Organizational study of Tri-State Tribes, Inc., with recommendations

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The University of Montana

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AN ORGANIZATIONAL STUDY OF TRI-STATE TRIBES, INC.,
WITH RECOMMENDATIONS

By

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Presented in partial fulfillment of the requirements for the degree of
Master of Public Administration
UNIVERSITY OF MONTANA
1981

Approved by:

Chairman, Board of Examiners

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Date
# TABLE OF CONTENTS

LIST OF TABLES .................................................. iii

PREFACE .............................................................. iv

INTRODUCTION ....................................................... 1

Chapter

I. IDENTITY AND FUNCTION ........................................ 3

    Development of Tri-State Tribes ...................... 3
    The Board of Directors ................................ 5
    Training Priorities ...................................... 6
    Training and Technical Assistance, September  
        1979 to November 1980 .......................... 7
    Tri-State Tribes' Clients ............................... 12
    Summary ...................................................... 18

II. TRAINING PROVIDED, TRAINING NEEDED .................. 20

    Needs Assessments ...................................... 20
    Training Needs ........................................... 26
    Effects of Providing This Training .................. 30

III. A PROPOSAL .................................................. 33

    A Comprehensive Plan .................................. 33
    The Present Situation .................................. 34
    Effects of a Comprehensive Plan ..................... 36
    Implementation .......................................... 37
    Summary ...................................................... 50

CONCLUSION ....................................................... 52

APPENDIX .......................................................... 54

SELECTED BIBLIOGRAPHY ........................................ 70
LIST OF TABLES

1. Summary of On-site Visits ........................................... 9
2. Summary of Montana Indian Education Association Workshops ......12
3. Directors' Educational Levels .........................................14
5. March 1980 Needs Assessment .........................................24
6. December 1980 Questionnaire .........................................25
7. What Helped You Learn the Most? ..................................46
8. Years of School Completed by Indian Population 25 Years and Older in Montana by Urban/Rural Residence and Reservation ......61
10. Training Which Head Start Staff Will Provide ......................69
PREFACE

As Administrative Assistant for Tri-State Tribes, I began this study as an attempt to justify a funding request for a pre-determined program. I had never written a grant before, but wanted to try it, so solicited ideas from colleagues on various types of training that I might write a grant for. In a staff meeting we selected the broad concept of leadership development as the focus of this proposed training, prior to examining in detail what the actual training needs were. I then pursued appropriate funding sources, that is, organizations with such funding priorities as in-service education and training in general; and management, administration, and leadership development training for women and/or Native Americans in particular. We have considered submitting the proposal which I wrote to a number of funding sources, both public and private, but to date we have had time to submit it to only two, both in the Department of Education. The Fund for the Improvement of Postsecondary Education rejected our request based on the initial five-page summary which they require; the Women's Educational Equity Act has not yet let the results of their annual grant-letting process.

After we decided that the potential training would address leadership development, and in order to justifiably request these training dollars, I set out to determine exactly what training Tri-State Tribes was currently conducting and what our clients' training needs were, as assessed by themselves and by Tri-State Tribes staff. The grant-
writing process also necessitated investigating various training approaches, contents, and formats that would be appropriate for our clients, nearly all of whom are Native American women, and determining the long-range goal(s) of the proposed training. The results of these studies compose a portion of this paper.

Although this sequence of events, that is, determining what the training would address and then assessing the needs, did not seem unnatural at the time, I realize now that a training focus which honestly reflects the trainees' needs cannot be determined prior to conducting a thorough study of those needs. In looking back, I can see clearly now that the primary reason for writing the training grant was to attempt to secure more dollars for Tri-State Tribes. We did not investigate how we might provide the most applicable and relevant training and/or support for the least dollars. In performing the groundwork for the proposal, it became apparent that the immediate objective of securing more funds for Tri-State Tribes and the overall institutional goal of providing training and technical assistance for Head Start programs did not necessarily converge. I began to see that rather than leadership development, this problem of goal displacement was what needed the attention of Tri-State Tribes' staff.

To date I have been unable to share this observation with the other staff members. This is a delicate topic because much of the behavior at Tri-State Tribes reflects this training versus money goal displacement, but this is a problem which existed before I ever came to Tri-State Tribes and very probably before any of the current staff were employed at Tri-State Tribes. Being at the bottom of the organizational
chart, I decided not to openly address this goal displacement problem which I observed, as I certainly would have had to point fingers at my colleagues, no matter how subtly. Rather, I decided to work through in my own mind, and through research, some ways in which Tri-State Tribes could more strongly emphasize and address the organizational goal of providing training and technical assistance to the Head Start programs. After experiencing the reflective and deliberative process portrayed in this paper, I now find myself better equipped to offer viable suggestions to other staff at Tri-State Tribes regarding specific training and the establishment of a long-range training plan and effort, and to reinforce their suggestions and ideas. This thought and research process has therefore proven helpful to Tri-State Tribes' training and technical assistance efforts though I chose not to openly confront the goal displacement problem which I observed.
INTRODUCTION

This study traces the development of Tri-State Tribes, Inc., discusses and analyzes the training which it currently provides, and recommends contents and methods for future training. Following the three chapters which compose the body of this paper, the author provides the reader with a brief summary of the study and a conclusion discussing action the author has taken, and has not taken, as a result of this study. The reader will find copies of all supporting documents in the Appendix. The author has placed maps, lists, and evaluation and needs assessment forms in the Appendix in the order in which they are referenced in the text of this paper.

The first chapter of this study is primarily historical. It relays information concerning the establishment of the Offices of Indian Child Services, of which Tri-State Tribes is one, and of Tri-State Tribes itself. This portion also discusses the role of the Board of Directors. The Indian-Migrant Programs Division (IMPD) of the Department of Health and Human Services (HHS) mandates Tri-State Tribes to provide training and technical assistance to its clients, but these services must fit the priorities that IMPD has established. This chapter reveals and discusses those priorities and summarizes the actual training and technical assistance which Tri-State Tribes provided from September 1979 to November 1980. Finally, this chapter supplies the reader with a profile of Tri-State Tribes' clients and, within that context, a discussion of the role that Head Start
philosophy, rules and regulations, and performance standards play in the staffing patterns and training requirements at Indian Reservation Head Start programs in Montana, Wyoming, and Idaho.

Chapter Two presents the results of three needs assessments which Tri-State Tribes staff devised and mailed to clients at various times during 1980. The author then draws general conclusions from these needs assessments regarding the training needs that Tri-State Tribes should address in the near future. Although the author acknowledges that these needs assessments are not all-conclusive, they at least provide a point from which Tri-State Tribes can begin to address some of the most obvious needs which program directors and personnel are expressing. A discussion of some possible results and effects of the training which the author proposes here concludes this chapter.

The proposal of a plan for designing and conducting future Tri-State Tribes provided training comprises the third chapter. This portion of the paper briefly discusses various training programs which could serve as models for a Tri-State Tribes plan and some of the effects both of the absence of a comprehensive plan at Tri-State Tribes and the adoption of such a plan. This chapter's presentation and consideration of means of, and factors involved in, implementing the plan and possible training resources provides the guide for executing the training plan.
CHAPTER ONE

IDENTITY AND FUNCTION

Tri-State Tribes, Inc., Office of Indian Child Services is a private, non-profit training and technical assistance office which IMPD/HHS mandates to serve eleven Indian Reservation Head Start programs in Montana, Wyoming, and Idaho. Excluding a $47,500 special opportunity grant awarded for the specific purpose of establishing a resource library, IMPD funded Tri-State Tribes $188,400 for the program year 1 December 1979 to 30 November 1980 and designated $30,000 of this amount as "PA 26" funding, which Tri-State Tribes can spend only for handicap training and technical assistance. IMPD/HHS has awarded this grant annually to Tri-State Tribes since 1972, when IMPD first selected it as the grantee for what was known until 1969 as Indian Community Action Project (ICAP) monies.

Development of Tri-State Tribes

The Office of Economic Opportunity (OEO) originally funded ICAP's and Head Start projects through grants in 1965. A reorganization of OEO in 1969 resulted in moving the ICAP programs and the Head Start projects to the Department of Health, Education, and Welfare (HEW)—now HHS—where they remain today. In the 1960's various universities administered the ICAP grants usually through a social services or Native American studies program. From 1969 to 1971 the University of Montana, Missoula, administered Montana, Wyoming, and Idaho ICAP monies. Following the
ICAP programs' move to HEW, HEW encouraged Indian organizations to apply for the monies and to administer the programs.

The University of Montana accepted this news well. Recent Tri-State Tribes audits have revealed numerous "questioned costs" (unjustified or inappropriate expenditures), but questioned costs were also common when the University of Montana administered this grant. Primarily for this reason the University of Montana did not object to IMPD/HEW attempts to locate an Indian organization grantee for the program. The University has not applied for the grant since 1970.

At this same time the Indian power base in the region was shifting from the western to the eastern tribes. The earlier strength and political dominance of the Idaho and western Montana tribes played a significant role in the tribes' and OEO's selection of Missoula as the original site for the training grant and offices. When the participating tribes learned that IMPD was seeking a new grantee for the program, the eastern Montana tribes joined forces and mobilized to incorporate Tri-State Tribes in 1971. Tri-State Tribes, Inc., applied for and received the Head Start training and technical assistance monies and an Administration for Native Americans (ANA) tribal training grant the following year. Tri-State Tribes lost the ANA grant to a Denver firm in 1973 and has since administered only Head Start training and technical assistance with no competition for that grant in this region.

Native American organizations now administer all nine of the Indian Head Start training and technical assistance grants. (See Appendix for list of grantees.) When the 1969 reorganization resulted in moving the ICAP grants to HEW, IMPD/HEW decided to abandon the terminology
"Indian Community Action Project" and requested the new grantees to concur on an organizational title. Two years later, in 1971, the new grantees adopted the name Office of Indian Child Services (OICS), e.g., Tri-State Tribes, Inc., Office of Indian Child Services.

Generally, Indian Head Start population and geographic factors determine OICS locations and the areas which they serve. The Appendix to this paper includes a map showing OICS locations and Indian Head Start enrollments in each state with an Indian Head Start program. OICS's serve all states with Indian Head Starts except Florida, New York, North Carolina, and Wisconsin. The Head Start programs in these states receive funds directly from IMPD/HHS for training and technical assistance.

The Board of Directors

Incorporated with a governing board of eleven members, Tri-State Tribes, Inc., is a federally tax-exempt organization. Tri-State Tribes applied for tax-exempt status in 1972 and the IRS granted this status in the same year under Section 501(C)(3) of the Internal Revenue Code. The Articles of Incorporation established a governing board composed of the eleven tribal chairmen of the reservations which Tri-State Tribes serves and gave these chairmen the authority to delegate this responsibility; all tribal chairmen have subsequently done so. The eleven directors of the Head Start programs which Tri-State Tribes serves currently compose the Tri-State Tribes Board of Directors. Officers include a chairperson currently from the Crow program, a vice-chairperson from Ft. Peck, and a secretary-treasurer from Rocky Boy.

Technically the Board must approve all personnel decisions, grant applications, organizational structure changes, deviations from the
written personnel policies and procedures, use of Tri-State Tribes' materials by programs which this OICS does not serve, etc. In reality the Executive Director, present as well as past, has much more influence over Tri-State Tribes than its Board of Directors has. Occasionally the Board makes a decision that is unpopular with Tri-State Tribes staff, but in order for the Board to act upon an item, someone must place that item on the agenda. If the Executive Director and/or the Chairperson do not choose to present an item to the Board, they will make the decision jointly or the Executive Director will make it singly. The fact that the Board meets only once every three or four months definitely contributes to its lack of real power over the organization Tri-State Tribes. Many situations develop on a daily or weekly basis which do require immediate decisions; one cannot wait a matter of months until the next Board meeting. On the other hand, there are items which the Executive Director and/or the Chairperson could introduce to the Board, but which one or both of them choose not to. The result is a Board of Directors which exercises little control over and input into the actual functionings of Tri-State Tribes.

Training Priorities

IMPD/HHS funds OICS's solely to provide training and technical assistance to Indian Reservation Head Start programs in all Head Start component areas; education, nutrition, health, social services, career development, and parent involvement; in administration/management, and in bicultural/bilingual curriculum development and implementation. Then in 1979 IMPD held OICS staffs to providing assistance only in administration/management, parent involvement, and bilingual/multicultural
training activities. IMPD maintained these training priorities through the 1980 program year and recently directed the OICS's to continue to address only these three areas with IMPD grant monies.

Static OICS grant budgets and growing training, travel, and most other costs which reduce the amount of goods and services that OICS's can purchase with the same dollar amount, have necessitated this prioritization of training areas. To determine the training priorities, IMPD sought input from the grantees through a questionnaire and reviewed the grantees' training requests. They also used results of program Self-Assessment Validation Instruments (SAVI), detailed assessments which the Head Start parents administer annually and submit to IMPD with the grant applications, and Program Information Reports (PIR), documents summarizing the programs' status which the directors complete and file annually with IMPD. Although IMPD dictates the training priorities, the OICS's have a great deal of freedom to tailor those priorities to each program's specific training and technical assistance needs. As all OICS's work with Native American programs, they may classify nearly all classroom training as multicultural, all training that deals with parents in any way as parent involvement, all training for directors or other administrative staff as administration/management.

Training and Technical Assistance; September 1979 to November 1980

Tri-State Tribes is a training and technical assistance office whose overall mission is the improvement of Head Start programs, that is, better enabling them to meet their goals and objectives and to comply with the Head Start rules and regulations and performance standards.
But what is the reality of the training? What training has Tri-State Tribes offered to its clients—Indian Reservation Head Start staff, parents, and volunteers—in a given time period?

In order to determine this the author has reviewed, studied, and summarized available documents describing and evaluating Tri-State Tribes provided training from September 1979 to November 1980. This paper uses this time period as a basis for study primarily because documentation of training held prior to September 1979 is extremely sparse. No participant training evaluations and very few consultant reports over a period from 1972 to 1979 are available at Tri-State Tribes offices.

On-site Training and Technical Assistance

Three forms of documentation provided information on on-site visits: Field Visit Reports, Requests for T/TA from OICS, and the agenda of a joint on-site session held at Saco, Montana, by and for three of the Head Start programs.¹ (The Appendix includes blank copies of the Report and Request forms.) Of the twelve reports, six requests, and one agenda on file, there is one duplication resulting in a total of eighteen on-site visits which the Executive Director of Tri-State Tribes made from September 1979 to November 1980. Although the Executive Director may have visited the programs more than eighteen times, documentation exists for only these visits.

As table 1 shows, of the eighteen on-site visits which Tri-State Tribes' Executive Director or the Head Start program director documented,

¹Two or more programs may choose to conduct a joint training session at a mutually agreed-upon location. When the programs rather than the OICS staff organize this training, this study classifies it as on-site, not cluster, training.
sixteen addressed some form of administrative training. Of those sixteen, thirteen addressed administrative training only, while three addressed another area of training in addition to administration. Nearly all of the on-site training requests and reports deal with administrative concerns, especially those concerns which are specific to Head Start; i.e., parent involvement, Head Start performance standards, training and technical assistance plans, and Head Start rules and regulations.

**TABLE 1**

**SUMMARY OF ON-SITE VISITS**

<table>
<thead>
<tr>
<th>Description</th>
<th>Count</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total number documented on-site visits</td>
<td>18</td>
</tr>
<tr>
<td>On-site visits addressing administration/management plus at least one other area of training</td>
<td>16</td>
</tr>
<tr>
<td>On-site visits addressing administration/management only</td>
<td>13</td>
</tr>
<tr>
<td>Particular administrative issues addressed:*</td>
<td></td>
</tr>
<tr>
<td>Administration as it pertains to parent involvement</td>
<td>11</td>
</tr>
<tr>
<td>Clarification and explanation of Head Start performance standards</td>
<td>7</td>
</tr>
<tr>
<td>Preparation and revision of training and technical assistance plans</td>
<td>6</td>
</tr>
<tr>
<td>General administrative training for directors and staff</td>
<td>6</td>
</tr>
<tr>
<td>Clarification of federal rules and regulations as they pertain to the policy council and grantee</td>
<td>4</td>
</tr>
<tr>
<td>Personnel concerns and problems</td>
<td>2</td>
</tr>
<tr>
<td>Assistance in revising Head Start grant proposal</td>
<td>1</td>
</tr>
<tr>
<td>Development of effective supervision and leadership</td>
<td>1</td>
</tr>
<tr>
<td>Explanation of local and federal Head Start structure</td>
<td>1</td>
</tr>
</tbody>
</table>

*The total of the numbers in the portion of the table which follows this statement exceeds the total number of on-site visits as the visitor often addresses, and is requested to address, more than one particular area of training.*
Cluster Training

Tri-State Tribes plans and provides for the cluster training sessions, which are free of charge to the participants except for their travel and per diem costs. These costs are reimbursed to participants from their programs' Head Start budgets.

From September 1979 to November 1980 Tri-State Tribes held three cluster sessions, two of which were identical with one held in Billings for the eastern programs and one in Missoula for the western programs. These two sessions took place in June and lasted for three full days and two half days. During the first half day Tri-State Tribes' Executive Director presented a session on patterns of communication. The objective of this session was to enhance staff communication with each other as well as with the Head Start children, so this study classifies that session as personnel administration. The training format divided the participants into three groups for the next three days of the workshop. Tri-State Tribes' Regional Handicap Specialist conducted one three-day session for the Head Start Handicap Coordinators; two child development consultants designed a three-day session for Child Development Associate (CDA) Coordinators in which they addressed CDA candidacy, application requirements, classroom techniques, and lesson planning; and Tri-State Tribes' Executive Director conducted a three-day workshop for Head Start Policy Council chairpersons. This study classifies that session as both parent involvement and administration because it consisted of general Policy Council training with an overview of the Head Start performance standards and

2 Depending upon what CDA workshops address, a training plan may label this training as administrative or bilingual/multicultural.
the rules and regulations as they relate to the parent's and the Policy Council's role. (The federal Head Start rules and regulations mandate that the Head Start Policy Council be composed of at least 50% parents of Head Start children presently enrolled and play an active role in planning and administering the program. The reader will find a chart indicating Policy Council responsibilities in the Appendix of this study.) The last half day of this joint session was a workshop on pre-school physical education curriculum development and implementation.

Tri-State Tribes held the third cluster session in Billings for two days in October. The first day addressed administrative training, the second, CDA developments and training. Ken Engelhardt of the Black Hills Teachers' College presented a seminar entitled Increasing Organizational and Team-Building Effectiveness on the first day. This was primarily a communications workshop, addressing the relationship between communication and self-concept, personal and professional communication styles, public speaking, and small-group decision making and facilitation.

Montana Indian Education Association Conference

Tri-State Tribes co-sponsored the 1980 Montana Indian Education Association Conference with the state Department of Public Instruction. Table 2 summarizes the Tri-State Tribes provided and/or sponsored workshops presented at the conference.

3Representatives "of major agencies and... community civic or professional organizations which have a concern for children of low income families and can contribute to the program" compose the remaining portion of the Policy Council. "Parents of former Head Start children may serve as representatives of the community.... In no case, however, should representatives of the community exceed 50% of the total...council." U.S., Dept. of Health, Education, and Welfare, Head Start Program Performance Standards (1979), p. 65.
TABLE 2

SUMMARY OF MONTANA INDIAN EDUCATION ASSOCIATION WORKSHOPS

Total number workshops at conference.................................34
Tri-State Tribes presented and/or sponsored workshops.............9
  Curriculum development and implementation workshops...........3
  Testing and American Indians..........................................1
  Alcoholism and Indian Students.......................................1
  Child Development Associate Plans....................................1
  Handicapped Pre-school Child Services..............................1
  Head Start and Inter-agency Cooperation............................1
  Indian Child Abuse and Neglect.......................................1

Tri-State Tribes' Clients

Tri-State Tribes' clients are nearly all of Native American descent. Two reasons for this include the fact that the Head Start programs which Tri-State Tribes serves faithfully practice Indian preference in hiring and that Native Americans heavily dominate the prospective employment pool at these reservation-based programs.

Statistics from 1970 show that the median education level for the Montana Native American was only 9.7 years, while the overall median education was 12.3 years. Only 8.6 percent of Montana Native Americans were attending college in 1979, while 25.1 percent of the overall population in Montana was enrolled in college. These statistics also show that fewer Native American women between the ages of eighteen and twenty-four were enrolled in school than their male counterparts: 17.4 percent as opposed to 23.5 percent. Over half of the women and on-quarter of the men enrolled in school were enrolled in rural areas, indicating that a very small portion of Montana Native American women were enrolled in post-secondary
schools in 1970. As the vast majority of Tri-State Tribes' clients are Native American women, these statistics indicate a probability that few will have had any college education and that their educational level will be generally low.

In fact, the author has found the task of gathering precise data regarding educational levels of Head Start program employees very difficult. When formal education is lacking programs do not readily share that information with Tri-State Tribes, but where educational levels are high—at Blackfeet, for instance, where several staff members have post-graduate degrees—personnel responded in less than a week to the inquiry regarding staff education. Two Idaho programs, where the directors and many personnel do not have high school diplomas, have not responded to any requests for information concerning staff experience, education, and training needs for the past several months; although Tri-State Tribes staff has reminded the programs of the request in phone conversations and in other correspondence numerous times.

The educational level of the program directors is the only personnel education information that Tri-State Tribes is familiar with for all eleven programs, and this is true only because the Executive Director has had sufficient dealings with the directors over the last year and a half to gather this information informally and indirectly. As Table 3 shows, there is great disparity in the directors' formal educational levels. The directors' educational achievements reveal two significant factors that, according to present and past Tri-State Tribes staff who have worked closely

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with the program staffs, are also true of the overall Head Start staffs at the eleven programs which Tri-State Tribes serves. These factors are: 1) the general low level of education and 2) the extremely wide variation in levels of education.

TABLE 3
DIRECTORS' EDUCATIONAL LEVELS

<table>
<thead>
<tr>
<th>Level of Education</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>Tenth to twelfth grade education</td>
<td>4</td>
</tr>
<tr>
<td>High school diploma plus two years of college or less</td>
<td>2</td>
</tr>
<tr>
<td>Baccalaureate degrees: elementary education</td>
<td>3</td>
</tr>
<tr>
<td>Business and economics</td>
<td>1</td>
</tr>
<tr>
<td>Master's degree: education</td>
<td>1</td>
</tr>
</tbody>
</table>

One can assume that the relatively low level of education of the Head Start directors, staff, and parents with whom Tri-State Tribes works will continue for some time. Major reasons for this assumption include the heavy concentration of Native American women among the clients and their generally low level of education which census data indicates, and the Head Start philosophy and hiring practices which discourage the requirement of completed "degrees or certificates as a condition of professional employment." As noted previously, Indian preference in hiring and the greater population of Native Americans on the reservations perpetuate this high percentage of Native Americans employed at the Indian Head Starts. This situation is not contradictory to Head Start goals and objectives however. The Head Start Program Performance Standards

state that

the overall goal of the Head Start program is to bring about a
greater degree of social competence in children of low income families.... To the accomplishment of this goal, Head Start
objectives and performance standards provide for:
1) The improvement of the child's health and physical abilities, including appropriate steps to correct present physical and
mental problems....
2) The encouragement of self-confidence, spontaneity, curiosity, and self-discipline which will assist in the development of the
child's social and emotional health.
3) The enhancement of the child's mental processes and skills with particular attention to conceptual and communications skills.
4) The establishment of patterns and expectations of success for the child, which will create a climate of confidence for present
and future learning efforts and overall development.
5) An increase in the ability of the child and the family to relate to each other and to others.
6) The enhancement of the sense of dignity and self-worth within the child and his family.

In the particular case of the young Indian child on the reservation, the attention to the child's physical, mental, social and emotional health, level of self-confidence, dignity, self-worth, and patterns and expectations of success takes on special meaning. In order to give Indian preschoolers the head start which the program intends, it is important to address the positive historical and present-day aspects of the Indian culture. This is especially critical on the reservation, where

Life...supports a negative climate that seems to engulf the members of both native and anglo cultures. The educational system shows evidence of little success of teaching residents to function successfully in life. The reservation also has many social problems such as health, drug addiction, alcoholism, unemployment which promote this negative environment.

The Head Start teachers, other staff, and volunteers should be sensitive to and understand the Native American culture and the difficulties

6 Head Start Program Performance Standards, pp. 1,2.

and misconceptions which confront and victimize reservation Indians. Confronting and combatting the self-negating, self-defeating activities and psychology that is so common on the reservation cannot begin too early. To help build in the reservation Indian pre-schooler a positive self-concept at this early age and to do it with a positive Native American role model does constitute a valuable head start for these children. For this reason, this study does not recommend that the reservation Head Start programs extensively seek out and import more highly qualified persons, anglos if need be, to hire as staff. Rather, the author contends that local people who show a potential for, and a commitment to, functioning responsibly in an educational or an administrative capacity with Head Start are, in fact, the appropriate choices. It is absolutely imperative then, however, that the programs fully implement the career development and staff training aspects of Head Start in order to develop staffs and Policy Councils that do provide a positive, functional role model not only for the children but also for one another.

The generally low educational level of Head Start staff and parents at the eleven programs which Tri-State Tribes serves is not a unique situation in Head Start. As Head Start is an early childhood education program designed primarily for children of low-income families, the probability of a relatively low educational level among these parents is high; and "every Head Start Program must have effective parent participation." If the grantee adheres to the rules and regulations and if the program director and trainers appropriately nurture the Parent Coordinator, whose role is to mobilize and guide parent participation, parent participation

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8 Head Start Program Performance Standards, p. 65.
can be very real. But full implementation of the parent involvement component of Head Start often requires a great deal of training, and whether this training takes place or not and to what degree is a significant factor governing whether parent involvement is functional or farce. The federal rules and regulations outline four major kinds of parent participation in the local Head Start program. These are:

1) Participation in the process of making decisions about the nature and operation of the program.
2) Participation in the classroom as paid employees, volunteers, or observers.
3) Activities for the parents which they have helped to develop.
4) Working with their children in cooperation with the staff of the center.

Each of these is essential to an effective Head Start program.  

Head Start programs also make efforts to hire low income and/or lesser educated persons into the program in accordance with the lack of degree or certificate requirements for professional positions. When the program does not implement extensive training to build the staff's expertise, this lack of qualified personnel becomes a real problem. A Region VIII Head Start official has indicated, in fact, that the largest single problem facing Head Start programs across the country is the lack of qualified personnel. This individual expressed that a better qualified staff would not perceive the parents as a threat, as they often do now, but rather would help to nurture and train the parents more and seek to work more closely with the parents as a team. Her observations of many Head Start programs in various parts of the country indicate that the better trained the staff, the better the working relationship with the parents and the Policy Council; the less qualified the staff, the more
the staff perceives the parents as a threat and attempts to keep them uninformed. The resulting recommendation, taking into account the existing philosophy and hiring practices of Head Start, favors more training both for the staff and for the parents. If the programs do not emphasize quality staff training, then the Head Start goal of child development and the Head Start philosophy which favors hiring non-professionals become not only incompatible, but paradoxical.

**SUMMARY**

This chapter has made several observations which explain the identity and function of Tri-State Tribes, Inc. Tri-State Tribes is an Office of Indian Child Services and a private, non-profit, tax-exempt organization with an eleven-member governing board. The Indian-Migrant Programs Division of the Department of Health and Human Services funds Tri-State Tribes to provide training and technical assistance to eleven Indian Reservation Head Start programs in Montana, Wyoming, and Idaho. Records on file indicate that actual Tri-State Tribes provided training was minimal until early 1980. Tri-State Tribes may conduct administration/management, parent involvement, and bilingual/multicultural training with these grant dollars; but the Head Start programs which Tri-State Tribes serves have requested mostly training dealing with specific administration and management issues, concerns, and problems during the time period which the author studied—November 1979 to December 1980. Tri-State Tribes' clients—Head Start staff, volunteers, and parents—are mostly Native American women with low incomes and relatively low educational levels although actual educational levels vary considerably from one individual to another. The existing low educational levels of
many staff, parents, and volunteers necessitate much more on-going, in-service training than might be necessary in an elementary school, for instance, which requires bachelor's degrees of its teachers. Tri-State Tribes is also an organization with an unstable financial future. IMPD granted funds through 1981, but the future beyond that is uncertain.

Taking into account the training which the programs have requested in the recent past, the overall low education of staff and parents which requires intensive in-service training, and the possibility that Tri-State Tribes will not exist past 1981, what training should Tri-State Tribes be initiating at this time? In view of the information compiled and reviewed in this study, what should Tri-State Tribes' immediate objectives be?
CHAPTER TWO

TRAINING PROVIDED, TRAINING NEEDED

Although a thorough needs assessment of the Head Start programs which Tri-State Tribes serves may indicate many more specific training needs than this chapter relays, this portion of this study outlines the immediate training needs which currently available documents and information indicate. Tri-State Tribes could conduct the training recommended here while planning and implementing more thorough and specific needs assessments. This chapter makes its recommendations on the basis of Head Start staff and director interviews, training evaluations and needs assessments on file at Tri-State Tribes, and a brief questionnaire mailed to the directors for the purpose of this study.

Needs Assessments

January 1980

The needs assessment which Tri-State Tribes conducted in January of 1980 asked the program directors and handicap and speech specialists whether they would like to have a training session in conjunction with the next quarterly board meeting and a variety of questions relating to training. Of the twenty-four forms mailed, Head Start personnel completed and returned only nine. Although this return rate of 38 percent does not represent ideal survey results, this is what is available. Documentation does not exist to indicate whether or not Tri-State Tribes staff implemented
any follow-up to attempt to increase this return rate. There are several programs, however, which consistently fail to respond to most Tri-State Tribes correspondence and requests for information. Table 4 summarizes the responses to this needs assessment.

**TABLE 4**

**JANUARY 1980 NEEDS ASSESSMENT**

<table>
<thead>
<tr>
<th>Total number of responses</th>
<th>9</th>
</tr>
</thead>
<tbody>
<tr>
<td>Desiring training in conjunction with board meeting</td>
<td>8</td>
</tr>
<tr>
<td>One-day training session</td>
<td>1</td>
</tr>
<tr>
<td>Two-day training session</td>
<td>4</td>
</tr>
<tr>
<td>Two- or three-day training session</td>
<td>1</td>
</tr>
<tr>
<td>Three-day training session</td>
<td>2</td>
</tr>
<tr>
<td>&quot;I would be interested in a training session on...:&quot;</td>
<td></td>
</tr>
<tr>
<td>Administration/management</td>
<td>8</td>
</tr>
<tr>
<td>Assistance in preparing Program Information Report</td>
<td>2</td>
</tr>
<tr>
<td>Proposal-writing</td>
<td>1</td>
</tr>
<tr>
<td>Business letter composition</td>
<td>1</td>
</tr>
<tr>
<td>Reporting procedures</td>
<td>1</td>
</tr>
<tr>
<td>Establishing policies and procedures</td>
<td>1</td>
</tr>
<tr>
<td>IMPD-required accounting and bookkeeping</td>
<td>1</td>
</tr>
<tr>
<td>Job description clarification</td>
<td>1</td>
</tr>
<tr>
<td>Handicap training</td>
<td>4</td>
</tr>
<tr>
<td>Handicapping conditions</td>
<td>1</td>
</tr>
<tr>
<td>Mainstreaming</td>
<td>1</td>
</tr>
<tr>
<td>Parent education</td>
<td>1</td>
</tr>
<tr>
<td>Teacher intervention</td>
<td>1</td>
</tr>
<tr>
<td>Parent involvement</td>
<td>2</td>
</tr>
<tr>
<td>Resource library development</td>
<td>1</td>
</tr>
<tr>
<td>&quot;Training you or your Handicap Coordinator would be interested in:&quot;*</td>
<td></td>
</tr>
<tr>
<td>&quot;Writing the Handicap Services Management Plan&quot;</td>
<td>8</td>
</tr>
<tr>
<td>&quot;Filling out handicap forms&quot;</td>
<td>7</td>
</tr>
</tbody>
</table>
As Table 4 shows most of the responses to the statement, "I would be interested in a training session on..." lay in the area of administration/management and are of a specific nature. The training most desired for the Handicap Coordinators is also administrative, "writing the Handicap Services Management Plan." No respondent indicated that s/he did not need training in some area, and all requests were for specific training rather than general management theories, principles, or techniques. This is consistent with the types of training that directors requested in on-site visits, as previously summarized. This would indicate that these directors need assistance in learning how to manage and administer the Head Start program on a day-to-day basis.

If the directors are having trouble handling basic administrative tasks, then it will be difficult for them to envision themselves as persons that the staff and parents can look to for guidance and support. As they begin to perform more successfully in their basic administrative and managerial responsibilities, the amount of time and energy that they have to devote to nurturing, training, coordinating, supervising, and supporting the staff, volunteers, and parents will grow. Tri-State Tribes and the directors themselves must emphasize this staff, volunteer, and parent development function as an important portion of the directors' and...
curriculum coordinators' roles. Where the directors and the curriculum coordinators do not view staff and career development as a priority, this component of Head Start becomes defunct or, at best, is left to infrequent workshops which are not integrated into the overall Head Start program.

MARCH 1980

Tri-State Tribes staff mailed this needs assessment to Education and CDA Coordinators. Of the sixteen mailed, the coordinators completed and returned nine. The first portion of the form asked respondents to rate four skills on a scale from one to four, from most important to have these skills to least important to have these skills. As this question does not ask whether the respondents perceive a need for this training, but rather whether these are important skills to have, this portion of the assessment does not honestly indicate whether or not the respondents perceive these skill areas as training needs although some respondents may have interpreted it that way. This portion of the data is therefore unclear, and the body of this writing does not include a summary of it, although the Appendix does should the reader desire to refer to it.

The open-ended question on the form does, however, inquire as to training areas that the respondent would like to see addressed. Table 5 summarizes the responses—areas of training these personnel would like to see Tri-State Tribes or their own programs address. The bulk of the responses are again in the area of administration and management training, but in this needs assessment the focus is on personnel. It is not

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10 At several programs one person acts both as Education Coordinator and CDA Coordinator.
surprising that when directors and curriculum coordinators, one of whose major functions is to work with and develop the staff, parents, and volunteers, are having difficulties just maintaining themselves and completing basic tasks which the administration of a government program necessitates, they may initially ignore personnel concerns until they become personnel problems. If directors and curriculum coordinators are expressing that they need help in these personnel areas, then personnel should certainly be a training priority of Tri-State Tribes, both in on-site visits and in group cluster training sessions. Personnel problems can permeate the entire organization and may even surface in the form of other training needs expressed. It is difficult for a director to concentrate on the writing and filing of detailed program reports, for instance, when a personnel concern or conflict is nagging at the corners of his/her mind and s/he is unsure of how to resolve it.

TABLE 5
MARCH 1980 NEEDS ASSESSMENT

Requests for administration/management training..........................7
Staff communication skills.................................................4
Teacher/staff burnout.....................................................2
Time management..........................................................1
Supervisory and management training..................................1
Requests for classroom/education training..............................4
Cultural curriculum development..........................................2
Creative classroom activities.............................................1
Nutrition.................................................................1
Requests for parent involvement training..............................3
A brief questionnaire mailed in December 1980 to the eleven Head Start directors asked them what their most immediate needs were to "become a better administrator" and "to become a better leader." Six directors of eleven responded in spite of the author's emphasis that she needed the information to complete the writing of a grant and in spite of one telephone call and two letters urging immediate response. Table 6 summarizes the responses to the two questions noted above.

**TABLE 6**

**DECEMBER 1980 QUESTIONNAIRE**

<table>
<thead>
<tr>
<th>Training Need</th>
<th>Number of Responses</th>
</tr>
</thead>
<tbody>
<tr>
<td>Communication skills</td>
<td>3</td>
</tr>
<tr>
<td>Planning with a management by objectives format</td>
<td>2</td>
</tr>
<tr>
<td>Management techniques</td>
<td>1</td>
</tr>
<tr>
<td>Time management</td>
<td>1</td>
</tr>
<tr>
<td>Personnel evaluations</td>
<td>1</td>
</tr>
<tr>
<td>Budget management</td>
<td>1</td>
</tr>
<tr>
<td>Conducting training</td>
<td>1</td>
</tr>
<tr>
<td>Motivating staff to be committed to Head Start</td>
<td>1</td>
</tr>
<tr>
<td>Head Start documentation and reporting</td>
<td>1</td>
</tr>
</tbody>
</table>

These responses cover the whole spectrum of what it is to be a Head Start Director: budget, personnel, planning, training, and meeting reporting requirements. In the administrative and managerial areas it is difficult to isolate a single training area to concentrate on because the responses are so diverse. One skills area that encompasses many of the other identified training needs, however, is that of communication skills, including oral and written communication as well as listening skills.
In the first needs assessment respondents emphasized written communication skills like those required to write letters and reports; in the second needs assessment and in the brief questionnaire respondents indicated many forms of communication as areas in which they needed training, e.g., interpersonal, verbal, non-verbal, listening, and written communications. Lack of effective communication will most certainly complicate the personnel function, and difficulty with the written word will make writing reports and letters a laborious task.

Training Needs
Communication Skills

These three needs assessments show, first of all, that it is possible to learn what Tri-State Tribes' clients training needs are simply by asking the people at the programs. Although the response rate is consistently low, it is true that certain programs regularly respond after one request while others do not respond at all. The training recommended in this study is therefore recommended only on the basis of responses actually received, although the author acknowledges that a more costly and time-consuming effort to solicit training needs from programs not responding would be appropriate. As it was not feasible to conduct such a needs assessment for the purposes of this study, the only other alternative was to study and summarize available information. Secondly, although the training which the respondents request and the needs that they express are mostly administrative and managerial, they are also very diverse. The greatest needs, though, lay in conducting specific day-to-day management tasks (such as writing reports and letters), in the personnel function, and in
communication skills. To focus on a more well-defined target, refinement of communication skills as they apply to specific day-to-day administrative and managerial tasks and the personnel function are the needs which the directors and curriculum coordinators expressed most.

This area of training is also consistent with preparing the Head Start programs for a possible phasing out of Tri-State Tribes. Effective communication is a talent or skill that may be taken for granted, but lack of it will manifest itself in many ways in an organization. Lack of effective communication skills will hamper functions within the organization, as well as between it and other organizations. The regularity with which many of the directors of the programs Tri-State Tribes serves use Tri-State Tribes as a mediator because they feel comfortable with the staff, but hesitate to work or communicate directly with another organization, exemplifies this. Should IMPD/HHS phase Tri-State Tribes out, it is important that especially the Head Start directors be equipped with the basic skills and self-confidence necessary to personally seek out resources that Tri-State Tribes currently provides or negotiates for.

Self-esteem

This introduces another need or deficiency which the program directors have communicated, particularly through telephone interviews and conversations. This is a deficiency among the staff and the parents in their own self-concept, self-esteem, self-confidence, self-worth—important areas of child development which Head Start goals say the programs must address. At least in the case of the Head Start programs which Tri-State Tribes serves, this type of development needs as much
attention and nurturing in the staff, parents, and volunteers as in the children which Head Start serves. The first response indicating this came from the director at Rocky Boy. She agreed that there are particular skills areas that upcoming training should address, but stated that primarily "we need to work on self-concept and individual strength. Once [we] have that the other things will come. Teach it to the staff," she said, "and it will come out in the classroom." She noted how difficult it is to work with staff and volunteers on developing the child's self-concept and individual strength when the classroom personnel themselves engage in self-negating, self-defeating behavior.

The director from Ft. Peck reinforced this observation when she indicated that before we could address the specific skills we would "need to change the attitudes." She went on to explain that in order to implement training, one needs to see oneself as an implementer—an individual who is capable of introducing change and carrying it through—one who, for instance, has the skill and the self-concept which enables him/her to speak to, and in front of, a group. This seems so basic to someone who has worked with adults, who has trained, or who has successfully completed four years of post-secondary education and participated in numerous group activities; but many Head Start personnel do not have this type of experience.

Several of the directors revealed one particular impact of the lack of self-confidence in their staffs, when they expressed that when their personnel attend cluster training sessions they often do not share with other staff what they learned at the training, much less actually implement or practice portions of it. When Tri-State Tribes conducts cluster
training sessions, the participants and the trainers incur much expense just in travel and per diem costs. In order to justify these expenses the participants must share the training with other persons at their programs.

When participants do not share the training upon their return to the Head Start program, the director may question the expenses and discourage or prevent staff from attending future training. In the past when no one from a certain program has attended a cluster session which Tri-State Tribes designed for all eleven programs, that program has at a later date requested an on-site visit by Tri-State Tribes staff so that the Head Start program can receive the training that it missed. The program itself spends nothing; the travel dollars instead come from the Tri-State Tribes budget. If the programs carried this situation to its logical conclusion, which many would like to do, all training would be conducted on site. This would result in training which would require a full month of on-site visits, rather than one two-day cluster session, in order to address one training area.

Making the frequent on-site training less feasible still is the fact that IMPD directs Tri-State Tribes to budget for only two on-site visits to each program per year. To supplement these on-sites Tri-State Tribes is to provide four cluster training sessions each year. Unless a program sends its entire staff, which is highly unlikely as it would require canceling Head Start for the duration of the training and is not at all cost-effective, those persons attending the cluster sessions must be equipped to share the training experience upon their return to the Head Start program. As "existing literature... supports the hypothesis that
native American students' academic achievement is directly related to their low self-esteem... Tri-State Tribes training must address self-esteem. This is a key factor in enabling the training participants to internalize the training and to take it back to their programs and share it with other staff, volunteers, and parents. Until these individuals develop a sufficient level of confidence and self-esteem, "academic achievement" will remain poor, or, as in the case of Head Start personnel, they will not share their cluster training experiences with other program personnel, volunteers, and parents.

**Effects of Providing This Training**

Developing program staff, volunteers, and parents to the point where they are comfortable with sharing and discussing training experiences would be a valuable step toward preparing the programs for a time when they may not have Tri-State Tribes as a source for free training and technical assistance. Addressing of particular skills, especially communication skills as they relate to actual on the job tasks and conflicts, would complement the building of self-esteem and confidence. Refinement of communication skills and building skills to ease the handling of routine administrative and managerial tasks, including the personnel function, will help the directors, in particular, to function in a more confident, self-assured manner and to communicate more freely and honestly.

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Increased expertise in their administrative roles and a healthier self-concept will then help to free the directors to spend more time and energy on the career and staff development aspect of the director's role. A major component of Head Start is parent and staff training. The programs are not to emphasize this component at the expense of comprehensive child development, but rather are to implement it as a complementary aspect. In 1980 one third of Head Start classroom staff nationwide were parents of current or former Head Start students, exemplifying the fact that Head Start is "a program which from its outset was intended to focus jointly 'on the problems of child and parent'...[offering] a number of features for parents such as career development as well as participation in the classroom." Head Start directors and curriculum coordinators will need to provide more and more of the career and staff development training, as well as other staff, volunteer, and parent training, as inflation decreases the net purchasing power of frozen budgets. If IMPD should cut the Offices of Indian Child Services at some future date, the need for directors and curriculum coordinators to fill the role of staff, volunteer, and parent trainers will increase dramatically. Even with the availability of Tri-State Tribes' services, however, skyrocketing travel costs necessitate a reassessment of current dollar expenditures and a determination as to what training and technical assistance local Head Start staff and parents and other local persons and organizations can provide.

This study recommends then that the immediate goals of Tri-State Tribes provided training be 1) to help the directors and curriculum coordi-

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nators, in particular, to negotiate routine administrative and managerial
tasks with greater ease and expertise while strengthening the personnel
function particularly through development of more effective communication
skills and 2) to build in them a greater degree of confidence and self-
esteeem. Working toward these ends simultaneously will help them reinforce
each other. This study emphasizes this training for directors and curricu-
lum coordinators because one of their functions is to provide training at
their own programs. As noted in the preceding paragraph, they must
accept increasing responsibility for staff, volunteer, and parent training
if this training is to remain a viable component of Head Start. In order
to maximize the effect of any training, program administration and personnel
must reinforce and support it on site and on the job. This will occur more
frequently when training and related experiences equip the directors and
curriculum coordinators to plan and provide their own on-site training.
CHAPTER THREE

A PROPOSAL

A Comprehensive Plan

One way to address the expressed training needs in a coordinated fashion is to develop and implement a comprehensive plan for training throughout the current funding period. Tri-State Tribes and the Head Start program directors could instigate this plan together and design it to meet certain expectations, goals, and objectives over a specified period of time and evaluate it on an on-going basis, as well as at the end of the funding period. A comprehensive and on-going training and technical assistance plan reviewed and revised by Tri-State Tribes with each funding cycle would provide a coordinated, systematic approach to addressing the needs expressed by the programs which Tri-State Tribes serves.

A number of training programs exist which utilize this sort of comprehensive plan with measurable goals and outcomes and which Tri-State Tribes can use as guides in establishing its own plan. The New Mexico University in Albuquerque developed and implemented a comprehensive plan with time-lines and measurable goals in 1973 in order to train more Navajo Indians to become school administrators on the Navajo Reservation.\textsuperscript{13}

The Women's Educational Act funded the United Tribes Educational Technical Assistance Program.

\textsuperscript{13}New Mexico University, Albuquerque, College of Education, "Navajo Administrator Training Program," paper submitted to the American Association of Colleges for Teacher Education for judging in the Distinguished Achievement Awards, 1979.
Center to "design a leadership training program [primarily for] Indian women" in 1976. This training program assisted the participants in developing their own individual comprehensive plans and provided a number of options within the package. At the close of the eighteen-month training program, the participants themselves assessed the degree to which they achieved the goals which they set for themselves at the outset. The University of Alaska, Anchorage, is currently implementing a two-year training project designed to select and develop potential young Native Alaskan leaders, in response to a growing lack of native Alaskans in local and village leadership positions. This training also seeks to meet the needs and goals of each individual in the program, but within an overall plan which specifies individual and group goals determined by the participants themselves. Such programs as these can provide valuable training models for an organization or a program which is floundering in the achievement of its training goals and objectives.

**The Present Situation**

According to available information, Tri-State Tribes has never taken the proactive and coordinated approach of designing its own comprehensive training plan with specified and measurable goals and objectives. Tri-State Tribes is an organization which has never really had to determine and designate its own organizational goals. The grant which IMPD has awarded to Tri-State Tribes since its inception has instead defined the

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15 Frank Berry, interview held over the telephone, Billings, Montana, December 1980.
identity of Tri-State Tribes, Inc., Office of Indian Child Services. Tri-State Tribes' funding status has also not demanded that the organization comprehensively plan, implement, and evaluate the training and technical assistance which it provides. Although Tri-State Tribes must make application for the grant monies approximately annually, 16 staff generally knows prior to preparing the proposal whether IMPD will fund the program and at what level. Tri-State Tribes staff then takes that funding amount and assigns various portions of it to the line items on the budget matrix, as opposed to determining what dollar amounts Tri-State Tribes will need in each line item and then totalling those. The staff person preparing the narrative to the grant proposal, relies heavily upon the narrative from the previous year's proposal, changing dates, numbers, names, etc., where necessary. This system has never demanded that Tri-State Tribes sell the organization or its mission. It has not demanded that Tri-State Tribes specify particular short term goals and objectives, indicate how they will be met, or evaluate their degree of achievement.

The fact that funding or monitoring requirements do not necessitate this procedure does not mean, however, that there is not an organizational need for a comprehensive, locally instigated training and technical assistance plan. Lack of specified and internal goals and objectives directly reduces the level and extent of commitment that Tri-State Tribes personnel have toward their own organization and its overall goals. A feeling of surviving from funding cycle to funding cycle is prevalent.

16 IMPD has varied the length of the funding cycle from as little as eight months to nearly two years.
The sense of achievement that an individual and an organization can obtain from working toward a well-defined end and evaluating degree of success or failure in realizing that end is totally lacking at Tri-State Tribes.

All of the eleven Head Start programs which Tri-State Tribes serves set aside blocks of time each week for in-service training. Some programs have reserved all day Monday, some all day Friday, and one or two conduct training sessions following classes on selected days during the week. Although they intend to provide quality in-service training on an on-going basis, occasionally training days turn into holidays and training hours into free time. Each summer the curriculum coordinators are to prepare detailed training and technical assistance plans for the upcoming year with guidance from the program director. In fact, these plans resemble the Tri-State Tribes grant narrative in that the coordinators often submit the same plans year after year with minor changes in dates and perhaps some names. A plan is intended to address all Head Start component areas, but it is feasible within this framework to emphasize training that meets particular program needs.

Effects of a Comprehensive Plan

The adoption of a real comprehensive annual training and technical assistance plan with specific goals and objectives for Tri-State Tribes would help to alleviate the mystery that seems to accompany the preparation of the programs' training and technical assistance plans. Curriculum coordinators are to submit the plans to Tri-State Tribes each year by early September for review, and modification if necessary, and then Tri-State Tribes forwards the plans to IMPD. Last year, of eleven plans, only
four arrived prior to the deadline and one never did arrive. All required additions and revisions prior to forwarding, and one set was simply a copy of the previous year's plans, complete with last year's dates. Several programs requested on-site visits in 1980 for assistance in writing the plans, even though the same persons were preparing the plans as did so in 1979. If the Head Start programs delineated goals and objectives based on the programs' assessed needs prior to preparing the training plans, the writing of the plans would simply be an operationalization of those goals and objectives rather than a confusing and mysterious project with no apparent focal point or guiding principle. If Tri-State Tribes adopted a comprehensive training and technical assistance plan of its own, this would be an excellent example to, and learning tool for, the programs which Tri-State Tribes serves.

This study therefore recommends that the overall means and method of 1) meeting the training needs of Tri-State Tribes' clients, 2) instilling in Tri-State Tribes personnel a sense of organizational identity and purpose, 3) preparing the clients for a possible de-funding of Tri-State Tribes, and 4) meeting the demands placed upon budgets with continually decreasing purchasing power, be the development and implementation of a comprehensive short-term training and technical assistance plan.

**Implementation**

The plan will specify goals and objectives with an initial end target date of 31 December 1981, the end of the current funding period. Participants and trainers will evaluate the overall plan and the specific training on an on-going basis and at the end of the initial plan period.
The on-going evaluation will aid the participants and Tri-State Tribes staff in developing and maintaining a training program which meets the needs of the participants, and the final evaluation will measure the degree to which the plan has met the specified goals and objectives and will indicate a starting point for the next period's training and technical assistance plan.

Program Input

Development of the overall plan as well as specific training sessions would involve maximum input from the Head Start programs. This includes the format or design of the training as well as the content. "One of the most important aspects of training is determining the training needs of the organization.... Management at all levels should participate in the process, and the views of potential trainees should also be sought."\(^{17}\) This effort throughout the training plan would naturally help Tri-State Tribes stay abreast of, and respond to, its clients needs, but it would also give the participants a feeling of "ownership" in the training program and in the organization Tri-State Tribes. In a telephone conversation with Dr. Berry, director of the leadership development project at the University of Alaska, Anchorage, he stressed this ownership as the most important factor in a training program. Direct input into program and individual goals and objectives, and methods of achieving them, provides the participant with a large degree of responsibility in the program's success or failure. The participant makes an investment and therefore

demands more from the program. This, he says, is the key to a comprehen-
sive, individually designed training program. Although this study does
not actually outline all of the proposed training, it does advocate this
type of maximum input into the training as it develops. This effort will
result in a training program in which the participants have a vested
interest, and will also help these Head Start programs to take more of a
stake in the organization Tri-State Tribes.

Board of Directors

If Tri-State Tribes designated the development and implementation of
such a comprehensive training and technical assistance plan as a priority,
it could operationalize it in as little as thirty days. Staff could first
present the idea to the Board of Directors and solicit additional guidance
for the development of the plan. If Tri-State Tribes staff were committed
to the development and implementation of such a plan, one could expect
little resistance from the Board. The Board would probably not even make
a decision on the plan's implementation, rather Tri-State Tribes staff
would approach them mainly for the purpose of involving them in the early
development of the plan to build their commitment to it and to learn as
much as possible from them about exactly what they would like to see the
training address and how they would define its goals and objectives. Tri-
State Tribes could then apply the plan to on-site visits and cluster
sessions, but the individual Head Start programs could also adopt, expand,
and reinforce the Tri-State Tribes plan at their own programs and in
their own training plans.
On-site Visits

Tri-State Tribes staff presently conducts on-site visits in response to particular requests and limits the training provided to that which the program requests. To implement a portion of this plan, it would be feasible to design a set of two half-day or full-day workshops which Tri-State Tribes staff could present in conjunction with each on-site. In the case of the programs which seldom or never request on-sites, Tri-State Tribes could initiate plans for a visit but develop and finalize the plans in concurrence and conference with the director of the particular program.

Cluster Sessions

Tri-State Tribes is to hold cluster workshop sessions four times a year and to address the previously mentioned areas of training, i.e., administration/management, parent involvement, and bilingual/multicultural. Over the past year, who or what is most readily available at the least cost has dictated the sessions' providers and contents to a greater extent than have any specific goals or objectives. There is total freedom within the realm of the three above-mentioned training areas to plan and implement a comprehensive approach to this cluster training that meets the particular needs of Tri-State Tribes' clients.

Coordination of Efforts

Involvement in the development, implementation, and evaluation of Tri-State Tribes' training and technical assistance plan would provide a valuable learning experience for the directors and curriculum coordinators in and of itself. Further, they may wish to write some of their own
in-service training days into the overall plan. This would provide valuable reinforcement for Tri-State Tribes provided training. Perhaps, for example, the directors will desire a cluster session for themselves on organizing and presenting a brief oral report and will then set aside an in-service session a week later in order to conduct similar training for their own staffs, or simply to make a brief oral presentation sharing the training content. The individual Head Start programs' training and technical assistance plans could also fully integrate and coordinate with a Tri-State Tribes initiated comprehensive plan. Although Tri-State Tribes and the Head Start programs might best implement such an all-inclusive plan in phases, developing and coordinating the Head Start training and technical assistance plans and the Tri-State Tribes plan throughout the summer, Tri-State Tribes could adopt a comprehensive plan incorporating on-sites and cluster sessions at any time.

Personnel and Parents as Trainers

In accordance with a comprehensive plan addressing communication skills and self-esteem as they relate to particular Head Start program needs, this study advocates use of current Tri-State Tribes and Head Start program personnel and parents as trainers and facilitators. The author has compiled an impressive list, with direct input from Head Start program personnel, of staff members who would be willing to "conduct a portion of a workshop session," and the area(s) in which they feel they have sufficient expertise to do this. (See Appendix) Tri-State Tribes staff is also capable of conducting training in the areas of communication skills as they apply to the Head Start program and of addressing self-esteem and
confidence-building. Head Start and Tri-State Tribes staff can serve as positive role models for the persons attending the training who have indicated that they would not be willing to conduct a portion of a workshop session. There are also Head Start parents and volunteers who Tri-State Tribes could seek out and utilize as trainers and facilitators where and when possible.

The Resource Library

The training discussed here would also rely heavily upon the resource library which Tri-State Tribes established with a "one-time" grant from IMPD. IMPD awarded this $30,000 grant at the close of 1979 from remaining discretionary funds following the renewal of the continuation grants, like that which provides Tri-State Tribes with its operating budget. While IMPD awards continuation grants from year to year and usually to the same organizations, it awards one-time grants for short-term projects which are scheduled for completion at the close of the current funding cycle. Tri-State Tribes did not actually receive the funds for the resource library project until November 1979, although IMPD approved the grant in July of that year. This made it virtually impossible to review and purchase $30,000 worth of educational materials prior to 30 November, the end of that funding cycle. Tri-State Tribes then applied to "carry over" the funds to the next funding period and IMPD approved the application. This enabled Tri-State Tribes to develop its resource library over the course of thirteen months.

The library currently consists of approximately 1,500 books (1,000 different titles), as well as films, film strips, slides, cassettes,
records, Native American doll costumes, maps, pictures, kits, posters, magazines, and newsletters that are in some way related to Head Start children, parent, or staff needs and growth. Cameras and movie and slide projectors are also a part of the resource library. This material is all available not just for the use of Tri-State Tribes, but also for the use of the eleven programs which Tri-State Tribes serves.

This study advocates using these materials in developing and conducting a comprehensive training and technical assistance plan for two reasons. The first reason is simply because the material is there—it is accessible, it is paid for, and it is applicable material. Staff have already reviewed the material and specifically selected it because it complies with and addresses Head Start goals and objectives. There is material on parenting, volunteerism, and personnel, as well as child development, first aid, and nutrition. The second reason to incorporate as much of the resource library material as possible into Tri-State Tribes training and technical assistance would be for the purpose of familiarizing Tri-State Tribes clients with the materials that are available to them through the resource library.

Most of these Head Start programs do not have ready access to municipal or college or university libraries, however, they do have several copies of the Tri-State Tribes Resource Library Directory. This directory includes the title, date of publication, number of pages, etc., and a brief description of every item in the library and is organized by subject area. Use of the library is minimal although it is one of the most valuable training and technical assistance serves that Tri-State Tribes has to offer. Tri-State Tribes and Head Start personnel use of this material
in Tri-State Tribes sponsored training sessions would familiarize the persons attending the session with particular material being used but would also illustrate the overall applicability and usability of the resource library materials. They would become more aware of the scope of materials available and would see that they really are available for their use. One goal of a comprehensive Tri-State Tribes training and technical assistance plan might be a marked increase in the number of resource library requests.

Native American Leadership Training Package

Another tool which Tri-State Tribes staff might use in developing and implementing this training plan is a Native American Leadership Training package which the Teacher Corps developed over a two-year period from 1978 to 1980. The Teacher Corps has already implemented this program with several tribal and reservation programs across the country. Although the Teacher Corps is not currently funding publication of the materials, a set is available to Tri-State Tribes through the Montana Inter-Tribal Policy Board. The package divides the materials into three sessions, including a detailed facilitator's manual for each session, overhead transparencies, and a number of handouts. The titles of the three sessions are Relating, Practical Leadership Psychology, and Setting Direction.

The Relating workshop focuses on interpersonal communications and group effectiveness and processes. The second session address leadership behaviors, styles, models, and theories and its objective is to enable participants to "diagnose the leadership situation and select
appropriate leadership styles and behaviors." As the materials are designed for adult Native Americans, many of whom have never attended college, it is noteworthy that the motivation theories of such individuals as Hawthorne, Maslow, and McGregor are introduced, contrasted, and compared in this section. The Setting Direction materials emphasize decision making processes and abilities and comprehensive planning as a part of setting organizational directions. The final task for the participants is to actually "write a comprehensive plan/proposal. Equal consideration [is] given to both the processes and the product so that the process can be duplicated with any problem or concern." A preliminary review of the materials revealed complete and easy to read and understand facilitator's manuals and a format including an abundance of directed group and individual activities.

Training Format

The general format of group participation in the Native American Leadership package is also appropriate to the situation. In designing any training that would be a part of the comprehensive plan, it is important to utilize a format that is most conducive to learning; and that format, according to Carl Rogers, is one in which the "threat to the self is minimized."18 Conversations with potential training participants and reviews of training evaluations have revealed that the format which these persons find most conducive to learning is an informal, small-group approach in which everyone must, or at least is encouraged to, participate.

Table 7 summarizes participant responses to the workshop evaluation question, "What helped you learn the most?"

**TABLE 7**

WHAT HELPED YOU LEARN THE MOST?

Format:
- Participation ................................................. 4
- Discussion with others ..................................... 3
- Role-playing .................................................. 3
- Relaxed environment (informality) ..................... 3
- Group problem solving .................................... 2
- Small groups ................................................ 2
- Friendly and personal ..................................... 1
- Cooperation .................................................... 1

Content:
- Setting goals and directions ............................. 1
- Brainstorming ................................................. 1
- Well-presented material .................................... 1
- Understandable material ................................... 1

The author has interpreted some of the responses as being related to format, while others are related to content. As Table 7 shows all of the responses describing the training format which helped them learn the most describe similar settings. These participant responses can provide a guide not only in preparing individual training sessions, but also in developing the entire comprehensive plan. Participation of trainees in this development is a must.

The embodiment of the planning and the training envisioned here follows an "active mode" or an "experiential learning approach."
Active modes of learning tend to give the learner a large role in designing the educational experience, emphasize participation, and often place the learner in direct touch with the realities being studied. They aim to engage the learner more fully (often emotionally and physically as well as intellectually) and to empower the learner by building the capacity to act, not solely to know.\footnote{U.S., Dept. of Education, The Comprehensive Program: Information and Application Procedures (1980), p. 5.}

This is essentially the same as an experiential learning approach. Experiential learning, as summarized by Dr. Eddie Tyree,\footnote{Eddy Tyree and Faye Reeves, p. 4.}

has a quality of personal involvement—the whole person, his emotional, physical and cognitive aspects are involved in the learning event. It is self-initiated. Even when the impetus or stimulus comes from the outside, the sense of discovery, of reaching out, of grasping and comprehending comes from within. It is pervasive. It makes a difference in the person's behavior, attitudes, and perhaps even the personality. It is evaluated by the person. [S/he] knows whether it is meeting [his/her] needs.\footnote{Janet G. Wilson and Alice Brenda Black.}

The concepts of experiential learning and active modes in developing the plan and designing the training will help to build the participants' communication skills and self-esteem and will give them a great deal of control over, and ownership of, the program. This is important because "existing literature...supports the hypothesis that Native American students' academic achievement is directly related to their low self-esteem and low ability to control their environment."\footnote{Janet G. Wilson and Alice Brenda Black.} The federal government and the Catholic Church have controlled the reservation and the educational environment of Native Americans for decades, although these institutions are now returning much more local control to the Native Americans themselves.
If an increase in the learner's control over the learning situation does indeed increase learning, then the active mode or experiential approach, which demand the participants' direct participation in the planning and implementation of the learning experience, will certainly enhance the attainment of the plan's goals and objectives, whatever they may be.

Training Site Selection

Selection of training sites is also a consideration requiring input from program personnel. Normally Tri-State Tribes holds cluster training sessions at modern motels with adequate conference facilities. In the past, participants have openly criticized conducting the training in these sterile settings. Two directors separately suggested an alternative during an open-ended telephone interview in which they offered general comments regarding training content and format. These directors suggested that Tri-State Tribes hold its cluster sessions at Head Start program sites. They noted that besides providing a realistic and familiar setting for the training, holding cluster sessions on site would make it possible for program personnel to see and experience another Head Start program.

The Blackfeet and Flathead Head Start staffs have visited each other's programs during the last year, and the entire staff from Ft. Belknap visited the Flathead program following a cluster training session which Tri-State Tribes held in Missoula in the fall of 1980. Persons both with the visiting and with the visited staffs have since expressed that that experience was a most valuable one and that they have incorporated curriculum and management ideas which this interaction exposed them to. Experiencing the realities of another Head Start program first hand, its
pitfalls and shortcomings as well as its successes and hallmarks, would certainly be a stimulating and complementary aspect of any training designed for Head Start personnel and parents. Tri-State Tribes could not find a more appropriate setting for hands-on, active mode learning activities for the classroom personnel, administrative staff, bus drivers, or cooks. This would also make it possible for parents and other volunteers to attend the training when it was held at their own programs.

The major problem involved in holding these cluster sessions on site is logistical, literally a problem of "the procurement...of facilities." Major airlines do not serve the reservations, and even a motel and a restaurant may be a thirty-mile drive from the Head Start center. Some programs are located within reasonable distances of population centers however. Ft. Hall is less than ten miles from Pocatello, Idaho; the Flathead center at St. Ignatius is only forty miles from Missoula; the Coeur d'Alene Reservation is about forty miles from Spokane, Washington; Crow Agency is approximately fifty miles from Billings. As IMPD mandates that Tri-State Tribes provide four cluster training sessions annually, Tri-State Tribes could feasibly hold one cluster session at each of these Head Start program sites during a year's time.

This is another element of the comprehensive plan which Tri-State Tribes staff would propose to the Board of Directors for their consideration and recommendation. If they accepted and supported the idea of conducting cluster sessions at Head Start program sites rather than at motel convention centers, then Tri-State Tribes and the directors could nego-

tiate the details. The important thing is that the directors and the program personnel, individually or through the directors, have direct input into this decision and others shaping the comprehensive training and technical assistance plan.

**Summary**

Although the early portions of this paper summarized Tri-State Tribes' clients training needs as communication skills—particularly as they relate to day-to-day managerial tasks and the personnel function—and self-concept and confidence-building, Tri-State Tribes could adapt the comprehensive training and technical assistance plan which this study advocates to any training needs. It is imperative, however, that in devising the plan, Tri-State Tribes staff solicit input on those training needs directly from program personnel and address those needs in formulating the goals and objectives of the comprehensive plan. A consolidated effort on the part of Tri-State Tribes staff and clients is needed to meet the challenge of providing quality, on-going, in-service training for and at these Head Start programs in the face of static budgets with shrinking purchasing power. If IMPD/HHS does discontinue Office of Indian Child Services funding at the end of the current grant period, and if Tri-State Tribes systematically attacks the most crucial program training needs right now, then the programs will at least be that much more capable of carrying on without this no-cost training and technical assistance service. If Tri-State Tribes staff and clients keep this possible de-funding in mind throughout the development and implementation of the 1981 plan, then one of the objectives of that plan may be to better enable Head Start program
staff, parents, and volunteers to conduct training themselves and to directly search out, contact, and negotiate with other possible no- or low-cost training and technical assistance providers.

The comprehensive plan with this chapter advocates will give the organization Tri-State Tribes a clear, visible identity and mission. It will provide for the planning, implementation, and evaluation of a comprehensive, coordinated training effort that will also help to expose training needs on an on-going basis. It will provide a forum for direct input from program personnel into the training format and content, as well as into the plan's overall goals and objectives, and will provide the preparers of Head Start training and technical assistance plans with a working example of what a functional and responsive training and technical assistance plan is. Finally, this plan will initially be a roadmap for Tri-State Tribes provided training but could potentially become an umbrella providing for and enabling coordination of the goals and objectives of program arranged and provided training with the goals and objectives of Tri-State Tribes provided training.
The research and thought processes which the author engaged in through the course of this study have enabled her to gradually provide more direct input into the activities of Tri-State Tribes. Although the detached reader may interpret this paper as a study which the author should readily share with Tri-State Tribes' Executive Director and should present to the Board of Directors, either personally or through the Executive Director, this is a course of action which I have chosen not to take. A study recommending total organizational overhaul, and prepared by an anglo new-comer, could present a great deal of threat to a Native American Executive Director and a primarily Native American Board of Directors, most of whom have been employed in Head Start for many years.

Although the completion of this study required much input from the Head Start program personnel and particularly the directors, the directors will not see this study in its final form. The author's intent is not to lay blame on anyone in the organization, but to attempt to devise a course of action which will help Tri-State Tribes better serve its clients with the dollars available. The author sincerely believes that public officials have two equally important criteria to meet in serving their clients: one being meeting the needs of those clients, another being spending the funds allocated to meet those needs as frugally as they spend their own paychecks. The comprehensive plan advocated in this study incorporates
these criteria, so inherently questions current training conducted and dollars expended that do not comply with these criteria. For this reason, although this study does not seek to lay blame, it must, if shared with the Executive Director and the Board of Directors, direct its recommendations toward the parties most responsible for meeting the criteria specified above. Tri-State Tribes' Executive Director and Board of Directors certainly share the bulk of this responsibility.

So rather than create a situation in which it would be impossible to function as an employee and a colleague, this author has chosen to utilize this study as a personal exercise in organizational self-criticism and internal planning. As a result of this exercise, the author has become extremely well-versed in many aspects of Tri-State Tribes; its clients; and its past and present processes, practices, and policies. Complementary research into several current, or recently concluded, comprehensive training programs, provided the author with the expertise to contribute valuable input into Tri-State Tribes' training efforts. This incremental approach has provided an avenue through which this study has affected, at least to some degree, the training efforts of Tri-State Tribes, while permitting its author to continue to function in the organization.
### OICS Offices and Service Areas

<table>
<thead>
<tr>
<th>Organization</th>
<th>Service Areas</th>
</tr>
</thead>
<tbody>
<tr>
<td>All Indian Pueblos Council</td>
<td>New Mexico</td>
</tr>
<tr>
<td>Albuquerque, New Mexico</td>
<td>Colorado</td>
</tr>
<tr>
<td>Alaska Federation of Natives</td>
<td>Alaska</td>
</tr>
<tr>
<td>Anchorage, Alaska</td>
<td></td>
</tr>
<tr>
<td>Tri-State Tribes, Inc.</td>
<td>Idaho</td>
</tr>
<tr>
<td>Billings, Montana</td>
<td>Montana, Wyoming</td>
</tr>
<tr>
<td>Cass Lake, Minnesota</td>
<td>Minnesota</td>
</tr>
<tr>
<td>Child Development Program</td>
<td>Navajo Reservation</td>
</tr>
<tr>
<td>Fort Defiance, Arizona</td>
<td></td>
</tr>
<tr>
<td>Oklahoma Indian Education Association</td>
<td>Oklahoma</td>
</tr>
<tr>
<td>Norman, Oklahoma</td>
<td></td>
</tr>
<tr>
<td>Arizona Affiliated Tribes, Inc.</td>
<td>Arizona except Navajo</td>
</tr>
<tr>
<td>Phoenix, Arizona</td>
<td>Nevada</td>
</tr>
<tr>
<td>United Indians of All Tribes Foundation</td>
<td>Oregon, Utah, Washington</td>
</tr>
<tr>
<td>Seattle, Washington</td>
<td></td>
</tr>
<tr>
<td>OICS—DCCECE</td>
<td>Nebraska</td>
</tr>
<tr>
<td>Yankton, South Dakota</td>
<td>North Dakota, South Dakota</td>
</tr>
</tbody>
</table>

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Tri-State Tribes, Inc., OICS Service Area:
SPECIALIST FIELD VISIT REPORT

SPECIALIST: ______________________

I. Speciality Area (Health, Nutrition, Education, etc.):

II. Grantee Name and Address:

III. Purpose of Visit (to be discussed with Community Rep prior to visit):

A. Source of Information about situation (include position or title):

B. Others contacted regarding situation before visit (include Headquarters and program personnel):

C. Anticipated problems:

IV. Specialist's interpretation of situation:

A. Overview:
B. Person contacted on site (include position and/or title):

C. On-site T/TA provided by Specialist:

D. Suggested followup (include tasks, name and dates, if possible):

V. Specialist follow-up (action and date):
Request for T/TA from OICS office

Director_________________________________________ Date

Component that you want addressed_____________________________________

Who will the trainees be________________________________________________

How many trainees do you anticipate_____________________________________

What OICS staff person are you requesting________________________________

What Specific T/TA do you want the OICS staff to provide_____

How long of a training session do you want______________________________

Dates_________________________

Hours________________________

Your comments________________________________________________________

Signed_______________________________________________________________

Date_______________________________________________________________
Head Start Delegate and Grantee Agency Responsibilities

Definitions as used on charts B and C

A. General Responsibility.—The individual or group with legal and fiscal responsibility guides and directs the carrying out of the function described through the person or group given operating responsibility.

B. Operating Responsibility.—The individual or group that is directly responsible for carrying out or performing the function, consistent with the general guidance and direction of the individual or group holding general responsibility.

C. Must Approve or Disapprove.—The individual or group (other than persons or groups holding general and operating responsibility, A and B above) must approve before the decision is finalized or action taken. The individual or group must also have been consulted in the decision making process prior to the point of seeking approval. If they do not approve, the proposal cannot be adopted, or the proposed action taken, until agreement is reached between the disagreeing groups or individuals.

D. Must be Consulted.—The individual or group must be called upon before any decision is made or approval is granted to give advice or information but not to make the decision or grant approval.

E. May be Consulted.—The individual or group may be called upon for information, advice or recommendations by those individuals or groups having general responsibility or operating responsibility.

<table>
<thead>
<tr>
<th>Function</th>
<th>Chart B</th>
<th>Chart C</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Delegate agency</td>
<td>Grantee agency</td>
</tr>
<tr>
<td></td>
<td>Board</td>
<td>Executive director</td>
</tr>
<tr>
<td>I. Planning:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Identify child development needs in the area to be served</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>(b) Establish goals of Head Start program and develop ways to meet them</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>(c) Determine delegate agencies and areas in the community in which</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>Head Start programs will operate</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>(d) Determine location of centers or classes</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>(e) Develop plan to use all available community resources in Head Start</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>(f) Establish criteria for selection of children within applicable laws</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>and HEW guidelines.</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>(g) Develop plan for recruitment of children</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>II. General Administration:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Determine the composition of the appropriate policy group and the</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>method for setting it up within HEW guidelines.</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>(b) Determine what services should be provided to Head Start from the</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>CAA* central office and the neighborhood centers.</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>(c) Determine what services should be provided to Head Start from</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>delegate agency.</td>
<td>A</td>
<td>B</td>
</tr>
<tr>
<td>(d) Establish a method of hearing and resolving community complaints</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>about the Head Start program.</td>
<td>D</td>
<td>C</td>
</tr>
<tr>
<td>(e) Direct the CAA* Head Start staff in day-to-day operations.</td>
<td>E</td>
<td>A</td>
</tr>
<tr>
<td>(f) Direct the delegate agency Head Start staff in day-to-day operations</td>
<td>E</td>
<td>A</td>
</tr>
<tr>
<td>(g) Insure that standards for acquiring space, equipment, and supplies</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>are met.</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>III. Personnel administration:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Determine Head Start personnel policies (including</td>
<td></td>
<td></td>
</tr>
<tr>
<td>establishment of hiring and firing criteria for Head Start staff, career</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>development plans, and employee grievance procedures).</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>(b) Hire and fire Head Start Director of delegate agency.</td>
<td>E</td>
<td>A</td>
</tr>
<tr>
<td>(c) Hire and fire Head Start staff of grantee agency.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(d) Hire and fire Head Start Director of delegate agency.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(e) Hire and fire Head Start staff of delegate agency.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>IV. Grant application process:</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(a) Prepare request for funds and proposed work program.</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>Prior to sending to CAA*</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>Prior to sending to HEW</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>(b) Make major changes in budget and work program while program is in</td>
<td>A</td>
<td>C</td>
</tr>
<tr>
<td>operation.</td>
<td></td>
<td></td>
</tr>
<tr>
<td>(c) Provide information needed for pre-review to policy council.</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>(d) Provide information needed for pre-review to HEW.</td>
<td>A</td>
<td>D</td>
</tr>
<tr>
<td>V. Evaluation: Conduct self-evaluation of agency's Head Start program.</td>
<td>A</td>
<td>D</td>
</tr>
</tbody>
</table>

*CAA or general term "grantee".
### TABLE 8
YEARS OF SCHOOL COMPLETED BY INDIAN POPULATION 25 YEARS AND OLDER IN MONTANA BY URBAN/RURAL RESIDENCE AND RESERVATION

<table>
<thead>
<tr>
<th></th>
<th>ALL RACES</th>
<th>TOTAL</th>
<th>URBAN</th>
<th>RURAL</th>
<th>ALL RESERVATIONS*</th>
<th>BLACKFEET</th>
<th>CROW</th>
<th>FLATHEAD</th>
<th>FORT BELKNAP</th>
<th>FORT PECK</th>
<th>NO. CHEYENNE</th>
<th>ROCKY BOY'S</th>
</tr>
</thead>
<tbody>
<tr>
<td>Total, 25 years and older</td>
<td>No. 364,508</td>
<td>9835</td>
<td>1787</td>
<td>8048</td>
<td>7027</td>
<td>1825</td>
<td>1209</td>
<td>1096</td>
<td>406</td>
<td>1226</td>
<td>877</td>
<td>368</td>
</tr>
<tr>
<td>Pct.</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
</tr>
<tr>
<td>No. School Completed</td>
<td>Pct. 0.8</td>
<td>2.8</td>
<td>2.3</td>
<td>2.9</td>
<td>2.2</td>
<td>1.6</td>
<td>0.5</td>
<td>3.0</td>
<td>1.2</td>
<td>1.4</td>
<td>3.3</td>
<td>9.3</td>
</tr>
<tr>
<td>Elementary: 1 – 4 years</td>
<td>Pct. 2.0</td>
<td>5.6</td>
<td>4.9</td>
<td>5.7</td>
<td>5.7</td>
<td>4.9</td>
<td>4.4</td>
<td>7.4</td>
<td>4.4</td>
<td>6.3</td>
<td>3.6</td>
<td>12.1</td>
</tr>
<tr>
<td>5 – 7 years</td>
<td>Pct. 6.2</td>
<td>16.2</td>
<td>13.4</td>
<td>16.3</td>
<td>17.7</td>
<td>15.9</td>
<td>22.2</td>
<td>18.0</td>
<td>14.8</td>
<td>14.5</td>
<td>22.1</td>
<td>13.7</td>
</tr>
<tr>
<td>8 years</td>
<td>Pct. 16.2</td>
<td>18.6</td>
<td>15.9</td>
<td>19.2</td>
<td>19.0</td>
<td>17.3</td>
<td>19.2</td>
<td>17.6</td>
<td>32.5</td>
<td>20.6</td>
<td>19.4</td>
<td>10.8</td>
</tr>
<tr>
<td>High School: 1 – 3 years</td>
<td>Pct. 15.7</td>
<td>29.4</td>
<td>31.0</td>
<td>29.0</td>
<td>29.3</td>
<td>33.0</td>
<td>25.7</td>
<td>24.5</td>
<td>27.1</td>
<td>33.9</td>
<td>27.5</td>
<td>28.6</td>
</tr>
<tr>
<td>4 years</td>
<td>Pct. 34.0</td>
<td>18.9</td>
<td>18.8</td>
<td></td>
<td>18.6</td>
<td>21.3</td>
<td>16.6</td>
<td>21.0</td>
<td>13.5</td>
<td>15.3</td>
<td>21.1</td>
<td>18.0</td>
</tr>
<tr>
<td>College: 1 – 3 years</td>
<td>Pct. 14.1</td>
<td>6.7</td>
<td>10.6</td>
<td>5.9</td>
<td>5.8</td>
<td>4.3</td>
<td>8.8</td>
<td>6.7</td>
<td>5.2</td>
<td>7.5</td>
<td>1.8</td>
<td>5.4</td>
</tr>
<tr>
<td>4 years or more</td>
<td>Pct. 11.0</td>
<td>1.9</td>
<td>2.9</td>
<td>1.7</td>
<td>1.6</td>
<td>1.6</td>
<td>2.5</td>
<td>2.0</td>
<td>1.2</td>
<td>0.4</td>
<td>1.0</td>
<td>2.3</td>
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<td>Median School Years</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Completed</td>
<td></td>
<td>12.3</td>
<td>9.7</td>
<td>10.3</td>
<td>9.6</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Percent High School</td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Graduates</td>
<td>Pct. 59.1%</td>
<td>27.5%</td>
<td>32.5%</td>
<td>26.4%</td>
<td>26.0%</td>
<td>27.2%</td>
<td>27.9%</td>
<td>29.9%</td>
<td>19.9%</td>
<td>23.2%</td>
<td>23.9%</td>
<td>25.7%</td>
</tr>
</tbody>
</table>

*Reservation data includes Indians living on and adjacent to reservations.

N/A — not available
TABLE 9
SCHOOL ENROLLMENT OF MONTANA INDIANS AGES 3 – 34, BY URBAN/RURAL RESIDENCE AND SELECTED RESERVATIONS – 1970

<table>
<thead>
<tr>
<th>ALL RACES</th>
<th>TOTAL</th>
<th>URBAN</th>
<th>RURAL</th>
<th>INDIAN POPULATION</th>
<th>BLACKFEET</th>
<th>CROW</th>
<th>FLATHEAD</th>
<th>FT. PECK</th>
<th>CHEYENNE</th>
</tr>
</thead>
<tbody>
<tr>
<td>No.</td>
<td>214,850</td>
<td>9925</td>
<td>1736</td>
<td>8189</td>
<td>1923</td>
<td>1145</td>
<td>799</td>
<td>1213</td>
<td>740</td>
</tr>
<tr>
<td>Pct.</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
<td>100.0%</td>
</tr>
</tbody>
</table>

Elementary and Secondary Schools

<table>
<thead>
<tr>
<th></th>
<th>Public</th>
<th>Private</th>
<th>College</th>
</tr>
</thead>
<tbody>
<tr>
<td>Pct.</td>
<td>81.3</td>
<td>6.6</td>
<td>12.1</td>
</tr>
<tr>
<td>No.</td>
<td>87.6</td>
<td>9.4</td>
<td>3.0</td>
</tr>
<tr>
<td>Pct.</td>
<td>83.2</td>
<td>5.1</td>
<td>11.7</td>
</tr>
<tr>
<td>No.</td>
<td>88.5</td>
<td>10.4</td>
<td>1.1</td>
</tr>
</tbody>
</table>

Percent of age group enrolled

<table>
<thead>
<tr>
<th>Total Enrolled 3 – 34 years</th>
<th>Pct.</th>
<th>57.1%</th>
<th>56.9%</th>
<th>51.7%</th>
<th>58.2%</th>
<th>60.8%</th>
<th>53.5%</th>
<th>57.9%</th>
<th>58.5%</th>
<th>50.2%</th>
</tr>
</thead>
<tbody>
<tr>
<td>3 – 4 years</td>
<td>Pct.</td>
<td>5.6</td>
<td>15.5</td>
<td>16.5</td>
<td>15.3</td>
<td>10.4</td>
<td>7.3</td>
<td>6.0</td>
<td>12.8</td>
<td>33.3</td>
</tr>
<tr>
<td>5 – 6 years</td>
<td>Pct.</td>
<td>58.8</td>
<td>68.4</td>
<td>66.4</td>
<td>68.9</td>
<td>65.9</td>
<td>60.0</td>
<td>74.0</td>
<td>68.6</td>
<td></td>
</tr>
<tr>
<td>7 – 13 years – Male</td>
<td>Pct.</td>
<td>97.3</td>
<td>95.8</td>
<td>96.9</td>
<td>95.6</td>
<td>96.7</td>
<td>97.5</td>
<td>98.3</td>
<td>97.0</td>
<td>87.0</td>
</tr>
<tr>
<td>– Female</td>
<td>Pct.</td>
<td>93.4</td>
<td>82.5</td>
<td>72.8</td>
<td>84.6</td>
<td>89.1</td>
<td>81.5</td>
<td>73.9</td>
<td>84.3</td>
<td>74.5</td>
</tr>
<tr>
<td>14 – 17 years – Male</td>
<td>Pct.</td>
<td>94.6</td>
<td>92.4</td>
<td>87.9</td>
<td>93.0</td>
<td>98.0</td>
<td>89.4</td>
<td>97.0</td>
<td>89.2</td>
<td>87.4</td>
</tr>
<tr>
<td>– Female</td>
<td>Pct.</td>
<td>93.4</td>
<td>82.5</td>
<td>72.8</td>
<td>84.6</td>
<td>89.1</td>
<td>81.5</td>
<td>73.9</td>
<td>84.3</td>
<td>74.5</td>
</tr>
<tr>
<td>18 – 24 years – Male</td>
<td>Pct.</td>
<td>46.1</td>
<td>23.5</td>
<td>40.4</td>
<td>16.9</td>
<td>8.3</td>
<td>9.4</td>
<td>19.3</td>
<td>42.4</td>
<td>1.2</td>
</tr>
<tr>
<td>– Female</td>
<td>Pct.</td>
<td>31.3</td>
<td>17.4</td>
<td>14.8</td>
<td>18.5</td>
<td>22.7</td>
<td>18.0</td>
<td>19.6</td>
<td>6.3</td>
<td>29.9</td>
</tr>
<tr>
<td>25 – 34 years – Male</td>
<td>Pct.</td>
<td>5.8</td>
<td>3.2</td>
<td>11.1</td>
<td>1.2</td>
<td>0.0</td>
<td>0.7</td>
<td>0.0</td>
<td>1.5</td>
<td>0.0</td>
</tr>
</tbody>
</table>

Note: College students counted at their place of residence while attending college, not their parental home.

Source: 1970 U. S. Census
January 29, 1980

Dear Directors:

I.M.P.D. has mandated the attendance of Susan Bailey, Regional Handicap Specialist and myself to attend a national meeting of O.I.C.S. offices in New Orleans during the last week of February. Therefore, we will be out of the office the full last week of February.

It was mentioned that a tentative date for Tri-State Tribes Board of Directors meeting might be in February. Since February is upon us - perhaps we could look at a Board Meeting/Training Session in March or April.

This Training Session could be developed to include training needs. Please return as soon as possible.

Please Check:

I am interested in a Board Meeting/Training Session

[ ] Yes [ ] No

I am interested only in a Board Meeting

[ ] Yes [ ] No

I am interested in Training for my Handicap Coordinator

[ ] Yes [ ] No

Please check the types of training you or your Handicap Coordinator would be interested in:

Writing of the Handicap Services Management Plan

[ ]

Filling out of the Handicap Forms

[ ]

Writing of T/TA Plans

[ ]

Writing Objectives

[ ]

Proposal Writing (Budgets)

[ ]
I would be interested in a training session on the following:
(list your own ideas)

1. ____________________________________________________________
2. ____________________________________________________________
3. ____________________________________________________________

We are aware that many of the Head Start Program Staff have a lot
to offer in the way of training in specific areas. To save costs
on consultants if some of your program staff would be willing to
give a presentation of one hour or more on their field of expertise
or any other area you may be working on in your programs. This
would allow all to share ideas.

I would like to give a presentation:

☐ Yes ☐ No

I will need:

☐ 1 Hour ☐ More than 1 hour

My presentation will be on:

_____________________________________________________________
_____________________________________________________________
_____________________________________________________________
_____________________________________________________________

I would like the Board Meeting/Training Session to be:

☐ 1 Day ☐ 2 Days ☐ 3 Days
March 11, 1980

To: Education Coordinators and CDA Coordinators
TRI-STATE TRIBES, INC

When we looked over the questionnaire that we sent out on Feb. 25th, we found that it may have caused some of you some confusion in the way it was worded.

What we wanted from you was for you to:
CIRCLE 1, 2, 3, or 4 in their importance to you for training. If under communication skills, you felt it was really important to have those skills, then we wanted you to circle 1, if it wasn't important to you at all, then we wanted you to circle 4. I am enclosing this sheet so you may do this and send it back to our office. If you have already completed the original form, then do not do this again, unless you want to. If you didn't complete the original one, then please complete this and mail it back to us, so we may plan some training for this summer.

1. Communication Skills
   1. 2. 3. 4.

2. Observation Skills for Trainers
   1. 2. 3. 4.

3. How to write a Training Plan
   1. 2. 3. 4.

4. How to help Teachers write Lesson Plans from individual objectives
   1. 2. 3. 4.

5. Total CDA overview including Pre-assessment, how to use assessment tools, portfolios, mechanics for assessment.
   1. 2. 3. 4.
6. Please use this space to write in an area of training you would like to see addressed which has not been included above.

Our Program would like to be involved more involved with Parent involvement and Indian culture. Also Communication Skills.

Date: 3/24/83

CDA Coordinator

Education Coordinator

It is very important that you complete this form and return it to OFFICE OF INDIAN CHILD SERVICES as soon as possible so that we might finalize plans.
Summary of Page 1 of March 1980 Needs Assessment

This needs assessment was mailed to Education and CDA Coordinators. Scores were tallied for each of the five skills listed in the following manner:

4 points for each "most important" response—a #1
3 points for each #2
2 points for each #3
1 point for each "least important" response—a #4

The highest score indicates the skill that the respondents perceive as the most important skill to have of those listed. Scores are as follows:

1. Communication skills — 27
2. Observation skills for trainers — 28
3. How to write a training plan — 22
4. How to help teachers write lesson plans from individual objectives — 31
5. Total CDA overview — 30

It appears that the coordinators place more value in acquiring skills that relate directly to teaching, rather than the more universal skills (communication) and those that have administrative overtones (writing training plans).
1. In the areas of administration and management, what are your most immediate needs to help you become a better administrator?

________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________________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TABLE 10

TRAINING WHICH HEAD START STAFF WILL PROVIDE

<table>
<thead>
<tr>
<th>Provider</th>
<th>Type of Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>Blackfeet: Director</td>
<td>Parent-staff communications and conflicts</td>
</tr>
<tr>
<td></td>
<td>Staff: Working with parents of special needs children</td>
</tr>
<tr>
<td></td>
<td>Identifying and using resources for special needs children</td>
</tr>
<tr>
<td></td>
<td>Coordinating inter-agency communications and projects.</td>
</tr>
<tr>
<td></td>
<td>Dealing with parent questions, complaints</td>
</tr>
<tr>
<td></td>
<td>Utilizing parent volunteers</td>
</tr>
<tr>
<td></td>
<td>Center newsletters for parent education</td>
</tr>
<tr>
<td></td>
<td>Leadership skills for parent groups</td>
</tr>
<tr>
<td></td>
<td>Conferencing skills</td>
</tr>
<tr>
<td></td>
<td>Observation and evaluation of teachers</td>
</tr>
<tr>
<td></td>
<td>Assessing training needs</td>
</tr>
<tr>
<td></td>
<td>Facilitating small groups</td>
</tr>
<tr>
<td></td>
<td>Grant writing</td>
</tr>
<tr>
<td></td>
<td>Budgeting and financial record keeping</td>
</tr>
<tr>
<td></td>
<td>Assessing program needs and long range planning</td>
</tr>
<tr>
<td>Crow: Director</td>
<td>Developing Management by Objectives plans</td>
</tr>
<tr>
<td></td>
<td>Staff: Education component</td>
</tr>
<tr>
<td></td>
<td>Utilizing local resources</td>
</tr>
<tr>
<td>Flathead: Director</td>
<td>Staff communications/listening</td>
</tr>
<tr>
<td></td>
<td>Staff: Classroom related areas</td>
</tr>
<tr>
<td>Ft. Belknap: Director</td>
<td>Language arts</td>
</tr>
<tr>
<td></td>
<td>Indian culture for pre-schoolers</td>
</tr>
<tr>
<td></td>
<td>Staff: Setting up an assessment clinic for handicapped pre-schoolers</td>
</tr>
<tr>
<td>Rocky Boy: Director</td>
<td>Developing job descriptions and career ladders</td>
</tr>
<tr>
<td></td>
<td>Staff: Proposal writing</td>
</tr>
<tr>
<td></td>
<td>Financial management</td>
</tr>
</tbody>
</table>

Ft. Peck responded but will not conduct training. Coeur d'Alene, Ft. Hall, Nez Perce, Northern Cheyenne, and Wind River did not respond to the questionnaire soliciting this information.
SELECTED BIBLIOGRAPHY

Books

Bryde, John F. Modern Indian Psychology. Vermillion, South Dakota: University of South Dakota, 1971.


Government Reports/Publications


Journal Articles


Miscellaneous Unpublished Materials


