



WORKFORCE DEVELOPMENT: CONFEDERATED SALISH & KOOTENAI TRIBES



A People of Vision



Life-sized cardboard “stand-ups” behind audience seating in CSKT Tribal Council chambers. Each stand-up depicts a tribal member who has received an education and returned to work for the Tribes (Photo: Eliot Glenn)

PROJECT OVERVIEW

A growing number of tribal nations are designing innovative approaches to cultivate the abilities of their citizens to successfully pursue careers that will empower those nations to create the futures they seek. NCIA's Partnership for Tribal Governance (PTG) has embarked on a project that works collaboratively with selected tribal nations to document their innovative approaches and share them with Indian Country.

The following presents the story of the Confederated Salish & Kootenai Tribes in Montana, the second of four “Innovation Spotlight” case studies that PTG developed as part of this project. The four case studies were followed by a workforce development toolkit for tribal leaders and key decision-makers, which was released in 2018. The toolkit explores common challenges and emerging trends in tribal workforce development, and also presents lessons learned, policy recommendations, and questions to consider for tribal leaders and workforce development practitioners.

Introduction

“Our main goal is family stability and self-sufficiency and we feel through work that we can get there.”

*– Arlene Templer, Director, Department of Human Resource Development,
Confederated Salish & Kootenai Tribes¹*

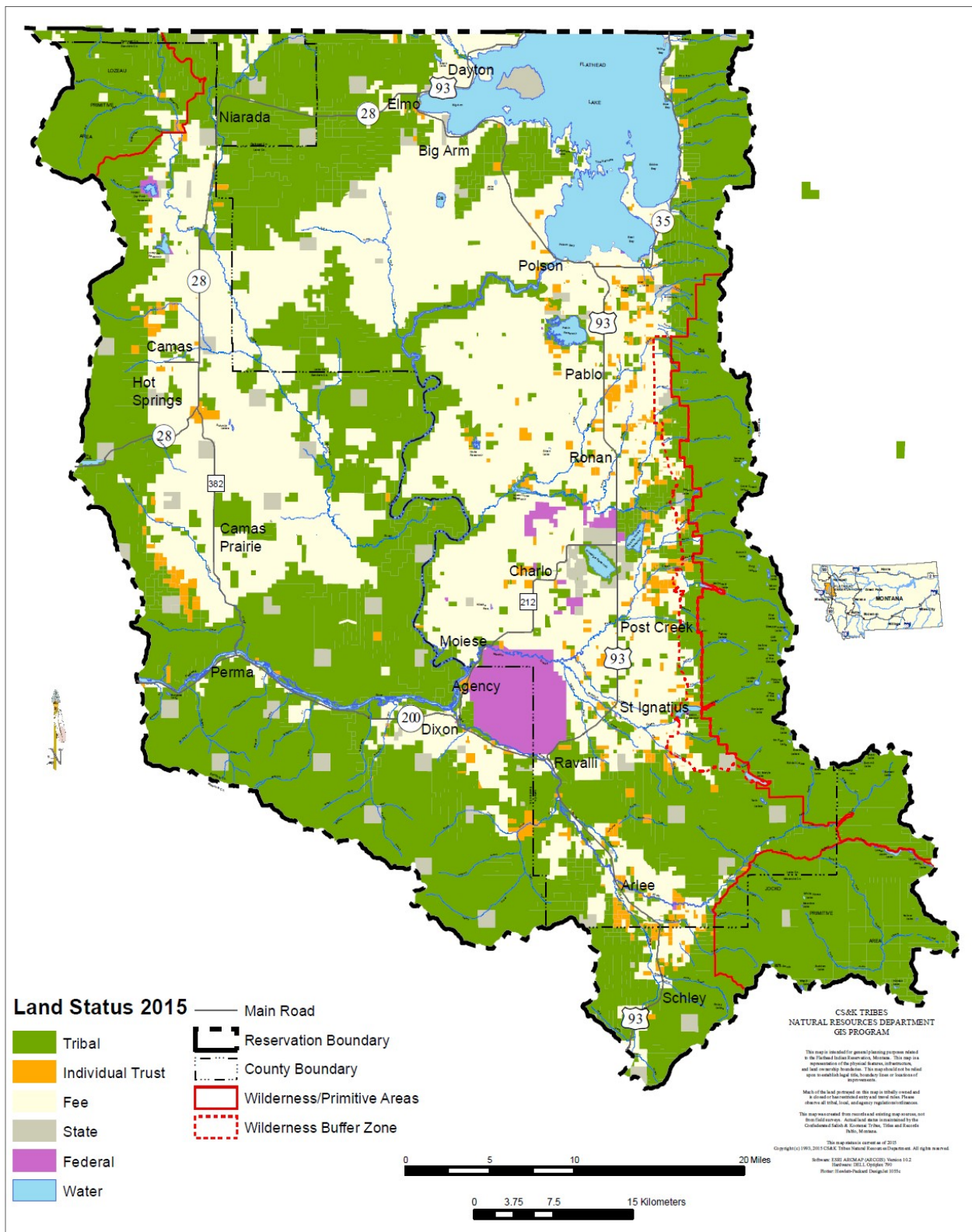
Three tribes – the Bitterroot Salish, the Upper Pend d’Oreille, and the Kootenai – call the Flathead Reservation in northwestern Montana home.² Formally known as the Confederated Salish & Kootenai Tribes (CSKT), they collectively exercise their sovereignty through a unified system of governance established in 1935 through the Indian Reorganization Act and refined through key constitutional reforms several times since. Serving nearly 8,000 enrolled members, CSKT’s government features a parliamentary structure consisting of ten council members representing eight reservation districts who choose four executive officers from among their own number.

Self-described “pioneers in self-governance,”³ in 1969 CSKT created their own Tribal Realty Office and began issuing home site leases. By the early 1970s, the Tribes had established their Tribal Forest Management Enterprise, and in 1976 they launched the tribally run Salish Kootenai College, which has become one of the preeminent tribal colleges in the country.⁴ In 1988, it surprised no one when CSKT became part of the first group of ten tribal nations to volunteer for the Tribal Self-Governance Demonstration Project. After five years of successfully proving their ability to govern themselves to the U.S. government, the Tribes were accorded full rights of self-governance and wasted little time systematically taking over federal programs previously administered by the Bureau of Indian Affairs and Indian Health Service.

CSKT’s “drive to self-rule”⁵ and ongoing efforts to strengthen their governance system provided the Tribes a solid foundation upon which to build a diversified, sustainable economy and create opportunities for CSKT members – two thirds of whom reside at Flathead – to make a decent living. But CSKT, like many other tribes, faced an uphill climb in this regard. For example, in 1904, the Flathead Allotment Act caused the Tribes’ loss of more than 60 percent of their reservation land base to non-Indian ownership. A century later, the devastating legacy of this policy is readily evident in the fact that 80 percent of Flathead residents are non-CSKT members, making those that are a small minority on their own reservation (see Figure 1).⁶ This dynamic has complicated the exercise of tribal jurisdiction over the reservation, seeded divisiveness between the reservation’s tribal and non-tribal residents, limited the choice land that is available to the Tribes for economic development (as much of it is owned by non-tribal residents), and made it difficult for CSKT members to compete with non-Indians for many of the jobs that the reservation’s non-Indian owned businesses offer.

Despite the economic strides it had made, in the late 1990s CSKT nevertheless wrestled with a tribal unemployment rate that stubbornly hovered at just under 50 percent, leaving many tribal members to depend on the CSKT government to address their most basic needs.⁷ The fractured assortment of social services aimed at preparing CSKT members to work and then helping them to

FIGURE 1: FLATHEAD RESERVATION LAND OWNERSHIP MAP, 2015 (COURTESY OF CONFEDERATED SALISH & KOOTENAI TRIBES)



secure employment proved ill-equipped to reduce this rate. The more than 20 separate agencies run by the Tribes each had its own priorities and performed its own particular workforce development-related functions, making it difficult to be consistent, efficient, and strategic about workforce development across the entire CSKT government. Gary Acevedo, a former CSKT tribal judge, says about the system of the 1990s, “We would try to get services together for a family in need, and the agencies would respond, ‘Who is going to pay for that?’ People were very possessive about who was going to provide what.”⁸

In the meantime, the State of Montana administered programs such as Temporary Assistance for Needy Families (TANF), while the three adjacent county governments provided welfare and food stamps to CSKT members, who routinely reported mistreatment by both county and state social service providers. Compounding this muddled state of affairs was the sheer size of the Flathead Reservation, which is the fourth-largest Indian reservation in the United States, spanning 1.3 million acres of rural geography.⁹ This meant that CSKT members typically had to travel great distances to multiple tribal, state, and county locations to access the services they needed, yet few had access to reliable transportation to reach those locations in a timely fashion. Many resorted to hitching rides to make their appointments. Often, transportation challenges caused them to show up late to appointments or miss them altogether, jeopardizing their eligibility for state- and county-administered programs. According to Arlene Templer, Director of CSKT’s Department of Human Resource Development, this mishmash approach was failing the people:

“On the county level, when people went up for services, they didn’t care about individual applicants. If they were late, the door was shut in front of their face. They didn’t look into the reasons and see where the person was at and didn’t look into, ‘Oh, this person has no transportation, this person is thumbing it up here.’ At the tribal level it was, ‘Well, we don’t provide those services, you’ll have to go here.’ They get over there, ‘Well, we don’t do that piece, you’ll have to go here.’ So they were going from town to town and program to program trying to get the services, which made a lot of people fall through the cracks.”¹⁰

“A People of Vision”

Having seen enough of this approach, in 1998 the CSKT Tribal Council took action, taking advantage of Public Law 102-477 to integrate the assorted programs and services aimed at empowering the Tribes’ members into a single entity: the Department of Human Resource Development (DHRD).¹¹ The Council’s rationale for taking this drastic step was straightforward: the Tribes could design their own holistic approach to addressing the issues and removing the obstacles preventing some of their people from becoming productive, contributing members of Flathead reservation society. At the same time, by pooling all of its available resources into a single departmental basket, it would be better positioned to make strategic decisions about how to best allocate those resources efficiently, effectively, and with maximum impact.

Among the first tribal “one-stop” centers in the country, DHRD currently administers an array of programs in unison, including: Workforce Investment Opportunity Act (WIOA) Employment and

Training Services; Tribal Vocational Rehabilitation; Tribal TANF; General Assistance; Low Income Home Energy Assistance Program (LIHEAP); Native Employment Works (NEW); Tribal Commodities; Childcare Block Grant Program; Trust Management; the Elderly Program; and Social Services.¹² The Department employs more than 160 staff across these programs and operates with an annual budget exceeding \$14 million.¹³

The bureaucratic transformation that the Department's creation entailed was by no means seamless. It took time for the programs' existing directors and employees to adjust to – and buy into – the reasoning behind the new, coordinated approach and what it would mean for their jobs, their responsibilities, and how they worked with one another. It proved critical, however, for getting everyone on the same page and pulling in the same direction. “When they took all of these programs from all these other departments, it eliminated all the turf issues,” explains Templer, who at the time was working for one of the individual departments that was folded into DHRD. “We don’t have that anymore. You have one director, you have all the budgets under that person, and it eliminates all of the secretarial support for all of those different departments. It eliminates all of the support services, so we’re able to save a lot of money in doing that.”¹⁴

Equally important to CSKT's crafting of a holistic, integrated approach was DHRD's takeover of state-administered programs in order to “make them work” for the CSKT people.¹⁵ Chief among these was TANF, which CSKT formally took over from the State of Montana through a memorandum of understanding (MOU) signed in December 1998.¹⁶ Like CSKT had done when taking over federal programs in the past, DHRD restructured the TANF program in accordance with CSKT's distinct cultural, social, and economic priorities. It then worked to build the systems and institutional know-how it needed to administer it effectively.¹⁷ For example, because the Flathead reservation's unemployment rate was just under TANF's 50 percent unemployment rate threshold for federal exclusion, its tribal residents faced a 60-month time limit for receiving TANF benefits.¹⁸ Having seen many CSKT members rapidly reach that limit and become ineligible for further TANF support when the State controlled the program, DHRD tackled the issue by identifying, cultivating, and connecting its TANF clients with temporary, seasonal, and permanent “Work Experience” placements that enabled them to preserve their ability to receive TANF benefits in the future should the need arise.¹⁹

Coupled with the TANF MOU, CSKT forged an MOU with Lake County in 1999 to bring the Medicaid and Food Stamp programs to Flathead, thereby eliminating the need for CSKT members to travel to Lake County to access those programs. Through the MOU, the DHRD office in the reservation community of Pablo provides work space for two county employees who assist DHRD-eligible clients with food stamps and Medicaid eligibility services.²⁰

In addition to centralizing all of its services in a single physical location, DHRD has created an “ease of service”²¹ by merging the seemingly endless barrage of program eligibility applications that CSKT members once had to complete into a single, streamlined intake form that they can fill out in order to be considered for all DHRD programs. The form asks clients questions about their personal finances and current income and why they are requesting assistance from CSKT.

Upon submission of the form, those DHRD clients who are routed into the TANF program then take an aptitude test – dubbed the “ability explorer” – that assesses their education levels, skills, work experience, and professional aspirations.²² Then, DHRD caseworkers work with them to craft individual employment plans that both address their immediate problems – such as a revoked driver’s license, missed utility payments, or blown-out tires – *and* identify their long-term professional goals, from getting a GED or Associate’s degree to gaining employment in a particular field of interest. Sometimes, the long-term goals that clients identify are more personal or familial in nature, such as reuniting with children who have been placed into child protective services. According to Acevedo, now a DHRD caseworker, “We’ve got people who are only living in the moment: ‘How can I get through to lunch?’ Because lunch might be the only meal of the day they’re able to get, so they’re thinking short-term. So we say, ‘We can get you this now. But let’s think about what you want to do with the rest of your life instead of just today or tomorrow or this week.’”²³

The intake process purposefully reflects a case management approach that places the client and his/her family in the middle by working with them to recognize the root causes of their challenges, and then builds an integrated web of appropriate services around them that helps them to overcome those challenges. As Templer explains, by learning their clients’ needs and having all of the relevant programs in house, “we can start to meet those needs and build those systems around the people instead of them trying to find all the links themselves.”²⁴

Empowering Members to Empower Themselves, Their Families, and the Nation

DHRD, its component programs, and its intake process advance the same, overarching objective: to cultivate the ability of CSKT members and their families to become self-reliant, which in turn will empower the ability of CSKT as a nation to become more self-determined.

“We aim to make families self-sufficient. Once families are stabilized and able to provide for themselves, they become less dependent on the government.”

– Arlene Templer, DHRD Director, CSKT

DHRD staff strive to seed this culture of family stability and self-sufficiency by treating their clients with dignity and compassion, always providing work side-by-side with aid, and providing them close guidance and support over the long run.²⁵ DHRD focuses not just on professional development but personal development and removing the personal obstacles their clients face as they strive to improve their lot in life. This approach requires understanding and dealing with their clients’ personal challenges so that those challenges don’t derail their efforts to better themselves. Consequently, DHRD’s support comes not only in the forms of short-term financial assistance (termed “sustenance income”), food, training, and employment opportunities, but also

child care services, parenting classes, transportation, psychological counseling, and life planning “as they transition to a more stable environment.”²⁶

From the outset, CSKT recognized that its drive for individual, familial, and communal self-sufficiency hinged on the Tribes’ ability to learn their own people, what was holding them back, and what would propel them forward. For DHRD, this meant studying and then tackling at a foundational level what was preventing their clients from securing and sustaining employment. The first step, according to Templer, involved gaining an understanding of where the CSKT people were coming from: “We educated ourselves on poverty thinking and on generational trauma so that we knew where everybody was coming from generationally. When we had all of those things in our mind, then we started providing services.”²⁷

The focus on self-sufficiency also meant employing mechanisms to generate and analyze data that could bring into sharp relief the nature and gravity of the specific obstacles their clients faced. For example, when DHRD assumed control of TANF from the State, it commenced testing that found that 40 percent of the program’s clients had disabilities, predominantly learning disabilities.²⁸ It identified that these disabilities often factored into TANF clients’ non-compliance with program criteria, which resulted in fines and, in turn, a spike in dire need applications by those clients, who are now referred to and evaluated by DHRD’s Tribal Vocational Rehabilitation program.

Giving a Hand-Up Instead of a Hand-Out

Equally important, achieving self-sufficiency meant redefining what *helping* their people looked like – and the values that help imparted. Instilling a “work first” philosophy across its programs²⁹, DHRD strives to get CSKT members working while simultaneously providing them financial assistance and supporting them as they attempt to address the underlying problems that kept them out of the workforce to begin with. When CSKT members come to DHRD requesting TANF assistance, they must work a minimum of 32 hours on CSKT’s behalf in order to obtain it.³⁰

Seeding this fundamental shift entailed reframing the expectations prevalent among CSKT members about the programs and services that CSKT’s government provided. Characterizing the state of affairs that DHRD was working to uproot upon its establishment, Acevedo shared a conversation typical of those that DHRD caseworkers had with their clients:

“When the program started, people would come in and ask, ‘How do I get tires?’
‘Well, we need to get you a job.’
‘Then how do I get tires?’
‘Then we need to talk about financial literacy.’
‘You’re not gonna just buy me tires?’
We’re trying to move them from dependency and asking a social worker for things to figuring out how to get it themselves.”³¹

Today, when clients arrive expecting their problems to be solved for them, DHRD caseworkers are careful to provide only guidance, putting the responsibility for problem solving back on the

clients. This strategy reflects DHRD's firm commitment to have its clients determine their particular paths to professional success and hold them accountable to travel on those paths. Toward this end, DHRD puts its clients in the driver's seat as they customize employment plans that integrate what they learned about themselves from completing the aptitude test and ability explorer during DHRD's intake process.

"The clients themselves are the driver of what kind of services they get."

– Gary Acevedo, DHRD Caseworker, CSKT

Once clients finalize their plans, DHRD provides them with short-term, subsidized Work Experience placements along with an array of ongoing support services and a motivating push from its caseworkers. Work Experience placements flow from contracts between DHRD and local businesses, which agree to hire workers for three to six months if CSKT pays those worker's salaries. DHRD has dedicated a full-time employee to conduct outreach to foster these partnerships, and most of the funds for salaries come from federal grants. The jobs used to pay the federal minimum wage rate of \$7.25 per hour, but in the interest of providing a livable income and promoting self-sufficiency, CSKT opted for a higher, graduated rate of pay based on clients' acquisition of a driver's license and high school diploma, and completion of DHRD's Job Mentoring Program. In December 2014, the Tribes also raised the wage that DHRD pays to its Passage Fatherhood program participants to \$10.48 per hour.³² Meanwhile, for aspiring CSKT member entrepreneurs, DHRD refers them to CSKT's Economic Development Department and the Tribes' S&K Holdings, who provide free mentoring and help them write their business plans. CSKT also offers scholarships of \$7,000 to help get member-owned businesses launched and will sometimes offer to place DHRD clients as short-term, subsidized employees with a promising new enterprise.

To help their clients gain a foothold in their new jobs, DHRD strategically pools and allocates its available funds to neutralize the seemingly ordinary impediments that hinder their clients' ability to get and keep working. For example, in order to make it to work, sometimes tires need to be repaired and reinstatement fees for suspended driver's licenses paid – costs that DHRD will cover for those who have made a commitment to working. In addition, DHRD regularly provides clothing suitable for interviews for those seeking employment, and steel toe boots and hammers for those who have obtained Work Experience placements in the construction field.³³

Two key principles frame and drive clients' development and implementation of their personal plans. First, DHRD engages each new client expecting to adapt its program and services to that individual, rather than have that individual adapt to some uniform, rigid set of programmatic requirements and limitations. As Acevedo put it, "We're pretty flexible. We don't put them in a box."³⁴ According to DHRD caseworker Shaunda Albert, "I ask the clients what their values are, what their hobbies are, and what they like to do, but the clients ultimately have their choice of what they want to do."³⁵

The second principle is self-directed learning, which the Tribes view as critical to fostering independent thinking, perseverance in the face of obstacles, and personal self-sufficiency. For example, one CSKT member, who happened to be a quadriplegic, wished to become a truck driver, determined not to let his disability get in the way of his professional passion. “Let’s go step by step – driver’s test, training.” Albert recalls telling him. “I let clients go through the process until they can’t do it anymore rather than us telling them they can’t. Learning your own capabilities is important.”³⁶

Cultivating such perseverance requires patience and persistence on DHRD’s part. First job placements often fail, as new hires are consistently late to work or cease to show up altogether. “It’s hard to teach people that when the car breaks down, you still go to work. When your child is sick, you still go to work,” says Acevedo. “But the goal isn’t necessarily to place people in a job that lasts; it’s to teach them *how* to work.”³⁷ In that vein, DHRD deploys several accountability measures to ensure that its clients fulfill their obligations to themselves, their families, and the investment that CSKT is making in them. For example, at the outset of its process, the Department has its clients take the lead in finding work. According to DHRD caseworker Clarence Gingas, once his clients determine the right kind of occupation for them, he sends them out to a potential employer to pick up a job description and to introduce themselves. “I could just hand them the job description myself, but instead, I’m giving the work back to them,” he says. “That’s the first step.”³⁸ Meanwhile, DHRD’s Work Experience clients are required to engage in job shadowing before they start their jobs so that they know exactly what to expect. And when those clients secure employment but then don’t last in their new positions, DHRD case workers push them to immediately try another job.³⁹

“We don’t say ‘no.’ They learn their capabilities while they try those jobs. Failing can be good teacher.”

– Arlene Templer, DHRD Director, CSKT

Also consciously embedded in the mission of the CSKT government generally and DHRD specifically is the fostering of a sense of civic obligation and accountability among CSKT members to their fellow members and the Flathead community as a whole. DHRD has designed its work experience programs to build the skills of its clients while at the same time providing targeted assistance to other CSKT members. For example, those DHRD clients who are being trained for construction jobs have come to be known as the “elderly work crew.” Taught by a local general contractor how to build buildings, they then apply what they are learning by fixing the homes of elderly CSKT members for free.⁴⁰

A System to Seed Self-Sufficiency: Four Key Components

The two dozen or so programs that DHRD oversees each perform a distinct, complementary function that contributes to the success of CSKT’s integrated workforce development approach.

Four in particular merit further exploration, as they perhaps best illustrate how CSKT has crafted that approach in particular ways in order to accomplish its long-term goals.

Component #1: Tribal TANF

Soon after CSKT took over TANF from the State of Montana more than 15 years ago, DHRD restructured the program to add a work requirement for CSKT members requesting assistance from the Tribes. This strategy has enabled TANF clients to preserve their program eligibility for significantly longer periods of time because they are generating enough income to refrain from requesting TANF assistance on an ongoing basis. According to Natalie Kenmille, TANF Division Manager, often DHRD is able to help TANF clients find work even before they receive the benefits they have requested.⁴¹

To prepare its clients to succeed in their Work Experience placements, the Department channels them through the mandatory Job Mentoring Program, which runs 40 hours a week for four weeks. Structured as an employment boot camp, the program requires attendees to arrive at 8:00 a.m. sharp and remain until 4:30 p.m., with a short, 30-minute break for lunch. The intensive program, designed to mimic the rigors of an actual workplace, teaches attendees soft skills like how to dress appropriately for the workplace, positive work habits, the importance of punctuality, and useful strategies that they can employ in order to prosper in professional environments that most are not familiar with. As Templer explains, “You learn to figure out your transportation, you learn to figure out what happens when the day care lady says, ‘I can’t babysit today.’ You learn when your vehicle breaks down what to do. So you go through all those mini crises that people do when they’re going to employment.”⁴² Once clients have completed the program, they are slotted into Work Experience placements with programs and departments across the CSKT government, CSKT-owned businesses, and outside employers.

DHRD also instituted mandatory drug testing of its TANF clients to determine whether and how drug use and addiction was impairing their ability to secure employment. According to Templer, “If you fail it, it’s put in your IFP, your individual family plan, and you work on it. You go get an assessment and you follow the assessment requirements.”⁴³ While a clean test is not a requirement for program eligibility, the testing provides DHRD with the ability to connect those clients who do test positive with drug counseling and other services to help them get and stay clean, which is critical not only to their professional success, but also to bringing stability to their personal lives and those of their family members.⁴⁴ DHRD has deployed other mechanisms to create that stability, including working with its TANF clients to obtain a driver’s license if they don’t already have one, and requiring that their children attend school.⁴⁵

Component #2: Tribal Vocational Rehabilitation

Vocational Rehabilitation is a federally funded program that is administered by nearly 100 Indian tribes and Alaska Native organizations across the United States. Since the early 1990s, CSKT has operated its Tribal Vocational Rehabilitation (TVR) program, which serves CSKT members residing on the Flathead reservation who have disabilities ranging from spinal cord injuries to deafness to

learning disabilities.⁴⁶ TVR provides a comprehensive set of “culturally appropriate” wrap-around services for program clients, including vocational counseling and guidance to assist them with identifying employment goals, special equipment and technology to help clients hold a job (tools or work clothing, for example), fuel vouchers and/or transportation in order to reach training and job sites, and “development to help you get that important job.”⁴⁷ In exchange for these services, TVR mandates clients’ compliance with all doctor and counselor treatment recommendations, and expects them to “participate fully, be flexible, and willing to try new things.”⁴⁸

Since its inception, TVR has served more than 1,000 members, and has helped more than 250 members secure permanent employment.⁴⁹ Among them are CSKT members who now work with the Tribes’ Department of Information Technology, DHRD’s Accounting Department, and CSKT’s maintenance crew. The program also has assisted clients with completing cosmetology courses and obtaining Bachelor’s and Master’s degrees.⁵⁰ Committed to going the extra mile to support their TVR clients’ often-long road to achieving self-sufficiency, DHRD has put its own twists on how TVR is typically run by other tribes. For example, Certified Rehabilitation Counselors (CRCs)/licensed therapists provide small measures of software-based cognitive emergent therapy, motivational enhancement therapy, and chemical dependency counseling along with TVR’s career planning and job placement services, as many of their clients face substantial and often complex forms of adversity above and beyond what DHRD’s other clients face. In addition, to ensure placements for TVR clients, DHRD offers additional incentives to local businesses beyond just paying workers’ salaries, including tax breaks and other subsidies. According to Shaunda Albert, TVR Division Manager, “We do a lot to educate employers about the disability, and we offer incentives for the employer to accommodate this person.”⁵¹

Component #3: Passages Fatherhood Program

In 2006, CSKT became the first tribe in the country to receive a Responsible Fatherhood grant from the U.S. Department of Health & Human Services (HHS). Called “Passages,” the Tribes’ Fatherhood Program serves both CSKT members and members of other federally recognized tribes who reside on the Flathead reservation. Although “Fatherhood” is in the program’s title, DHRD tweaked the structure of the program to also allow women and expectant parents to participate.⁵² Designed to “help fathers and mothers get on their feet” and “provide and care for their young ones,”⁵³ Passages combines subsidized Work Experience placements with a suite of services designed to foster responsible child rearing, healthy personal relationships, and the effective running of a household.

When applicants are approved for the program, they are simultaneously placed in jobs and enrolled in a series of trainings and seminars designed to help them become better parents, partners, role models, employees, and members. They are taught hard skills such as how to write a check, balance a checking account, budget their money in order to pay child support, and fix a broken toilet, a hole in the wall, and a flat tire. They also learn the soft skills they will need to succeed in their new jobs. Meanwhile, Passages forged a partnership with Lake County Job Service to provide Passages clients training on subjects such as interview skills, writing

resumes, and dressing professionally. Local employers especially appreciate the partnership's customer service training.⁵⁴

Intent on discouraging job hopping and nurturing a commitment to *sustained* employment, Passages requires its clients to work a minimum of 160 hours in their current work experience placements before they are allowed to quit and move on to another. "We are not a day labor pool. We cannot provide one- or two-day jobs for someone," explains Acevedo, who serves as Fatherhood Program Coordinator. "The reason for this is to develop a work ethic and experience with a client."⁵⁵ To promote sustained employment, Passages case managers provide close, ongoing mentorship and guidance to their clients for one year.⁵⁶

Passages places its Work Experience clients with DHRD's Security Department and CSKT's Tribal Lands Department and its fencing and construction crews. It also supplies DHRD Transit drivers and staffs positions with local private employers, including two restaurants in the town of Ronan. In addition, it finds work for reentry clients returning to the Flathead community from the prison system.⁵⁷ If clients of the Fatherhood Program run into problems with their new employers, Passages requests that those employers not fire the clients, but instead work with them to take ownership in improving their job performance over time.

At the end of 2015, DHRD was forced to discontinue the Passages program after learning that it was not chosen to receive another Responsible Fatherhood grant from HHS. DHRD is deploying the effective strategies that it developed through Passages across all of its activities, and plans to revive the program once it is able to secure additional funding.

Component #4: DHRD Transit

DHRD's burgeoning success in preparing CSKT members to work and finding them work only exacerbated a longstanding challenge for those seeking employment at Flathead: transportation. In response, DHRD tackled the challenge head-on. Soon after taking over the TANF program from the State, it used some of its TANF dollars to purchase two vans to transport its clients to and from their work placements. Seeing the positive impact this was having on their clients' ability to stay employed, DHRD set out to build a transit system capable of supporting the Tribes' extensive transportation needs – and cobble together the funding from federal and state transit grants in order to pay for it.

Fueled by its creative funding approach, DHRD Transit has grown by leaps and bounds over the past several years. Between 2007 and 2014, the revenue miles that it logs annually jumped from 336,056 to 578,956 and its annual ridership more than quadrupled from 11,250 to 46,875.⁵⁸ Today, DHRD's transportation system features 22 vans and buses that serve the entire reservation, and it is the only local transportation service that provides complete wheelchair lift access.⁵⁹ From 6 a.m. to 6 p.m. on weekdays, rides are offered by appointment to local CSKT members and non-members who have a defined set of transportation needs: work, medical visits, education, probation appointments, etc.⁶⁰ Tribal elders also can use DHRD Transit for "shopping days" and to travel to CSKT's Senior Center for nutritional meals.



Corky Sias, DHRD Transit Division Manager, outside the DHRD Transit Office (Photo: Eliot Glenn)

DHRD Transit coordinates with other CSKT departments and programs to provide rides to their clients; in turn, those departments and programs obligate dollars in their annual budgets to DHRD Transit to help it meet the tribal matching requirements of the state grants upon which it relies. When one of these tribal agencies arranges for a ride for a client, it reimburses DHRD Transit. DHRD Transit has similar arrangements with non-tribal agencies, including local health care providers and county agencies.⁶¹ “Unattached” riders whose rides are not already being subsidized by an agency pay \$2 per one-way ride, although DHRD caseworkers can arrange free rides for those in dire straits.

In 2013, DHRD Transit built on its track record of success by taking over operation of the Greyhound bus line that runs from Missoula to Whitefish through the Flathead reservation. Greyhound had discontinued the route because it was unprofitable, but DHRD offered to take its reins, and now operates the “Greyhound Connect “Flathead Transit Route” seven days a week, preserving a vital transportation option for CSKT members and other local residents.⁶²

Maintaining its fleet of vehicles poses a considerable expense, but DHRD Transit keeps the cost low by using its own auto repair shop. According to Corky Sias, DHRD Transit Division Manager, “Shops charge between \$80-100 to get oil changed. It costs us \$40 to do it ourselves.”⁶³

Between its mechanics and drivers, DHRD Transit employs nearly two dozen people. These jobs are particularly coveted because of their upward mobility. Their hours can be long, but they

provide those who hold them with opportunities to develop and apply marketable skills. Accommodating elderly passengers and the disabled or driving the Flathead Transit Route busses, for example, require certifications that can make one a desirable candidate for more lucrative jobs in the private sector down the road. Experience gained at the auto mechanic shop can lead to good jobs as well. As Sias explains, these jobs provide an important additional benefit: “You have people who need a hand-up helping other people who need a hand-up by giving them a ride.”⁶⁴

Providing Proving Grounds, Generating Revenue

DHRD’s path to success has been strewn with daunting obstacles – obstacles that have required incredible innovation to overcome. Chief among them has been generating adequate funding and creating viable job opportunities for *all* of its clients. For example, building CSKT’s transportation system placed a huge burden on DHRD to gather the dollars it needed to subsidize its growing operation. The state grants have helped, but they require CSKT to provide matching dollars, which has proven increasingly difficult given the Tribes’ limited budget and considerable other needs. Eager to preserve and expand something it could see was working, DHRD approached the CSKT Tribal Council in 2007 with an ingenious proposal: to help it generate the revenue it needed to operate DHRD Transit and provide matching dollars to the state transit grants it was receiving, DHRD would become owner and operator of a gas station that would be located next door to the Department’s offices. The Council approved the plan, green lighting DHRD to facilitate a land swap with a local landowner to gain ownership of the desired location.⁶⁵ The Department then obtained



Quicksilver Gas Attendant Val Plant pumps gas for a customer in July 2009. (Photo: Lailani Upham. Courtesy of Char-Koosta News)

two federal earmarks, one to purchase the Transportation Hub that now features the Quicksilver Express gas station and convenience store, and the other to add mechanical bays that now house DHRD Transit's auto repair shop.⁶⁶

In addition to cycling the profits back into DHRD Transit, owning and operating the gas station also has enabled DHRD to begin solving the challenge of finding work for the "unemployable class" on the reservation. DHRD had long experienced difficulty finding employers willing to hire CSKT members with poor work histories or checkered pasts, such as individuals with felony convictions. With the gas station, it is now able to provide these members Work Experience placements where none previously existed. When DHRD is unable to find such clients work elsewhere, it provides them starter jobs working as gas attendants, cashiers at Quicksilver's convenience store, and laundry attendants at the Transportation Hub's laundromat.

It also is giving those who otherwise might remain perpetually unemployed a rare opportunity to prove themselves – to themselves, their families, and others in the community. Many are taking advantage, building critical job skills and a track record of professionalism and punctuality. DHRD experiences constant turnover among Quicksilver's staff – all of whom are DHRD clients – as they are hired away by other employers impressed by their job performance. According to Templer, "We can hardly hold down our gas attendants anymore, because people coming in develop that relationship with them and see that, 'Hey, these are really good guys. These are good people,' and they're hiring from us constantly. That's a good thing."⁶⁷

Recognizing Quicksilver's value as a proving ground for those that no one else would hire, in 2004 DHRD established Sylvia's Store, a Salvation Army-type store where CSKT members in financial straits who get a referral from DHRD case managers can obtain food, personal items, household items, and other necessities free of charge.⁶⁸ The store, named after a DHRD employee, is staffed by DHRD Work Experience clients and its operation supported by dollars from several DHRD programs, notably TANF and TVR. Tribal businesses, non-profit organizations, local farmers, CKST Tribal Fish & Game, and generous community members donate goods for needy families, who can drop in for boxes of food and other items, such as furniture, dishes, coffee makers, sheets, towels, and toasters. Before school starts, their children receive new backpacks full of school supplies from Sylvia's Store. And when a newborn baby arrives, Sylvia's Store provides its parents a special box containing lotion, clothing, formula, toys, and blankets. In 2011, DHRD expanded Sylvia's Store, doubling its size to provide more space for store inventory and community projects.⁶⁹

Eager to provide additional employment opportunities to its clients and more local services to CSKT members, in 2015 DHRD finalized plans to add an upscale coffee shop at its Quicksilver location as well as a bakery and deli at the new DHRD offices in the town of Ronan. These new ventures will be staffed by DHRD Work Experience clients. In addition, the deli will be used as a training site by a new butcher apprenticeship program for DHRD clients interested in that particular field.⁷⁰



DHRD Director Arlene Templer and Sylvia Aimsback, Manager of Sylvia's Store, display the contents of a box of gifts for a newborn baby. Behind them are blankets and sheets donated by CSKT's KwaTaqNuk Resort & Casino. (Photo: Eliot Glenn)

Factors Driving Success

In 1998, the year CSKT established DHRD, the Tribes' unemployment rate stood at 48 percent. Seventeen years later, it had dropped to 23 percent.⁷¹ CSKT representatives point to several reasons for this dramatic decline, notably the growth of Salish Kootenai College and the emergence of CSKT's diverse array of thriving tribally owned businesses. But equally vital has been the ingenuity of CSKT's comprehensive workforce development approach, which has greatly enhanced the Tribes' ability to prepare their members to prepare for and then succeed in a wide range of fields and careers. The growing success of this approach has hinged to a great degree on the following key factors.

1. Culture and Healing

When CSKT created DHRD in 1998, it did so with the premise that achieving its ultimate goal of individual, familial, and communal self-sufficiency required it to tackle the root causes of what was ailing so many of its people – cultural alienation and psychological trauma. As a result, DHRD's architects consciously integrated the Tribes' cultures into the Department's design, modeling its structure after the Medicine Wheel and placing the family at the center of that wheel. They also prioritized cultural immersion and literacy as well as personal wellness strategies across DHRD's programming, recognizing that a primary reason for their clients' struggles was because they did not have the strength and stability of their culture upon which to rely.

According to Albert, “When the tribal members were taken away and their families split up and their children sent to boarding homes, they lost their culture. And we’re finding that the culture can play a huge role in helping people heal and become self-sufficient.”⁷² Templer agrees, explaining, “We see a lack of culture as one of the things that’s causing the ills that we’re seeing. And that reconnection is important.”⁷³ Consequently, at every turn, DHRD offers its clients opportunities to reconnect with their Salish, Kootenai, and Pend d’Oreille cultures. For example, TVR’s intake form asks applicants, “Would you desire the assistance of a person involved with Native healing or Spirituality to be involved with your rehabilitation planning?”⁷⁴ According to Albert, most applicants respond “yes” to this question, and DHRD case workers then refer them to a tribal elder or cultural advisor for guidance, smudging, or a sweat ceremony.⁷⁵ Parents also are invited to attend the “Cultural Nights” hosted by the Passages program. The weekly event features traditional craft making, such as beading and leatherwork, and provides attendees the opportunity to converse with cultural experts, who help them address their personal challenges through the lens of their culture and its core values.

2. Institutional Know-How

CSKT’s workforce development approach is no overnight success story. To the contrary, its achievements are borne of nearly two decades of sustained, targeted action coupled with a proven ability to assess and refine its existing initiatives and establish new ones in order to more effectively advance the Tribes’ overarching workforce development goal – self-sufficiency. Key to this adaptability is the Tribes’ political culture, which places a premium on governmental stability. Unlike with some other tribes, elections at CSKT aren’t followed by mass dismissals of department heads and other administrators. This supportive environment enables key decision-makers to grow in their positions and develop a deep institutional memory and knowledge of how things were and are done. It also provides them the time and space to design and implement ambitious long-term plans to do those things better, insulated against the ebb and flow of the tribal politics of the day. CSKT’s prioritization of a professionally advanced, learned bureaucracy is readily evident in the long tenures of key senior staff. As an example, DHRD has had just two department heads in its 18-year existence.

Also integral to CSKT’s political culture – as exemplified by its workforce development approach – is the clear distinction it draws between the role of the Tribes’ elected officials and the role of its administrators. The Tribal Council leads the crafting of CSKT’s strategic priorities for workforce development, and then holds DHRD and other departments accountable to consistently make headway on those priorities. But CSKT’s elected leaders refrain from meddling in the daily activities of those departments as they work to advance CSKT’s workforce development mission. According to Council Member Carole Lankford, “We don’t interfere in the day-to-day operations. We’re here to set policy.”⁷⁶

Maintenance of these distinct roles is supported by the Council’s acknowledgment of – and deference to – the technical expertise of the departments’ senior staff and their intimate knowledge of the CSKT people. As Council Chairman Vernon Finley explains, “Having a manager that understands the needs of our people is critical.”⁷⁷

According to all involved, it also depends on mutual trust and understanding, which requires time and regular, systematic communication. “It’s critical to trust the managers,” Council Member Ron Trahan explains. “The programs have to have the council’s trust or they’re not going to go anywhere.”⁷⁸ To build that trust and understanding, soon after each tribal election, DHRD provides incoming Council members a comprehensive orientation detailing the Department’s dozens of programs and various activities. Returning Council members often attend as well. As the head of DHRD, Templer also frequently briefs the Council on recent program developments, DHRD’s existing grants, and its pursuit of new ones in order to carry out the Department’s charge.

3. Interdepartmental and Intra-Tribal Collaboration

The spirit of collaboration within DHRD and among its many component programs extends across the CSKT government – and beyond. Tribal departments make a concerted effort to stay abreast of what each other is doing, how they can help one another, and how they can pool their limited resources when and where it makes sense in order to maximize the impact of those resources to more effectively serve the CSKT people. Below are several of the many examples of how DHRD, its fellow tribal departments, and other tribal (and non-tribal) entities work together to advance their common goals:

- DHRD has a five-year MOU with Kicking Horse Job Corps, the local employment center run by the U.S. Department of Labor, whereby DHRD assists CSKT members with expedited enrollment in Kicking Horse’s programs, and coordinates with the Job Corps to provide job-readiness services to its enrollees.⁷⁹ Quicksilver’s laundromat also provides laundry services to Kicking Horse.⁸⁰
- DHRD established a secretarial pool staffed by its clients to provide temp support to CSKT departments and programs; the pool is now run by the Department’s Job Mentoring Program.⁸¹
- Salish Kootenai College provides instructors to DHRD Transit for its Commercial Driver’s License training and certification program.⁸²
- DHRD’s fencing crew fences lands and resources for other tribal departments, enabling those departments to complete jobs they do not have the staff to perform and then lease those lands and resources, generating additional revenue for the Tribes.⁸³
- As mentioned above, DHRD has arrangements with several tribal entities – including Salish Kootenai College, Tribal Health and Human Services, and the Salish and Kootenai Housing Authority – to provide rides to their students and clients in exchange for Transit program funding support.⁸⁴
- Once it moves to its new location, DHRD will rent office space for a branch location to Eagle Bank, CSKT’s tribally owned bank.

4. Full Employment: A Strategic Consideration

When the CSKT Tribal Council created DHRD in 1998, it also set a new long-term goal for the Tribes to achieve – *all* jobs in CSKT government should be held by CSKT members. This

commitment to reaching “full employment” endures as a national priority today. The Council relies on it as a key criterion in its decision-making, ensuring that as it resolves the issues of the day and takes strategic action that it does so in a way that moves the Tribes closer to that goal. Meanwhile, DHRD is working in tandem with Salish Kootenai College, the Education Department, and other departments to gear their programs and initiatives to hit the full employment target, using the current percentage of CSKT members among all tribal government employees as a gauge of their progress.

Its pervasiveness as a strategic tribal imperative is perhaps most evident in the Tribal Council chambers. Opposite the semicircle of elevated council member seats stand life-sized cardboard cutouts of CSKT members who have sought education and returned to work for the tribe. Each “stand-up” proudly wears the regalia associated with his or her occupation: a construction engineer wears a hard hat, a fisheries biologist carries a net, and a policeman wears his uniform and badge. Thus, during every session, Council members see a reminder of their task: education, development, empowerment (see photo on page 1).

To achieve this ambitious goal, CSKT also adopted a personnel hiring policy featuring tribal preference as many other tribes have done, but the Tribes have taken it some important steps further, tracking and matching its degree-seeking members with available tribal job opportunities and supporting the ongoing training and education for its existing employees to help them advance through the professional ranks. According to Teresa Wall-McDonald, Director of CSKT’s Tribal Lands Department and former DHRD Director, “Our tribal education department tracks individuals, it knows what degrees they’re obtaining. We’re constantly looking and comparing that with the positions that we’re recruiting for. There’s a conscious effort to have Salish Kootenai people in positions serving the tribal government, serving Salish Kootenai people.”⁸⁵

This multifaceted approach to reaching full employment is paying off. As of 2015, 87 percent of those employed by CSKT were enrolled members.⁸⁶

Growing Its Success

As CSKT representatives readily admit, significant obstacles still stand in the Tribes’ way as they works to achieve their long-term, human capacity building priorities. For example, many tribal members still do not have access to the reliable childcare they need in order to hold down a job. Viable healthcare alternatives remain scarce for some job seekers who are providing in-home care for family members. Meanwhile, the practice of depending on the CSKT government for all of your needs and wants is proving a hard habit for some at Flathead to break.

However, armed with a capable and proven workforce development system honed by nearly two decades of trial and error, ingenuity, and outside-the-box solutions, CSKT is well positioned to build on their emerging successes in order to achieve their strategic goals of full employment and individual, familial, and communal self-sufficiency. DHRD continues to refine

and expand its programs and services to more effectively serve the CSKT people and more nimbly capitalize on new opportunities. For example, in 2013, the Department added another tool for supporting individual and family self-sufficiency to its arsenal, launching the Tribal Child Support Enforcement Program, which enforces the right of CSKT youth to financial and medical support from both parents in order to raise their standard of living.⁸⁷ Meanwhile, in September 2015, CSKT officially assumed ownership and operation of Salish-Kootenai Dam (formerly Kerr Dam), and plans are already under way to create “meaningful” employment opportunities through this new venture and train its members to seize those opportunities.⁸⁸ As Council Member Shelley Fyant explains, “What I envision for my people is wellness. Not just physical wellness, but economic wellness for us as a nation. DHRD is one of the vehicles we are using to get there.”⁸⁹

Endnotes

¹Templer, “Confederated Salish and Kootenai Tribes,” June 29, 2015. Unless otherwise noted, NCAI conducted all interviews referenced below during its formal site visit to the Confederated Salish & Kootenai Tribes (CSKT) on March 26-27, 2015. CSKT’s inclusion in NCAI’s workforce development project was contingent upon the formal approval of the Tribes’ leadership. In addition, this “Innovation Spotlight” case study was reviewed and formally approved by CSKT prior to publication.

²Confederated Salish & Kootenai Tribes official website (<http://www.cskt.org/>, accessed September 28, 2015).

³Ibid.

⁴Cornell and Kalt 2007, pp. 4-5. The terms “CSKT” and “Tribes” are used interchangeably throughout this case to refer to the Confederated Salish and Kootenai Tribes.

⁵Ibid, p. 5.

⁶Templer, Interview with NNI, March 28, 2013.

⁷According to reservation unemployment data provided by CSKT DHRD to NCAI, March 14, 2016.

⁸Acevedo, Interview with NCAI, March 26, 2015.

⁹State of Montana Governor’s Office of Indian Affairs 2013, p. 2.

¹⁰Templer, Interview with NNI, March 28, 2013.

¹¹The Tribes describe themselves as “A People of Vision” on the CSKT website (<http://www.cskt.org/>, accessed September 28, 2015).

¹²Ibid. NEW, for example, is a small grant program (\$60,000 per year) that is used for works supports, driver’s licenses, work clothes, and some Work Experience placements (CSKT DHRD, DHRD Brochure, 2016).

¹³Templer, Conversation with NCAI, February 18, 2016.

¹⁴Templer, “Engaging the Nation’s Citizens and Effecting Change,” November 7, 2013.

¹⁵Templer, Interview with NCAI, March 26, 2015.

¹⁶TANF MOU, December 21, 1998. The MOU reads in part, “All efforts to maintain the current high level of cooperation and communication between the State and CSKT shall be made” (p. 3). CSKT officially began providing TANF services to CSKT members on February 1, 1999 (<http://dphhs.mt.gov/Portals/85/hcsd/documents/tanfmanual/103-7.pdf>, accessed March 14, 2016).

¹⁷Hiraldo and Record, 2013.

¹⁸According to CSKT’s Tribal TANF application filing, “Tribal TANF benefits received under the CSKT Tribal TANF Plan are countable towards the TANF 60-month time limit as the Flathead Reservation does not qualify for the federal exclusion based on having less than 50% unemployment rate” (<http://dphhs.mt.gov/Portals/85/hcsd/documents/tanfmanual/103-7.pdf>, accessed March 14, 2016).

¹⁹According to Templer, because of this approach, “We have people now 17 years later just now hitting their five-year limits...That is because we try to get people to work. We work very hard at getting people out in work experience” (“Confederated Salish and Kootenai Tribes,” June 29, 2015).

²⁰Templer, “Engaging the Nation’s Citizens and Effecting Change,” November 7, 2013.

²¹Ibid.

²²Templer, Interview with NNI, March 28, 2013.

- ²³ Acevedo, Interview with NCAI, March 26, 2015.
- ²⁴ Templer, Interview with NNI, March 28, 2013.
- ²⁵ CSKT Annual Report 2011, p. 12.
- ²⁶ Ibid.
- ²⁷ Templer, Interview with NNI, March 28, 2013.
- ²⁸ Ibid.
- ²⁹ Ibid.
- ³⁰ Ibid.
- ³¹ Acevedo, Interview with NCAI, March 26, 2015.
- ³² CSKT Tribal Council, Resolution No. 15-40, November 18, 2014.
- ³³ Hiraldo and Record, 2013.
- ³⁴ Acevedo, Interview with NCAI, March 26, 2015.
- ³⁵ Albert, Interview with NCAI, March 26, 2015.
- ³⁶ Ibid.
- ³⁷ Acevedo, Interview with NCAI, March 26, 2015.
- ³⁸ Gingas, Interview with NCAI, March 26, 2015.
- ³⁹ Glenn, "Department of Human Resource Development," April 19, 2015.
- ⁴⁰ Templer, "Confederated Salish and Kootenai Tribes," June 29, 2015.
- ⁴¹ Kenmille, Interview with NCAI, March 26, 2015.
- ⁴² Templer, "Confederated Salish and Kootenai Tribes," June 29, 2015.
- ⁴³ Templer, "Engaging the Nation's Citizens and Effecting Change," November 7, 2013.
- ⁴⁴ Templer, "Confederated Salish and Kootenai Tribes," June 29, 2015.
- ⁴⁵ According to Templer, "Educating their children will break the cycle of welfare for the next generation" (Conversation with NCAI, February 18, 2016).
- ⁴⁶ CSKT website (<http://www.csktdhrd.org/employment-services/vocational-rehabilitation>), accessed December 16, 2015).
- ⁴⁷ For a complete list, see <http://www.csktdhrd.org/employment-services/vocational-rehabilitation> (accessed December 16, 2015).
- ⁴⁸ Ibid.
- ⁴⁹ According to figures provided by CSKT DHRD to NCAI, March 14, 2016.
- ⁵⁰ CSKT Annual Report 2014-2015, p. 13.
- ⁵¹ Albert, Interview with NCAI, March 26, 2015.
- ⁵² At the time of publication, according to DHRD, 49 percent of the program's clients were women.
- ⁵³ Upham, 2013.
- ⁵⁴ Upham, 2015.
- ⁵⁵ Upham, 2013.
- ⁵⁶ Ibid.
- ⁵⁷ CSKT Annual Report 2013-2014, p. 15.
- ⁵⁸ Sias, "Confederated Salish and Kootenai Tribes DHRD Transportation," March 2015.
- ⁵⁹ *Char-Koosta News*, March 25, 2010.
- ⁶⁰ DHRD Transit provides rides to "everyone regardless of race, income, or disability" (Ibid).
- ⁶¹ Indian Health Service reimburses DHRD Transit per rider, while TANF and TVR provide DHRD Transit annual lump sum payments based on the previous year's rider loads. Local hospitals as well as the Lake County Council on Aging also provide annual lump sum payments to help DHRD Transit offset its operating costs.
- ⁶² Fehrs, 2014.
- ⁶³ Sias, Interview with NCAI, March 26, 2015.
- ⁶⁴ Ibid.
- ⁶⁵ CSKT Tribal Council, Resolution No. 07-282, July 26, 2007.
- ⁶⁶ Templer, "Engaging the Nation's Citizens and Effecting Change," November 7, 2013.
- ⁶⁷ Templer, "Confederated Salish and Kootenai Tribes," June 29, 2015.
- ⁶⁸ Upham, 2012
- ⁶⁹ CSKT Annual Report 2011, p. 12
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- ⁷² Albert, Interview with NCAI, March 26, 2015.
- ⁷³ Templer, Interview with NCAI, March 26, 2015.
- ⁷⁴ CSKT Vocational Rehabilitation Program, Intake Application, p. 2.
- ⁷⁵ Albert, Interview with NCAI, March 26, 2015.
- ⁷⁶ Lankford, Interview with NCAI, March 26, 2015.
- ⁷⁷ Finley, Interview with NCAI, March 26, 2015.
- ⁷⁸ Trahan, Interview with NCAI, March 26, 2015.
- ⁷⁹ Kicking Horse Job Corps Center, MOU, 2011, pp. 1-2.
- ⁸⁰ CSKT Annual Report 2014-2015, p. 13.
- ⁸¹ Templer, Interview with NNI, March 28, 2013.
- ⁸² CSKT Annual Report 2014-2015, p. 13.
- ⁸³ Templer, Interview with NNI, March 28, 2013.
- ⁸⁴ Sias, Interview with NCAI, March 26, 2015.
- ⁸⁵ Wall-McDonald, Interview with NNI, March 28, 2013.
- ⁸⁶ Templer, "Confederated Salish and Kootenai Tribes," June 29, 2015.
- ⁸⁷ CSKT DHRD, TCSEP Brochure, 2016. According to DHRD, the purpose of the program is "to locate parents, determine jurisdiction, calculate the amount of support due, determine to whom it is owed and to establish orders when necessary" (CSKT DHRD, DHRD Brochure, 2016).
- ⁸⁸ Lipscomb, 2015.
- ⁸⁹ Fyant, Interview with NCAI, March 26, 2015.

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This Spotlight was developed by Ian Record (Director, NCAI Partnership for Tribal Governance) and Eliot Glenn (Student, "Native Americans in the 21st Century: Nation Building II" course, John F. Kennedy School of Government, Harvard University).

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