shared visioning.

Included is a list and map of affected districts and schools—known as Local Educational Agencies, or LEAs—and the 11 Tribal Nations in Minnesota. The Affirmation of Consultation is included to assist you as you move through the process and exchange information and ideas. While this document provides guidelines for the timely and meaningful collaboration that must be completed, these guidelines are amendable to each consultation’s specific needs.

Our children are our future, and your commitment to their educational success is very much appreciated. For additional information, please do not hesitate to contact me.

Sincerely,

Jane Harstad
Director, Office of Indian Education
Minnesota Department of Education
1500 Highway 36 West
Roseville, MN 55113
651-582-8257
Jane.Harstad@state.mn.us
Introduction

Background

The Every Student Succeeds Act (ESSA) is the latest reauthorization of the Elementary and Secondary Education Act of 1965. Previously known as the No Child Left Behind Act (NCLB), this reauthorization gives more freedom to states to implement standards and accountability. For additional information on ESSA, please visit the MDE website.

The Every Student Succeed Act (ESSA) allows educational stakeholders to enter a new era of education that requires timely and meaningful consultation. Meaningful tribal consultation, both in process and product, is the foundation that will best support Native students. A key component in working with tribal representatives and supporting Native youth is trust. As such, fostering and developing a mutually respectful relationship with tribes will be beneficial when districts and schools approach consultation.

Tribes are not merely homogenous minority groups, but sovereign nations, and they maintain a unique political status and should be dealt with accordingly. With tribes, the fundamental basis of required consultation is recognition of this tribal sovereignty. Over the years, the federal government has refined the obligation to interact with tribes on a government-to-government basis in a series of laws, amendments to existing laws, and executive orders, all of which direct agencies to engage in consultation with tribes. Today, the government-to-government relationship with tribes has evolved to the point where consultation is not only the law, it is considered sound policy and the right way for the United States to conduct business.

Through sovereignty and self-determination, Indian tribes have an inherent right to self-governance, which means tribes are provided greater power to manage local governments and local issues that affect tribal citizenship. As sovereign nations, Indian tribes exercise inherent autonomy over education, which includes a level of control in local schools, the development and administration of culture-based curriculum, and the presence of advisory councils. Because federal funding is allocated to states to collaborate with tribes, there must be guidance throughout the process to ensure the Native voice is included in decision-making.

Tribal Consultation

The passage of the Every Student Succeeds Act (ESSA) provides unique opportunities for states, districts, schools and tribes to work together to strengthen education for Native students throughout the country. This guide is designed to create a clear path and framework for consultancy between tribes and school districts or schools as mandated by law. The Minnesota Department of Education (MDE) is available to support local agencies as they navigate the process to increase opportunities for successful consultation and engagement with stakeholders.

Developed by the department, this resource is meant to provide tribes, districts and schools the high level strategies necessary to build trusting, reciprocal, and long-lasting relationships with the Native communities in their respective regions.

PL 114-95 § 8538, CONSULTATION WITH INDIAN TRIBES AND TRIBAL ORGANIZATION states that:

“(a) IN GENERAL.—To ensure timely and meaningful consultation on issues affecting American Indian and Alaska Native students, an affected local educational agency shall consult with appropriate officials from Indian tribes or tribal organizations approved by the tribes located in the area served by the local educational agency’s submission of a required plan or application for a covered program under this Act or for a program under Title VI of this Act. Such consultation shall be done in a manner and in such time that provides the opportunity for such appropriate officials from Indian tribes or tribal organizations to meaningfully and substantively contribute to such plan.”
**Affected Local Educational Agencies**

An affected LEA is a school district, tribal school or charter school that received a Federal Title VI grant (subpart 1 of Part A) that exceeds $40,000 in the previous fiscal year, or with a school or district with an enrollment of American Indian/Alaskan Native student population of at least 50 percent.

In Minnesota there are several districts that are affected LEAs. There are also several individual schools that are affected because their American Indian student population is over 50 percent.

**Timely Consultation**

ESSA mandates that consultation with tribes must be timely and that consultation should not delay the submission of an education plan. In a practical sense, this requirement means that the consultation process should begin as early as possible before the submission deadline to ensure that consultation is meaningful and unhurried. Successful tribal consultation also takes into consideration the timelines that need to be in place in order for tribal representatives engaged in consultation to have time to communicate with tribal leaders or legal departments, if needed. Therefore, collaboration vs. consultation is of more value when putting emphasis on the inclusion of tribal input and feedback.

**Meaningful Consultation**

Consultation is meaningful when it occurs at the earliest possible stage, prior to the development of a program, initiative or policy to ensure that tribal views are respected and included in such plans. Tribal consultation is most effective when it seen and understood as a process for continuous input and discussion. Meaningful consultation is based on open communication and coordination that acknowledges and considers the views of all participants, and then seeks agreement on how to provide continuing assistance. The process of tribal consultation is equal in importance to the product. If tribal input is not reflected in how educational programs and services are administered to students, then we have missed a fantastic opportunity to support our Native students.

**Appropriate Officials**

There are many stakeholders that should be included in the tribal consultation process affected districts, schools and their chosen representatives should begin the conversation with a tribal nation near your school or district. This may be tribal education directors or tribally elected officials, but it should be up to the tribes to choose who represents their voice in the process of consultation. Tribal parents and local parent advisory committees should also be represented in the collaboration and consultation processes. Members or appropriate officials will include, but are not limited to tribal chairpersons, tribal councilmembers, tribal education coordinators/directors, and any others recommended by these tribal representatives. The district is required to have the superintendent, a school board member, and a parent committee member present at each consultation.

The Minnesota Department of Education Office of the Commissioner has a unique relationship with Minnesota’s Tribal Nations. This relationship is defined in Minnesota Statutes, section 124D.73, subdivision 3. Tribal Nations Education Committee:

"Tribal Nations Education Committee" means the committee established through tribal directive that the commissioner consults with on American Indian education programs, policy, and all matters related to educating Minnesota's American Indian students.

The Tribal Nations Education Committee (TNEC) is made up of education specialists representing all of the eleven Tribal Nations located in Minnesota. In areas where a tribal community is not in close proximity to the district or school, or in
the case of locations with several tribes nearby, the Tribal Nations Education Committee will be the designee for consultancy.

**Consultation Process**

Consultation occurs when affected school districts, or an individual school meet or exchange written correspondence with a tribal leader (and/or their designee) to solicit a tribe’s official input, comments, and recommendations on programs and resources affecting American Indian/Alaskan Native students. However, consultation may also be initiated by tribal leaders or their designees.

Consultation shall occur on a regular basis, and may occur on an “as-needed” basis when the Indian tribes and/or districts or schools raise issues that need to be addressed regarding the use of federal funds and the programs administered by a school or district. When decisions about policy or programming are reached, communication between consultation entities is crucial.

For the consultation process to be successful, all parties should be informed of dates for upcoming meetings, including both tribal consultation meetings and information or input meetings that are open to the public. Consultative parties should be provided with information on proposed programs, formats, and submission agreements, and notified of significant changes in plans.

It is helpful to start with the sharing of previous education plans as well as development and submission deadlines so that all parties are aware of needs and timeliness. Presentations from schools and affected district or school representatives about existing programs provide clarity regarding how programs operate in the local, district or state context. Previous reports, data, evidence and evaluations on education plans and program outcomes supply all consultation parties with a shared understanding of what is currently in place.

Sharing contact information for district, school and tribal parties involved in consultation is essential, and provides for the successful input and feedback necessary for progress at meetings, and in the development of plans and resources. Establishment of guidelines and expectations, as well as making sure that all parties understand the objectives of each meeting and the purpose of consultation will further progress on student achievement. Once recommendations and input are received, it is imperative to communicate changes to program plans. Professional development on program plans and Native pedagogy may be a necessary part of consultation. If a district or school would like to combine consultation with any other requirements regarding tribal or parental involvement (including parent committees), streamlining the processes may be beneficial.

**Affirmation of Consultation**

When decisions about policy, programs, and resources are reached, consultative parties will be required to provide evidence to the Minnesota Department of Education. The outcomes of the consultation process need to be addressed in the Affirmation of Consultation with Tribal Representatives sheet (see appendix A) which requires signatures from consultative parties and assures the state that required topics and programs were covered during the process. This affirmation signature page should be attached to the district’s or school’s Title I, Part A SERVS application due September 1 of each school year.
Required Topics Include:

- How student’s needs will be identified (culturally, linguistically, and academically).
- What services will be offered.
- Size and scope of equitable services.
- Equitable services to teachers and parents.
- How and when decisions about the delivery of services will be made.
- Proportion of funds allocation for services.
- Title programs under ESSA.
- How, where, when and by whom services will be provided.
- How services will be assessed and improved based on assessment results.
- Parent and tribal engagement.

Programs That Fall Under These Titles Require Input and Feedback From Tribes:

- Title I, Part A: Improving Basic Programs Operated by State and Local Educational Agencies
- Title I, Part C: Education and Migratory Children
- Title I, Part D: Prevention and Intervention Programs for Children and Youth who are Neglected, Delinquent, or At-Risk
- Title II, Part A: Supporting Effective Instruction
- Title III, Part A: English language Acquisition, Language Enhancement, and Academic Achievement Act
- Title IV, Part A: Student Support and Academic Enrichment Grants
- Title IV, Part B: 21st Century Community Learning Centers
- Title V, Part B, Subpart 2: Rural and Low-income School Program
- Title VI, Part A, Subpart 1: Indian Education Formula Grants to Local Educational Agencies

2018-19 Reporting Requirements
For the 2018-2019 year, the timeline for submission will be to upload the Affirmation of Consultation with the Title I Application on September 1, 2018. To support timely and meaningful consultation now and in future, regularly scheduled meetings can ensure that initial feedback can be incorporated into the plan and that tribal leaders continue to have a voice in the plan’s ongoing implementation and review process.

Initial topics that tribes, school districts and schools may want to consider include:

- District affirmations of consultation will be due as an attachment of the completed Title I, Part A SERVS application, due on September 1 for the 2018-2019 school year.
- Tribes, school districts and schools should come to an agreement regarding ongoing consultation processes that will allow for regular, sustainable input from tribes or designated tribal organizations.

**Recommended District Consultation Checklist**

- District has arranged for consultation with relevant tribal nation(s) or their designees, including time, place and length of meeting.
- Tribal leaders or their designees have agreed upon time, place and length of meeting.
- District has provided a copy of all awarded grants before the meeting.
- District has posted a public notice of the meeting.
- District has prepared an agenda for the meeting.
- District has provided a sign-in sheet for the meeting.
- Tribal leaders or their designees and the district have signed a consultation agreement.

**Consultation Questions and Answers**

**Who is responsible for initiating ESSA tribal consultation?**
*The school district superintendent is responsible for contacting a tribal leader.*

**What tribe or tribes should be invited to a school district ESSA tribal consultation?**
*District superintendents must consult with the tribal jurisdiction in which their school district is located. Please refer to the Minnesota School Districts Tribal Consultation Affected LEAs map.*

**What if a school is not located in a tribal jurisdiction?**
*District superintendents should set up a consultation with a tribe or tribes within a 50-mile radius. Refer to the Minnesota School Districts Tribal Consultation Affected LEAs map.*

**What if there is more than one tribe within a 50-mile radius?**
*District superintendents should refer to their American Indian student population. They may choose to consult with the tribe with the highest population of students in the district or, if 30 or more students from several different tribes attend their district, you will consult with more than one tribe.¹*

**When should tribal consultations begin?**
*The consultation process begins now, and for the 2017-2018 school year, it should be submitted with the Title I, Part A SERVS close of the Amendment Window two application due March 1, 2018. For all upcoming years, tribal consultation should be completed prior to the federal grant submission due date of September 1. The Affirmation of Consultation page should be submitted with the Title I, Part A SERVS application.*

¹ Please contact the Office of Indian Education for clarification and further instructions.
Questions Tribal Nations May Ask the Local Education Agency (LEA)

- What technical assistance is needed from the tribe or tribes to enhance the academic and cultural needs of American Indian students?
- How many educators on staff are American Indian?
- What is the level of American Indian parent involvement?
- What programs are offered specifically for American Indian students? (Please include clubs, activities, cultural events, and field trips).
- How many American Indian students speak their tribal languages?
- Are any tribal languages offered at the school? Which ones?
- How do you identify American Indian students?
- How do you identify your at-risk students?
- How many of your students are members of our tribe? (You may check with your Indian education director).

Questions the LEA May Ask Tribal Nations

- What mutual benefit do we hope to achieve as a result of the consultation?
- What will you do with the information obtained from the consultation?
- How do you foresee your tribe working with our school/district?
- How will tribal consultation benefit our district?
- What programs and services does your tribe offer?
- Do you provide services to all tribes? In or outside of your tribal boundaries?
- What should we know about your tribe and tribal culture?
- Who is my contact for Impact Aid?
- Who is my contact in the tribe?
- How can we reach out to parents more effectively?
- How should I address the Native Students?
- How does your Johnson O’Malley Program work?
- Who is on the Johnson O’Malley Parent Committee?
- Who is on the Indian Education Aid Parent Committee?

Information or Data a Tribal Nation May Request

What American Indian data is available?

- Number of American Indian students who are:
  - Transfer students
  - Students at risk with high mobility
  - At-risk students
  - Dropouts
  - Truants
  - Students with discipline problems
  - Students in alternative education
  - Students participating in free and reduced lunch programs
  - Students on an Individualized Education Program (IEP)
  - Students involved in extracurricular programs (sports, band, choir, academic team, FFA, etc)
  - Students concurrently enrolled
  - Students enrolled in College and Career Readiness (CCR) programs
  - Students enrolled in postsecondary coursework (PSEO)
- American Indian student population by grade:
  - Elementary
  - Middle School
  - Junior High School
High School

- American Indian student assessment scores:
  - Reading
  - Mathematics
  - Test scores disaggregated by grade
  - MCA results
  - Average GPA (secondary students)
  - ACT/SAT/Armed Services Vocational Aptitude Battery (ASVAB) results (secondary students)

**Federal Program Funding**

What funding amount do you receive per program?

- Title I, Parts A, C & D
- Title II Part A
- Title III Part A
- Title IV, Parts A & B
- Title V, Part B subpart 2
- Title VI Part A subpart 1

How are those funds used to benefit American Indian students?

How many American Indian students participate in these programs?

Have you sent a copy (or electronic copy) of title grants prior to consultation?

*As a part of consultation, tribes may request data from LEAs that relate to services/interventions the tribe provides for its citizens. Please keep in mind that tribal nations support districts and schools and American Indian students and share a mutual goal of success for all students.*

**Resolution Process**

Take advantage of the opportunity ESSA presents! Meaningfully engage with tribal leaders as partners before, during, and after decision-making regarding ESSA and school plans for increasing academic success for American Indian students in your schools and districts. There is no one-size-fits-all approach to timely and meaningful consultation. Tribal consultation must be tailored to the status, capacity, and needs of each community.

Additional Note and Implications for Funding: Any affected district that fail to adequately provide for the consultation process and/or provide evidence to the Minnesota Department of Education of meaningful consultation may have Title I budgets locked and/or have fiscal conditions placed on any future Title awards.

If mediation or dispute resolution is needed during the consultation process, please contact the Office of Indian Education: mde.indian-education@state.mn.us or 651-582-8280.
## Affected Districts and Schools (LEAs)

<table>
<thead>
<tr>
<th>District Number</th>
<th>District/School Name</th>
<th>$40k+ Federal Title VI</th>
<th>50-percent American Indian</th>
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<td>Bagley</td>
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<tr>
<td>4226-07</td>
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<td>Bemidji</td>
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<td>Minisinaakwaang Leadership Academy</td>
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**Conclusion**

This guidance creates a solid foundation to ensure that parents, families, and Indian tribes are meaningfully engaged in ongoing implementation of ESSA and other American Indian programming as they relate to Minnesota’s tribal members. The department looks forward to working with Indian tribes, school districts, schools and parents of American Indian children to ensure that programs are implemented with the goal of preparing every student for success in life.

Through the inclusion of the above recommendations and strategies, tribes, school districts and schools will help ensure that ESSA implementation better addresses the needs of Native communities and Native students. The collaboration and coordination between various stakeholders will allow Native students to have the best opportunity to develop their own identities, traditional knowledge, modern skills and self-worth. These elements will undoubtedly lead to social and academic success.
Supporting Native Students through the World’s Best Workforce

The World’s Best Workforce (WBWF) legislation, Minnesota Statutes, section 120B.11, requires that every school district in the state adopt a comprehensive, long-term strategic plan to support and improve teaching and learning. Districts have the opportunity to build plans and budgets that support the WBWF strategic plan to ensure coherence and alignment.

The WBWF plan strives to reach five common student achievement goals, including:

- Meet school readiness goals
- Have all third grade students achieve grade-level literacy
- Close academic achievement gaps
- Have all students attain career and college readiness
- Have all students graduate from high school

Specific plans, resources and stakeholder engagement efforts to support Native students should connect to the district’s overarching WBWF strategic plan. Federal Title VI and state American Indian Education Aid are two funding streams that support programs and strategies to ensure Native students meet WBWF goals.

World’s Best Workforce Tribal Consultation

While it is most beneficial to seek input through consultation with tribal leaders on an ongoing basis as described in this guide, there are two distinct opportunities for tribal consultation within the WBWF legislation:

1. Advisory Committee. Every district is required to establish a WBWF Advisory Committee that reflects the diversity of the district and its school sites. The advisory committee is to include teachers, parents, support staff, students and other community residents. It is recommended that districts ensure there is tribal representation on the local advisory committee.

2. Annual Public Meeting. Districts are also required to hold an annual public meeting to review, and revise where appropriate, student achievement goals, strategies, and improvement plans. The annual public meeting is an opportunity to collaborate with tribes and engage in dialogue on educational challenges and successes related to Native students in order to inform improvement planning.

It is integral to the WBWF that active community participation is sought in all phases of planning and improvement. The timely and meaningful tribal consultation process outlined in this guide to meet ESSA requirements is transferrable to consultation practices that will also support local WBWF engagement efforts.
**Affirmation of Consultation with Tribal Representatives**  
SY 2018-19, For School Year Ending June 30, 2019

*PL.114-95 § 8538 states that:* (b) DOCUMENTATION. — Each affected local educational agency shall maintain in the agency’s records and provide to the state educational agency a written affirmation signed by the appropriate officials of the participating tribes or tribal organizations approved by the tribes that the consultation required by this section has occurred.

**LEA**

Name of LEA

School District Number

Superintendent

Email

Phone

Signature

LEA ESSA Coordinator

Email

Phone

Signature

**Tribal Representatives**

Tribe/Organization

Contact

Tribal Representative Name

Title

Email

Phone

Tribal Representative

Title

Email

Phone

Tribal Representative

Title

Email

Phone
Affirmations

We agree that timely and meaningful consultation occurred before the LEA submitted plans or applications for the following Title programs under ESSA.

We agree that we have participated in meaningful and timely discussion on each Title under ESSA and have chosen to participate in the programs checked below.

- Title I, Part A: Improving Basic Programs Operated by State and Local Educational Agencies
- Title I, Part C: Education of Migratory Children
- Title I, Part D: Prevention and Intervention Programs for Children and Youth who are Neglected, Delinquent, or At-Risk
- Title II, Part A: Supporting Effective Instruction
- Title III, Part A: English Language Acquisition, Language Enhancement, and Academic Achievement Act
- Title IV, Part A: Student Support and Academic Enrichment Grants
- Title IV, Part B: 21st Century Community Learning Centers
- Title V, Part B, Subpart 2: Rural and Low-income School Program
- Title VI, Part A, Subpart 1: Indian Education Formula Grants to Local Educational Agencies

We Agree that timely and meaningful consultation shall continue throughout the implementation and assessment of services provided under section 8535 on the following dates: ________________________________

Superintendent or Designee______________________________

Date______________________________

Tribal Representative______________________________

Date______________________________

Required Topics During Consultation

Check to affirm that all of the required topics were discussed during the consultation process:

- How students’ needs will be identified (culturally, linguistically and academically)
- What services will be offered
- Size and scope of equitable services
- Equitable services to teachers and parents
- How and when decisions about the delivery of services will be made
- Proportion of funds allocated for services
- Title programs under ESSA
- How, where, when, and by whom services will be provided
- How services will be assessed and improved based on assessment results
- Parent and tribal engagement

Attach this completed document to your district’s Title I, Part A SERVS application.

If you have questions please email mde.esea@state.mn.us.