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Harvard University**

**Fort Belknap's Community Development Plan  
A Teaching Case Study in Tribal Management**

**by**

**Dean Howard Smith and Jon Ozman**

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*Part A: The Idea That Would Not Go Away*



## Fort Belknap's Community Development Plan

### Case A - The Idea That Would Not Go Away

It had been a long hard day after a series of long hard days as Donovan Archambault sat at the kitchen table. The clock struck 2 a.m. on a cold winter night in 1988 as he filled his coffee cup for the umpteenth time. As a Council member for the Ft. Belknap Indian Community, he was worried about the enormous problems facing the population of the reservation and the government: so many problems and so few solutions.

When the coffee cup was almost empty, Donovan had a flash of insight. The two problems overwhelming all the others were alcoholism and unemployment. The Council had even passed a resolution stipulating these as the most important problems faced by the Community. The insight came when Donovan stopped looking for separate solutions to each problem.

Donovan started a fresh pot of coffee and got a pad and set to work to organize his ideas. Before he was done, his children were up and getting ready for school.

Of course unemployment is one causal factor of alcoholism, and alcoholism leads to unemployment. Although the problems are linked, no one had thought of directly linking the solutions. Donovan's personal, professional and political experiences led him to formulate an intriguing solution to both problems. But having an insight is not the same as enacting a workable solution.

### The Fort Belknap Indian Community

The Fort Belknap Indian Community is one of seven Indian reservations in Montana. The reservation is home to portions of the Gros Ventre and Assiniboine tribes. The Ft. Belknap Agency was established by statute in 1882 and the original boundaries were set out in 1887. The northern boundary is the Milk River in northern Montana.<sup>1</sup> The agency is adjacent to the town of Harlem. The estimated population is 2,800 (1990 Census on Housing and Population).

The Community currently operates a gas station/convenience store, a rest area for the State of Montana, which includes a tourist museum, a grocery store, and small manufacturing facility, and other small enterprises. Ft. Belknap's main industry is agriculture, including both farming and ranching. An Indian Health Service (hereafter "IHS") hospital is located on the reservation.

In 1984 the Council passed a resolution stipulating the two most important problems as alcoholism and unemployment. As evidence of this, 1989-1992 figures show that 3,759 alcohol related arrests were made by the Ft. Belknap Police Department alone. In 1992, approximately \$450,000 was spent by the IHS for alcohol/drug treatment of Community members. Alcoholism, as on many reservations, is not simply an adult male problem: many

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<sup>1</sup> Lopach, James J. , Margery Hunter Brown and Richmond L. Crow, Tribal Government Today: Politics on Montana Indian Reservations (Boulder: Westview Press, 1990), p. 118.

women and adolescents are also afflicted. A reservation unemployment rate between 78% and 85% clearly indicates the second problem.

Many alcohol related arrests result in sentences that include a treatment period. Alcohol treatment occurs at off reservation sites Private clinics in Montana (Kalispell, Glasgow, Great Falls, and Billings) and Sheridan, Wyoming as well as the Veterans Administration clinics in Miles City, South Dakota and Helena, Montana, are used. These clinics are from 100-300 miles from the reservation.

During the late 1980's and early 1990's the Community purchased three ranches bordering the reservation. These are functional ranches including water, electricity and buildings. Each ranch is in need of renovation and further development before it can be productive. Existing fences need to be repaired and more fence needs to be built. Additionally, corrals and working pens need building. All of this work involves purchasing fence posts from off-reservation suppliers at a cost of \$1.25-\$3.75 per post. Once this renovation is completed, the ranches will be run as profit making enterprises.

On the southern edge of the reservation is a small mountain range containing timber. On an annual basis, the Community spends roughly \$10,000 on thinning contracts and has a desire to reforest the mountains. For the past few years, the Tribe had held back thinning money because of poor results from hiring contractors earlier. As a result, an accumulation of approximately \$50,000 had been built. The reforestation program was currently on hold due to a lack of funds.

The thinning process was also problematic. At that time, the thinned timber was simply slash piled and burned. These were typically dead or young trees. The method used to accomplish the thinning was to let contracts to individual Community members. These contracts usually included advance payment for working capital, but the funds were rarely used for this purpose. Rather, many of the contractors used the funds for personal purchases - including alcohol - and many jobs were not completed. As a result, the Community had to finish the job, which ended up costing more. Due to this typical scenario, it was understandable that the council had placed the thinning program on hold. Of course, this increased the fire hazard in the forest.

In 1991, the State of Montana funded a State Rest Area on the reservation to serve travelers along Route 2. The Community hoped to use this as a trail head for a variety of tourist activities including guided tours, trail rides and campouts. These trails have not yet been built.

The Community also hoped to use the ranches, mentioned above, to act as tourist attractions. These could be used as trail heads like the Rest Area and as base camps for hunting parties. The ranches would also be used for branding, trail drives, and other ranching activities. To accomplish this goal, several cabins would have to be built.

All of these plans could result in future employment possibilities for a variety of skill levels. Besides the construction of buildings, fences, trails and the like, employment opportunities could be created for cooks, trail guides, wranglers, bookkeepers, managers and

many other occupations. The Council's task was to come up with a plan to bring these ideas into reality.

#### Alcoholism Treatment as it Existed in 1988

As mentioned, the typical sentence included a period in an alcoholism treatment center, and these centers were quite distant from the reservation. The following describes a typical experience.

A person arrested for being drunk and disorderly was sentenced to 90 days including 30 days at a clinic. The person was transported to a clinic 100-300 miles from home to begin treatment. The treatment included 2-4 hours each day of workshops and counseling. The rest of the day was spent watching television or some similar passive activity. Once the 30 days had expired, the person was given a bus ticket to return home. As can be expected, the person rarely took the next bus home to return to jail. Instead, the typical client made several stops on the way home. And if the person actually ever got to the jail it is only after another drunk and disorderly charge (or worse)!

During the treatment period, the person is away from family and friends, so no support is available. Also, the clinics are operated using guidelines developed for non-Indian clients. No cultural or social support is given the client that is relevant to a reservation Indian. Most of the employees at the clinic have no training concerning the cultural, social and spiritual norms of the Indian clients; therefore the treatment programs designed for urban non-Indian clients do

not result in a holistic healing. Rather, the programs simply deprive the client of access to alcohol without treating the cause of the illness.

Compounding the difficulties with the treatment programs is the reality to which the client returns when treatment and jail are completed. Since employment possibilities are severely limited after treatment, the client has no real incentive to rehabilitate and cease the destructive behavior that resulted in the original arrest. The dire poverty of reservation life, the lack of labor skills and the near complete reliance on commodity allocations<sup>2</sup> and transfer payments creates an atmosphere wherein alcoholism begins in the first place. As one tribal leader once stated, "I understand the problem. You wake up and realize that not only is today going to be like this, but tomorrow is going to be like yesterday too. So you go out and get a bottle."<sup>3</sup> Thus, the cycle continues. Many, if not most, clients return for treatment time and again.

#### Donovan Archambault

Donovan Archambault desired to become a positive force for his family and his people. He was driven by a purpose: to lead his people to a prosperous future and to raise his children in a stable and loving home. This is best understood by the following examples. At an early age, Donovan's grandmother convinced him to get educated so that he could return to the reservation to help his people. It was apparent that he was very bright, and his

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<sup>2</sup> According to the treaty obligations of the federal government, each Indian Family on the reservation receives a monthly allocation of dry and canned foodstuffs. These allocations are based on family size.

<sup>3</sup> President John Tellowbird Stelle, Oglala Sioux Tribe, Pine Ridge, South Dakota. Interviewed by one of the authors, August, 1992.

grandmother kept pushing him to stay in, and then later to return to school. Donovan acknowledges that his grandmother taught him his most important lessons in life.

During the interviews for this case study, we sat at his kitchen table. It was getting late one night when his youngest daughter, Jessie Lee, came and nestled in his arms. As we talked, he said, "I've never made much money. But I am rich." As he snuggled with Jessie Lee, he said, "This is my wealth. This is my reward." Seeing the love between the two left little doubt as to his wealth.

Donovan admits to being a wheeler-dealer, a "horse-trader" and he is always looking for a way around the problem. If the problem is getting another forty acres for this summer's growing season or using his elected position as Tribal Chairman to negotiate the Rest Area site, Donovan is always looking for the trade that will accomplish the goal. Every deal is thought out until he feels the terms will be beneficial to all parties. Then he places his cards on the table and makes an offer.

Besides his personality traits, Donovan's life experiences have also contributed to his ability to formulate a solution to the twin problems of alcohol and unemployment. He is not ashamed to point out that he comes to the alcoholism issue from first hand experience, although he used a unique method to become sober. Donovan began boxing in Golden Gloves competition and continued when in the U.S. Army. After his discharge, most of his fights were outside the ring and ended up with unpleasant results. He willingly admits that he spent time in most of the jails in Montana and surrounding states. He has spent time in

treatment, as have many of his family members. These experiences have motivated him toward his goal to be a force for his family and people.

He was first elected to the Council in 1975 and began his term in 1976. In 1978, he resigned his position to attend Harvard University. As Donovan started the drive east with a monumental hangover, he decided that he had two choices. Either he could sober up and go on to school, or he could stay drunk, turnaround and go back home. Recalling his grandmother's lessons about responsibility to his people, he chose the former. In 1979 Donovan received a Masters degree from Harvard in Administration, Planning and Social Policy. His education and sobriety are two more aspects of his experience.

Following graduation, Donovan returned to the reservation and entered into an agreement with his older brother to build the family farming and ranching business.

In 1982, Donovan was hired by the Community as a health planner. A few months later he became the health director. In this position he learned the ins and outs of grant writing and secured several government contracts for the Community. Donovan also learned of bureaucratic problems and how to play the politician. Perhaps he did this too well and was reassigned as a business development specialist in 1985 when his salary, supplemented by the contracts as contract administrator, became too large for the political situation at the time: \$27,000 was simply seen as an exorbitant income.

In 1985 Donovan worked on developing a long term strategic plan for the Ft. Belknap Indian Community. Together with Bill Walls, Eddy Azure, Poncho Bigby, and Don Addy, he

proposed a detailed 10 and 20 year plan of action. Part of this plan included purchasing the ranches bordering the reservation. As of 1992, roughly half of the 20 year plan had been completed in the first eight years.

Donovan's experience while working for the Community was paramount for his night of inspiration. He understood the problems with health care, bureaucracy, and funding. He also had firsthand experience in developing a comprehensive community development plan. He had learned how to "horse-trade" and how to temporarily back off when the odds were against him. He had also begun to articulate his overall force: "I don't want to hear 'We can't do it.' or 'That's Impossible.' We just do it.

Donovan successfully ran for council in 1985 and began service in 1986. He was assigned to the Economic Development Committee, and became its chairman in 1988. As the years passed, he attended several workshops for Tribal leaders and organized his own workshops for Board and Council members. Thus his education continued.

Donovan and his Council cohorts became known as the Runaway Gang because they got things done. In 1989, he ran for reelection and won. At that time the Chairman for the Community was elected from the council, by the council. Donovan won the chairmanship on the first vote. He held this position for the next two years.<sup>4</sup>

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<sup>4</sup> At this time council members were elected for 4 year terms on a staggered basis. So every two years, the remaining members and the newly elected ones elected the chairman.

### "Fleshing Out" the Idea in 1988

During the winter of 1988, the Community had been considering opening their own alcohol treatment clinic. During the Council meetings, they had raised important questions: "What is the Tribe losing money on? Is the Tribe making a mistake thinking about a treatment center?" In addition, the Council was re-examining the issue of thinning the forest. Against this background of recent discussions, Donovan's basic idea began to form, then it flashed full-blown in a moment of creativeness.

The two main problems with the existing treatment system were the distance the patients had to travel, which led to the problems described above, and the fact that the days in treatment included so much time when the patient was doing nothing. The treatment center needed to be closer to home, and the clients needed to do something constructive when not in counseling sessions. This way, family members could visit the client and provide moral and emotional support. Also, Donovan thought that if a client had something to look at and say "I did that right there" maybe that would be the incentive to keep them sober.

So what could the clients do? Well, the thinning contracts had been a serious problem. Why couldn't the clients be employed to complete this work? Additionally, the materials could be made into fence posts instead of being burned. This valuable resource would not be lost, and money would not be spent buying posts from off-reservation sources. The clients could also work on the fencing project, which would also save money.

Between the funds spent on treatment by the Indian Health Service (\$450,000) and that accumulated in the thinning budget (\$50,000), \$500,000 existed to fund the project. Instead of most of this money going off the reservation, it would stay on the reservation for at least one more round of the multiplier effect. Since several community members had earned degrees in counseling, they could be employed at home, rather than having to leave the reservation. Jobs for cooks, cleaning, administrative and other personnel would be created.

In order to encourage a work-effort, the clients would receive an indirect stipend for their work. By applying a portion of this money toward the cost of their treatment, the patients would be working off their debt to society. This would help them realize the costliness of treatment. Part of the money would purchase personal items such as soap, cigarettes, and the like - just as the prison system works. The remainder of the money could support family members by paying for travel to and from the clinic and utilities or groceries. The funds would accrue in an account, but the client would never actually receive any money. During treatment he/she would only receive an accounting of the funds.

#### The "Fleshed Out" Idea Becomes a Plan

The following paragraphs describe Donovan's general plan <sup>5</sup> (See Appendix 1 for a copy of the draft proposal.)

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<sup>5</sup> The plan is constantly evolving. Every communication between Donovan and the authors indicates minor tinkering with the overall plan.

Two treatment centers would be supported by the Ft. Belknap Indian Community. One would house and treat adult men and would be located on the ranch just west of the reservation. The second would house and treat adult women and adolescents on the ranch on the eastern border. Each clinic would be designed, initially, for 8-10 clients.

Each clinic would offer the usual treatment programs as well as "employment." Another aspect would involve traditional cultural aspects to allow the clients to again a sense of purpose" as members of the Gros Ventre and Assiniboine tribes, as well as members of the Community.

Adult men would primarily work in physical labor positions. They would complete the thinning, fencing, construction of the cabins for the tourists and hunters, and the trail blazing for the trail rides. Once the construction was completed, these clients would work as ranch hands and maintenance workers. Other positions would include cooks, cleaners, bookkeepers, and managers. This work would build working skills and self-esteem. Combined with the cultural aspects of the treatment, this program should lead to a much higher success rate than the current treatment system.

Initially, the adult women and adolescents would work on other projects, e.g reforestation. The site of the second clinic is located on the eastern edge of the reservation near the area in need of reforestation. This work would include collecting seeds, growing seedlings and replanting seedlings. These clients could also work on the Community farms and in a

newly proposed greenhouse project. Once the ranches are in working order, the woman and adolescents would be moved into positions on the ranches as well.

The produce from the farms and the greenhouse could be "sold" in the schools, hospital, and other Community facilities. Timber grown in the newly reforested areas could also be used by the Community for several purposes. For example, corral posts and tepee poles could be produced and sold when a surplus existed above the ranches' needs.

As the process proceeds, the clients would "graduate" to positions as supervisors, herd managers and wranglers (cattle, horses and buffalo), trail guides, secretaries, nurses aids at the hospital, and the like. As the success of the treatment plan proceeds, fewer and fewer clients would need treatment, so full-time jobs could be created as the ranches, tourist trade, hunting program, and greenhouse became productive. Also, clients might be "imported" from neighboring reservations and communities. If successful, this would provide full-time jobs for the treatment center workers.

The stipends earned by the patients would be spent in the Community stores, thereby increasing sales and employment. Part of the incomes earned by the workers and "graduates" at the ranches and clinics would also be spent at the stores, thereby increasing the multiplier effects.

In order to prevent Community members from using the program for employment purposes, members would only be eligible for treatment at the on-reservation clinics once every twelve months.

As shown in the rudimentary proposal in Appendix 1, the process would not only save money on treatment, but would also stimulate income from the hunting and tourism activities.

Quoting from Appendix 1 concerning the first year of operation:

The project will do three measurable things:

- 1) It will create at least 15 full time permanent positions and at least 90 temporary positions.
- 2) It will provide a more realistic approach to treat alcohol and drug abuse on the reservation.
- 3) It will greatly stimulate the reservation economy.

As the program develops from its inception to the development of the greenhouse, tree farm, poultry and dairy farms, tourism, and hunting, numerous full time permanent jobs would be created for foresters, dietitians, and other professionals.

The last point has further implications for networking with the tribal community college. Native American students eagerly seek training in practical activities that will allow them to return to the reservation with employment opportunities. The unfortunate reality is that many community college or 4-year program graduates often have to make a choice between returning to their reservation, or using their training in off-reservation communities due to the lack of economic development on reservations. As such, academic programs at the tribal college could be revised to provide the specific skills needed within the community action plan. Interested students could begin at the Tribal Community College before moving to a four-year university. This would increase the importance of the College in terms of providing useable training, which could result in an increase in enrollment.

## Conclusions

Donovan Archambault's proposal for a development plan at the Ft. Belknap Community was an integrated one that included features covering most, if not all, facets of reservation life. It included alcohol treatment only as an initial phase. The plan extended well beyond the original conception of simply improving the alcohol rehabilitation process. In recognizing the interdependence between the causes of alcoholism and unemployment, the plan addressed many aspects involved with the problems: family interaction, job training, cultural sensitivity, long-term economic growth and long-term community development.

In identifying a fully integrated plan, the program included an important feature of working within the Community economic and social structure. Many of the various agencies and programs would be involved with the plan of action. The IHS, BIA, and Community Council would have to be directly involved, as would the various existing and future enterprises including the Rest Area, Tribal Community College, ranch management, forestry program, greenhouse, wildlife management, tourism program and Community stores. All of these enterprises/organizations would have an active role in the success of the plan.

Donovan understood that the plan's complex integration created potential difficulties, but integration was a necessary ingredient for success. Since the symptoms of alcoholism and unemployment are indicative of a significant degradation of the social structure, to improve the overall community health, an integrated program involving all aspects of the Tribal Community is required.

Appendix I

Donovan Archambault's Proposal

Note: this proposal is presented exactly as it was provided eventually to Senator Burns of Montana by Donovan Archambault in 1991. The typographical errors were in the original.

**DRAFT**

**FIRST YEAR**

<u>ADMINISTRATION</u>		<u>INKIND</u>
1) DIR/ADMIN. CURRENT CDC	\$ - 0 -	\$26,000.
2) SEC/ASST. ADMIN.	\$ 19,500.	
3) 5 CDC AIDS @ 19,000 EA.	\$ 57,000.	
4) 3 CDC COUNSELORS @ 36,000 EA.	\$108,000.	
5) 2 OUTREACH COUNSELORS (TRIBAL)	\$ - 0 -	\$36,000.
6) LEAD FIELD WORKERS (RANCH)	\$ - 0 -	\$36,000.
7) 3 COOKS/HOUSE KEEPERS @ 6,000. EA. (Supplement Ranch Employees)	\$ 18,000.	
	\$202,500.	
8) FRINGE @ 21%	\$ 42,525.	
TOTAL ADMIN. =	\$245,025.	
<u>STIPENDS</u>		
9) 7.5 CLIENTS/MO X 240 HRS. X 12 MOS. X \$7.50 HOUR	\$162,000.	
10) CONSULTANTS	\$ 20,000.	
<u>SUPPLIES</u>		
11) PAPER, PENS, ETC.	\$ 5,000.	
12) PHONES	\$ 6,000.	
13) UTILITIES	\$ 2,000.	
14) COMPUTERS (BIA)	\$ - 0 -	\$ 3,600.
15) DESKS (TRIBE, OLD CHAMBERS DESKS)	\$ - 0 -	\$ 800.
16) FILE CABINETS (BIA & IHS)	\$ - 0 -	\$ 200.
RENT: WAIVE		
17) LEASE PURCHASE 2 DOUBLE WIDE TRAILER HOUSES	\$ 20,000.	
SUB TOTAL OTHER	\$215,000.	\$102,600.
TOTAL COST OF PROJECT	\$460,025.	
RESERVE	\$ 39,975.	
<u>INCOME:</u>		
1) CLIENT PAYMENT TO PROJECT	\$ 75,600.	
2) SALES OF POST, POLES & TEPEE POLES	\$ 2,375.	
3) RESERVE	\$ 39,975.	

TOTAL INCOME                      \$117,950.  
DRUG AND ALCOHOL TREATMENT

INTRODUCTION:

The central focus of this proposal is "Better Utilization of Existing Resources". All three agencies, Tribe, BIA, and IHS, must participate and support the project one hundred percent in order for it to succeed.

The project will be directed at "Unemployment" and "Subroutine, Alcohol/Drug free project, but will not be limited to just those 'problems". After the first three years of the project it is hoped that other social problems which exist will be addressed also (Child abuse, spouse abuse, separation, suicide, divorce, etc.).

The project will be done on a three year phase by phase basis, with a long term O.E.D.P. as a result of the first three phases.

Year one will be used to set up a system, utilizing the recently purchased ranches on the reservation. The ranch sites are located one on the south east side of the reservation, and the other site is located on the south west side of the reservation. Each site can be modified to house 8-10 clients. This will allow the Tribe to provide treatment to ninety (90) Tribal members per year.

2nd Year Phase: The second year of the proposal will focus on the development of a green house project. The green houses will provide year around fresh vegetable for our schools, Senior citizens, centers, hospitals, and local food stores. The IHS will develop inspection criteria for marketing purposes. The plan and budget for the second year is being developed and will be presented for review six months after the start up of the first year proposal.

3rd Year Phase: The third year, activities will be to reforest the mountains. The process will begin in the fall of the second year. Seeds will be obtained and started in the green houses. The seedlings will be moved out side in the spring and actual reforestation would begin during the fall of the fourth year. A detailed plan and budget are being developed and will be submitted for approval and funding at the same time as year two.

All three year activities are labor intensive and are very do-able. All of the activities are things that are needed and are economic, and social development in nature. All of development in nature. All of the activities can be done with little or no additional funding.

The O.E.D.P. (Overall Economic Development Plan) will evolve from this three year project. The O.E.D.P. includes a 5 year and 20 year projection of do-able activities and will include a feed lot utilizing cops from the Tribal farm ranch operation.

There are many spin-offs from the Agriculture and Tourism industries which the O.E.D.P. will include such as: a Transportation branch for the delivery of meat products, produce, livestock, small grains to market; a buffalo, elk, and other big game/bird farm for hunting and viewing. A hotel/motel, restaurant, convention center, gaming complex.

The variety of projects, planned, better fit the educational backgrounds of our members. Not all people want to be ranchers, or factory workers.

The first year plan/phase is outlined in detail in the following proposal. It is the tribes desire that 11 three agencies make this proposal a priority. When the first three years of the project are in place and functioning, we will truly developed a process for a better Utilization of existing resources. Especially our well educated, unemployed, human resources.

I) NEED: This process will meet the need to address the severe alcoholism problems and the unemployment rate. There needs to be a process by which the Tribe, BIA, and IHS can directly focus on the problems most detrimental to the health, education and welfare of the Tribes. Those problems have been identified as a severe alcoholism and unemployment rate on the reservation.

For decades, the three agencies responsible for the Health, Education, and Welfare of the members have pushed the remedy for these problems onto someone else off the reservation.

The clients have not been receptive to this method because when they return to the reservation they are placed right back into an environment which caused them to become dependent in the first place.

II) PURPOSE: Better utilization of existing resources. The existing resources are spent off of the reservation and any possible long term benefit to the community is lost. Funding that is spent off the reservation can be used to develop 15 permanent positions.

III) NARRATIVE: The Tribal Council has, by resolution, stated that the two biggest problems on the reservation are "Unemployment" and a "Severe alcoholism problem".

For the past four years, there have been (1989, 1990, 1991, 1992), 3,759 alcohol related arrests by the Ft. Belknap Police Department. The unemployment rate has been 78% - 85% clearly illustrating the problem.

Presently, approximately \$450,000. is spent off the reservation for Dctox and Alcoholism/Drug Treatment for Tribal members.

The Tribe also contracts the thinning of timber in selected tracts of land in the mounts. The thinned timber is then slash piled and burned. A practice which wastes a valuable resource. There is approximately \$50,000 available for the project. This proposal details a plan for better utilization of those resources.

#### A) HISTORY

Historically, when a person is sentenced in Tribal Court for a drug or alcohol related offense, she/he is sent to a CDC off of the reservation. These sentences are usually combined for treatment and jail time. The sentences are generally up to ninety (90) days, with thirty (30) for detox and treatment.

During the past three years the tribe has purchased three ranches; one on the east side of the reservation and two on the west side. These are functional ranches and can be modified to accommodate 8 - 10 clients each.

The funds needed to staff and modify these facilities will be taken from the existing IHS budget for treatment. (\$450,000.00) An additional \$50,000.00 is available from the BIA Forestry Branch for a total of \$500,000.00.

## B) METHODOLOGY

When a person is sentenced to treatment she/he will be housed at one of the ranch/treatment center. The center will be staffed with full time treatment counselor and cooks, cleaning and other necessary personnel. The counselor assigned to each client, will provide the treatment plan for the client. In addition to the counseling plan, each client shall be required to perform other duties for which she/he will be paid a stipend. The client will also be required to pay back a portion of that stipend for services he is provided. Treatment will consist of a combination of two hundred and forty hours (240) counseling and work study for which the client will be paid \$7.50 per hour. She/he will return \$3.50 per hour for the cost of their individual treatment.

If the client is sentenced for a longer period i.e., 90 days, the center may continue to employ that person until his/her time is served. On each ranch, several miles of fence need to be replaced and many miles of new fence built. Both ranches need to have new corrals and working pens built. These materials can be taken from the areas that need to be thinned.

Presently fence posts are purchased from an off reservation source at a rate from \$1.25 - \$3.75 per rail.

#### C. CULTURAL

The Budget provides a line item for consultants. The consultants will provide the expertise to integrate Tribal cultural and religious views on the treatment of alcoholism and Drug abuse.

#### D. TOURISM

Tourism is the second largest industry in the State of Montana. In 1990 the Tribes embarked on a quest to enter the Tourism business. A "Indian Made" store opened in the Fort Belknap Shopping Center. The Tepee Village and a viewing pen for buffalo was also opened. In 1991 a State Rest Area site was granted to the Tribe and a rest area was planned and construction begun. The rest area will be completed this spring with the last trees planted and the sod laid. The Rest Area office building will serve as the starting point for guided tours, trail rides and campouts for the reservation.

This proposal project will be the instrument needed to build ten (10) log cabins at each ranch site for camping, hunting, and winter sports/activities. Marked trails will also need to be constructed and maintained. These activities will occur the first year of the proposal project.

It is possible that the cabins can be ready for use during the winter season of the first year. A budget revision will be made when the project progresses this far.

The market for the tours and hunts will initially be the Harvard Alumni Association and the National Rifleman's Association. Real income and employment will occur in the spring of the second year.

A cadre of cooks, guides, wranglers, handymen, and camp bosses will be needed. Payment for these services will come from fees assessed to the Tourist. Fees can be assessed for a 3 day or 7 day trail ride/camp out. A 1, 3, or 5, day hunt can be scheduled. Whatever the customers needs are, we must accommodate.

A very conservative fee schedule would look like the following. There are ten (10) positions budgeted for six months, but only ten (10) weeks of services are being collected for. If we increase the number of people on the tours or the number of weeks we called for, the profit increases substantially. Realistically, we can be reasonably sure of at least a five month tourism season for the summer. Therefore it would not be out of the question to collect for at least fifteen week.

**SUMMER FEES:**

3 days, 2 nights = \$900.00 x 8 people = \$7,200.00  
7 days, 6 nights = \$1,800 x 8 people = \$14,400.00  
Includes transportation to and from Great Falls or Billings.  
INCOME FOR TEN WEEKS = \$ 216,000.00

**PERSONNEL**

3 cooks seasonal @ \$1,500/mo. (8.65 hours) x 6 months	=	\$27,000.00
2 Wranglers @ 1,400/mo. (807) x 6 months	=	\$15,800.00
2 Guides/Camp Boss @ \$1,800/mo. (10.38 HRS.) x 6 mths	=	\$21,600.00
3 Handymen @ \$1,250./mo. (720 hrs) x 6 months	=	<u>\$22,500.00</u>
		\$87,900.00
	Fringe @ 21%	<u>\$18,459.00</u>
	Sub-Total	\$106,359.00

**OTHER**

Food		\$10,000.00
Horses/Tact (25 horses)		\$40,000.00
Tents		<u>\$ 2,500.00</u>
	Sub-Total	\$52,500.00

**INSURANCE (LIABILITY)**

R/W OTHER FEES		\$10,000.00
		<u>\$10,000.00</u>
	Sub-Total	<u>\$20,000.00</u>

GRAND TOTAL \$178,859.00

PROFIT \$ 37,141.00

A winter schedule would look quite different because of the daylight hours, temperature and other environmental changes. Snow mobiling, cross country skiing, sleigh rides and horseback riding would dominate the daylight hours. It is anticipated that a winter schedule would not be offered until the second winter of the project.

## HUNTING:

A variety of hunting packages will be offered immediately. Clients will be housed in teepees for prairie dog hunts, buffalo and special big game hunts.

The Tribe has passed a resolution for the hunting of two bull buffalo to test the market for buffalo hunts. With proper marketing, the hunts can be a very lucrative business. A tentative fee for these hunts has been suggested at \$2,000.00 to include the butcher, packaging and shipping of the meat. The hunt would be a one day affair and a profit of \$800.00 - \$1,000.00 would be made. Proceeds would be used to upgrade the buffalo pasture and to purchase more buffalo.

A special prong horn season can be held for trophy hunting. This could be held in late June and early July when the horns are prime. A processing and shipping of the meat would have to be worked out

because of the differences of the seasons. During the regular fall hunting season, the cabins on the ranches would be used to house to hunters. Most hunters take at least a week off to hunt, so we can anticipate at least four groups of up to twenty hunters (10 at each ranch). The Tribal Fish and Game Department are developing licenses fees and those schedules are attached. A six day hunt would cost \$1,500.00 and include a hunting license, processing and shipping of the animal. The same cook, guides, and handymen would be used here as were

used in the early summer. The one month hunting season alone could gross \$100,000. with a very good profit for the project.

#### CONCLUSION:

With the prescribed utilization of existing resources. The Tribe can indeed, positively impact the identified problems as stated in this proposal.

The proposal identifies approximately \$500,000.00 in which can be used on the reservation to stimulate a stagnant economy in the form of approximately 100 full and part time employment. The money will in turn be spent in the Tribal stores and other businesses and will turn over many times before leaving the reservation.

The project will do three measurable things:

1. It will create at least 15 full time permanent positions and at least 90 temporary positions.
2. It will provide a more realistic approach to treat alcohol and drug abuse on the reservation.
3. It will greatly stimulate the reservation economy.

## INSTRUCTOR'S MANUAL

### Fort Belknap's Community Development Plan

#### Case A - The Idea That Would Not Go Away

##### Case Overview

Donovan Archambault is a Council member of the Ft. Belknap Indian Community in Montana. Two major, continuing problems plague the Ft. Belknap Indian Community - alcoholism and unemployment. These same problems are faced by most of the Indian populations on each reservation in the United States. Donovan, himself a recovered alcoholic, has been wrestling with the issues of alcoholism and unemployment as an individual, a parent, and as a responsible leader of his people. The alcohol treatment process which is handled by the courts and the Indian Health Service had been unsuccessful as had the Community's attempts to utilize its resource base to create sustainable employment opportunities.

In a flash of insight (revelation), Donovan formulated the beginning of a comprehensive plan to create an improved method for alcohol treatment while at the same time creating direct employment for Community members. In addition, Donovan believes that his plan has great potential for the development of valuable job and life skills on the part of the clients of the alcohol treatment.

This is the first of two related case studies. Both cases resulted from several interviews with Donovan Archambault. In this case study (Case A), background information on the Ft. Belknap Indian Community is provided, focusing on the existing IHS alcohol treatment system and the Community's attempts at creating jobs is detailed. Donovan Archambault's background, experiences, and personal traits are then described. The case study continues with an explanation of the proposed plan to tie together solutions to alcohol treatment and Reservation unemployment. A draft of the plan is included as an appendix to the case study. As the case study ends, Donovan is preparing to take the plan to the next level of government for approval.

#### Objectives of the Case

The major objective of this case is to describe how an idea for a unique approach to an organization's problems was formulated into a comprehensive plan for action. A further objective for non-Indian students is to raise their consciousness concerning the major problems confronting their fellow Americans who live on reservations. Native American students will be quite aware of these issues and for them an initial objective is to generate a discussion concerning these same problems for their Tribes and how these are being successfully or unsuccessfully dealt with. A further objective is to understand how unique, innovative, and entrepreneurial was the approach to the problems that was formulated by Archambault. Following this, the importance of Archambault's experiences and personal background as they related to his ability to create a comprehensive plan is an important discussion topic. This case

has a "policy formulation" theme and leads into the next episode, Case B - "The Process" which has an "implementation" theme.

### Courses and Levels

The case study is intended for use in a senior level undergraduate course in business policy. It would also be especially relevant in a course in economic development on American Indian reservations. The case study may also have application in a principles of management course, since the main issue formulating a plan to deal with complex problems is an important issue in that course.

### Suggested Teaching Approach

The case is intended to be used as a vehicle for discussion and should work well in a 60-75 minute class. The authors suggest that the case and discussion questions (see below) be assigned prior to the class meeting. Students can be asked to come to class prepared to discuss the case and answer discussion questions or be asked to formulate written answers to the case questions.

### Discussion Questions

1. At the time of Donovan's insight, the Community faced four serious problems: high unemployment, alcohol treatment, developing the new ranches, and the "thinning" projects. Describe these problems and explain how each interacts with the others.

2. A 1984 Community resolution identified unemployment and alcoholism as the most important problems faced by the community. What was the importance of the resolution in constructing the community development plan as it is described?
3. Describe Donovan Archambault's background and experience. What is the importance of this "cross training" to the development of his new idea?
4. What was the importance of Donovan's personal and cultural background and training by his grandmother in recognizing the importance of having a locally available training center?
5. When considering a development plan dealing with complex issues, why is it important to have a comprehensive strategy?

#### Answers to the Discussion Questions

1. The Ft. Belknap Indian Community faced a very high unemployment rate. This was estimated at 78-85%. Obviously, there was little economic activity on the reservation at that time. As seen in many other economically depressed areas of the country - inner cities are a prime example - this high unemployment, combined with the coincident poverty, resulted in very high drug and alcohol abuse problems. In a four year period, a population of 2,500 people resulted in 3,759 alcohol related arrests! According to the information provided and the size of the population, many of these arrests involved repeat offenders. Obviously, the treatment programs as they were designed were not effective.

At this time, the tribal administration had made a large capital investment by purchasing the two ranches. These ranches added to the tribal land base, but both ranches needed further investment to make them productive. The administration was short on funds, and there was a lack of skilled labor available even if the funds were made available. As such, the ranches were facing a long-term development schedule. Furthermore, the ranches required an additional capital expenditure for fence posts.

The forest thinning project had been so problematic that the program had been put on hold. The high alcoholism rates among the population made contracting for the work problematic. In order to have successful contract work completed, the contractor required some capital funding, but these funds were typically used to purchase alcohol, and the work was not completed. The delay in this project increased the fire hazard within the forest. The delay in the thinning project and the lack of capital funding had also delayed the reforestation project.

The interaction between the four problems yields the potential success of the integrated program. The funds from the alcohol rehabilitation program could be used to fund an on-reservation program, instead of being used to fund off-reservation treatment. The new treatment program would create a labor pool for the work on the ranches and the thinning project. The thinning project would provide the raw materials for the required fence posts. These jobs would develop labor skills within the tribal population and lead toward the fulfillment of the plan to have profitable ranches.

Having profitable ranches would result in increased employment opportunities, and via the multiplier effect, these incomes would provide secondary employment. The increase in employment opportunities, in conjunction with improved treatment programs, will result in decreased alcoholism among tribal members. Thus the four problem areas, seemingly independent of each other, actually had interdependent causes. By merging the solutions to the four problems, the community development project may be able to alleviate the overall problems and begin the process of community - economic, social and cultural - development.

2. All managerial decisions need to be made within the context of well defined objectives. The tribal council is essentially the governing and managerial body of the tribal assets. They make decisions that have direct influences on their stakeholders: the tribal members. Therefore, the recognition that the main objectives of the tribes as reducing both alcoholism and unemployment was a vital step in the subsequent development of the community development plan. The 1984 resolution focused the attention of the sequential tribal councils on developing solutions to these two problems.

Consider, for example, if the 1984 resolution had focused attention on income generation and a reduction of spousal abuse. In this case the resulting strategy would have been somewhat different from the plan developed by Donovan. The importance of an objective statement is vital in directing developing any managerial strategy.

3. Shortly after being elected to the tribal council, Donovan had the opportunity to attend Harvard University. Having earned his Masters degree in Administration, Planning and Social

Policy, he returned to the Fort Belknap. He quickly moved from the position of health planner to the position of health director. At this time, Donovan learned the ins and outs of grant writing. After securing several grants to develop new programs, Donovan moved to the position of business development specialist. Beginning in 1985, Donovan and others became the process of designing a 10 and 20 year long term strategic plan for the reservation. Later that year, he ran for the tribal council, becoming chairman in 1988.

Combining Donovan's formal education with his cross training between council membership, the health department and the business development office is very important with regard to the development of the community development plan. During the many years of working in the tribal government he learned the intricacies of health care, bureaucracy, funding, and business development. In conducting the long term planning, he began to fully understand the complexities of developing an integrated development strategy.

His experience in negotiating the Rest Area on Route 2 increased his skills in negotiation between several different agencies. His work as council member and chairman also provided him with extensive experience of governance.

This extensive background allowed Donovan to understand the complexities facing the Community. His mixture of knowledge concerning the health care issues and business development was fundamental to his flash of insight. If he had not been cross trained in these areas, he would not have been able to link the solutions to the problems of alcoholism and unemployment. His knowledge of the intricacies of the entire Ft. Belknap economic base

allowed him to understand how the ranches could be used as treatment centers and that the labor of the clients could simultaneously be used to renovate and expand the facilities at the ranches. His knowledge of the health care process and the social structure of the Community also led him to understand how the location of treatment was very important concerning how family interaction would improve the successfulness of treatment.

In conclusion, the extensive cross training in both formal education and profession work experience was very important to Donovan's development of the overall community development plan. This cross training is very important in the evolution of many management plans.

4. Donovan's personal background is very important in the development of the treatment plan because he had personal experience with the existing treatment process, and he knew how unsuccessful it was. Both he and other family members had been in and out of treatment in the past. Combining this personal knowledge with his professional experience he understood that an innovative approach must be adapted for the alcohol treatment process. Furthermore, since Donovan was watching his new family grow and prosper, he had a strong incentive to see the Ft. Belknap Indian Community also develop and prosper. His concern about his family was evident by his explanation of his "wealth" when holding Jessie Lee in his lap when the topic of conversation was the evolution was the alcohol treatment problems faced by the Community.

Donovan's cultural background was strongly influenced by his grandmother. The lack of cultural influences in the existing treatment process was obvious. Traditional treatment programs designed for non Indians does not address the spiritual and family needs of Indians. The importance of family and responsibility to the Community was pressed upon Donovan by his grandmother over the years. In fact, he had used this very lesson to begin his own sobriety on the way to Harvard.

Understanding the cultural and spiritual importance of family and community in the treatment process was very important to Donovan's understanding of the corrective actions that needed to be within the design of the treatment process. The need to have culturally relevant aspects of the treatment program, which include family visits and the recognition of responsibility to the Community, was an important aspect of the design of the new program. In order to accomplish this, it became apparent the availability of treatment had to be closer to home.

In conclusion, Donovan's personal and cultural background led him to understand the need for improved alcohol treatment programs. His grandmother had taught him the importance of his heritage as it relates to both his family and Community. Since he had relied on her teachings to begin his own sobriety, he realized that those same teachings could become important parts of a revised treatment process, and that this could best be accomplished if the clinics were located on the reservation.

5. Substantial flaws in the development of both social and managerial programs when the subjects of the programs are limited in scope. At current issue is the existing alcohol treatment program used to treat residents of the Ft. Belknap Indian Community. Since the existing process simply focuses on the consumptive behavior, the process is severely flawed. These flaws are clearly evidence by the extremely high number of alcohol related arrests by the tribal police department.

Similarly, programs aimed at developing jobs also face likely failure if they simply focus on the employment issue. One example is the thinning project on the Ft. Belknap Reservation. This program has been such a failure, that it has been put on hold. Additionally, the purchase of the ranches had limited focus. The labor and capital funding required to bring the ranches to a point of profitability was not present in the foreseeable future when the purchases were made.

Alternatively, a comprehensive plan expands the scope of focus. The integrated plan looks beyond the simple focus of any one issue; rather, it looks at the interactions between the various problems or challenges allows for solutions to be developed. Recognizing the interaction between providing both training and worthwhile work with the alcohol treatment process leads to the solution of having the clients of the program working on renovating and developing the ranches. Further recognition of the interactions between the potential of the thinning program to produce fence posts with the ranches' need for fence posts leads to a solution.

In conclusion, any complex set of problems or challenges facing any managerial body, either public or private, needs to develop a comprehensive strategy. Expanding the scope beyond the individual aspects of the overall potential allows for create and innovative solutions. Understanding the various linkages between the individual aspects, which is only available when the scope is expanded, can lead to solutions that address the underlying causes of the problems as well as the reaching the full potential of the challenges.



**Fort Belknap's Community Development Plan**  
**A Teaching Case Study in Tribal Management**

*Part B: The Process*



## Fort Belknap's Community Development Plan

### Case B - The Process

After getting the children fed, dressed, and on the school bus on that cold winter day in 1988, Donovan Archambault sat with his wife Lori and discussed his idea. Since the initial flash of insight had arrived at 2:30 a.m., he had scribbled several pages of notes. Although these would be meaningless to anyone else, he had finally worked out a viable plan of action, at least a crude first draft. Although he had been up all night, Lori caught his excitement. Perhaps the three pots of coffee helped keep Donovan jumping, but Lori knew that he had a new project, and there would be no stopping him.

Two hours later, after another pot of coffee and a breakfast of bacon and fried bread, Donovan showered and headed into town. The 20-mile drive, with the radio blaring out country songs, allowed him to begin to realize the difficulties he would face getting his idea working. After all, he had been on the council for more than two years and he knew how hard it was to get things done. Although the council meeting was scheduled for 10:00, and he was running late, Donovan stopped by Don Addy's office first.

Don had started working at Ft. Belknap as the agriculture extension specialist from Montana State University, but he was more than that to Donovan. Since being directly hired by the Fort Belknap Indian Community, he had become both a friend and a confidant to Donovan. After Donovan briefly explained the idea, Don already knew most of the issues, they

decided that Donovan should keep it under his hat for the day until they could work out a detailed proposal to the council.

### The Plan<sup>1</sup>

A 1984 resolution stipulating the two most important problems facing the Ft. Belknap Indian Community as alcoholism and unemployment became the driving force behind the plan as envisioned in 1988. The Community would use annual expenditures of \$450,000 by the Indian Health Service (IHS) being spent for off-reservation alcohol treatment and an accumulated \$50,000 of Community funds used for a timber thinning project to finance on-reservation treatment centers. The clients of the centers, people arrested and sentenced for alcohol related crimes, would not only receive treatment for their problem but would work on either one of the ranches recently purchased by the Community or in the thinning project.

The plan as developed by Donovan over the years would include aspects of tourism development, ranching, farming, construction, greenhouse production, post and pole manufacturing, seedling planting, cultural counseling, and family member interaction. The centers would be located on two ranches, with one designated for adult males and one designated for women and adolescents.

As such, the integrated plan of action would provide alcohol treatment in conjunction with cultural and family support, which is not available under the current system. In addition, the plan provided job training and self-esteem for the clients and their family members since the

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<sup>1</sup> Full details of the plan are explored in Part A of this case study: The Idea that Would not Go away.

completed jobs would result in expense accounts for each client via a stipend program. The initial vision

Donovan had that night in 1988 was that the integrated approach would address the underlying and overlaying problems inherent within a society facing high levels of alcoholism, recidivism, and unemployment.

However, on the morning Donovan first spoke with Lori and then Don Addy, the idea was in its infancy. At that point, it only included the interaction between the treatment centers, the thinning project, and using the thinned timber to make fence posts for use on the ranches. As more people became involved with the development process, it grew and evolved.

#### Donovan's Philosophy

Donovan Archambault had first hand experience with the alcohol treatment process. Both he and his son, from an earlier marriage, had been in enforced treatment because of criminal activity. "I looked at my son and myself. We were fortunate that we had people around us who supported us." Donovan believed that bringing the treatment centers to the reservation would allow for more interaction with family members. Indeed, funds from the stipend account earned by each client would to be allocated for family members' travel expenses from their home to the clinic.

Donovan also understood the interaction between unemployment and alcoholism. "Let the adults and adolescents see each other sober and earning a living. Is this going to make a difference?" He believed so. "If you had something to look at and say I did that right there,

maybe that would be an incentive to keep you sober." So the seed of the idea had been planted in his mind. Now he had to work out the details.

Having worked in the governmental administration as health director and business development specialist had taught Donovan the difficulties of working in a bureaucratic system. Being a council member, first in the 1970's and then again beginning in 1986 had further enlightened him concerning the difficulties of getting the several local and federal programs to work together and move away from the status quo. "You know what your problem is. You have an idea that can positively impact the problem." But, "The system is an inhibitor, it perpetuates the problem. n This is particularly true when, "We aren't going to know if it works until 3-5 years down the road. n But Donovan was not about to let that stop him. "We need to theorize and philosophize to dream about what can be." And once the idea is developed, "I don't want to hear, 'We can't do it.' or 'That's impossible.' We just do it. n

The philosopher in Donovan led him to the idea. The pragmatist in him allowed him to push it forward with patience. And the support he received from his family and friends kept him going when things got difficult.

#### The Early Efforts

The pragmatist in Donovan kept him from introducing his idea that day at the council meeting. After the meeting he met with Don Addy and then talked it over with Lori some more. They decided the best way to see how the idea would be received would be to make a presentation to the Economic Development Committee, of which Donovan was chairman.

At that time, the council included 12 members, with the officers elected from within the council. The council then appointed committees to make recommendations on a variety of issues. Typically, although not necessarily, the chairman of each committee was a council member and the other committee members were either appointed from the general population or other councilmen.<sup>2</sup>

Accordingly, Donovan made a presentation to the committee at their next meeting. "They didn't really criticize. There was a lot of couched doubt. I felt the skepticism. There was a lot of skepticism." The first roadblock was in place.

Donovan kept working on the idea and convincing the committee members. Once he had a qualified agreement that the idea was worth investigating, Donovan went to the council with it. As with the committee members, the idea wasn't completely ignored, but more pressing issues took precedence. If Donovan wanted to pursue the idea, then he could, but they weren't all that interested.

At this time, Donovan made his first presentation to Dick Whitesell, the area director for the Bureau of Indian Affairs (BIA) in Billings, Montana. As with the others, Whitesell saw some merit to the idea, but was not overly enthusiastic. However, after three or four meetings over a period of a year and a half, he became convinced that it could be workable.

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<sup>2</sup> The constitution was revised in 1993, and the structure and electoral process had changed quite drastically. The new council is made up of 6 members with the chairman and vice-chairman being voted for together in a general election. There has been some debate as to whether this new structure is in accordance with the corporate charter and the constitution of the Community.

His response was, "Get it on paper." Whitesell also introduced several new ideas. The original idea was to have a single treatment center for adult men. White sell recognized that women and adolescents were also possible clients and since the physical labor of thinning and fencing included using dangerous machinery, such as chainsaws, was not appropriate for this second clientele, he had two alternatives. The first alternative was to have the second client group work on replanting the forest after it had been cleared of scrub. The second idea was to build a greenhouse.

Donovan wrote a first draft of the proposal, which has since been lost. This was a simple three page description of very basics of the idea. Using the draft as an introduction, he next approached the Indian Health Service (IHS).

Since most of the funds would be reallocated from the IHS account for off-reservation treatment, getting the IHS involved in the process became vital. The service director at the IHS hospital on the reservation was Mike Greenaway. A new roadblock quickly became apparent. One that would prove troublesome indeed.

Greenaway was simply not interested in changing the status quo. Donovan indicates that Greenaway's first response was, "I'm not in the employment business." He also indicated that there had to be a strict system of qualification for treatment, and it seemed to him that Donovan's idea did not have any qualification criteria. After that fateful first meeting, Donovan went back to White sell.

Whitesell stated, "We have to get Mike on-board." Unless the IHS became a willing partner, the whole project would fall apart.

Donovan returned to Greenaway several times with more detailed arguments, but this didn't break through the roadblock. Donovan argued, "These are funds already being spent on alcohol treatment, so no new money is required. Furthermore, the current system simply does not work. If the new program is more effective in treatment, then the result will be fewer dollars being spent on treatment. Besides this, what about the IHS funds spent on alcohol related injuries and illnesses? How much does the IHS spend on a shooting victim? What about child and wife battery cases? How about car accidents? Couldn't these funds be better spent on other patients?" But Greenaway didn't budge.

By this time, Donovan had been elected as council Chairman, but this new political power didn't seem to help. As the months and years passed, several people helped develop aspects of the project. These same people also provided moral support. Lori and Don Addy kept Donovan going when the roadblocks seemed impassable. Charlie Ereaux added support and helped develop the greenhouse idea. Dick Whitesell, once he bought into the idea, kept pushing.

### The Meeting in Chinook

Dick Whitesell suggested a comprehensive meeting be held with all the potential participants. He agreed to provide BIA funds to pay for the meeting. The meeting was planned to take place in late 1990 in Chinook, Montana, 25 miles west of the Ft. Belknap Agency. Using his power as Chairman, Donovan made the meeting mandatory for all participants: IHS representatives - including Greenaway, council and committee members, BIA representatives, and staff personnel.

After lengthy planning sessions with Lori, Don Addy, Charlie Ereaux, and Dick Whitesell, Donovan was ready for the meeting. With Don Addy working background, and making a formal presentation, the details of the plan became apparent. By this time, tourism had been added as an integral component of the plan. Although most of the participants at the meeting had at least some knowledge of the project, this was the first time the entire scope was presented. Thus far, Donovan had been negotiating with the various offices for individual pieces of the project. At this meeting, they all learned the interactions between the various facets. With Don Addy pushing, most of the participants began to get excited about the project. Except Greenaway.

After the meeting, Whitesell suggested that the time had come to begin lobbying Congress. As 1991 dawned, Donovan headed for Washington.

### Lobbying Congress

The first lobbying trip involved a meeting with the two Senators from Montana, Baucus and Burns, and Montana's lone member of the House of Representatives, Pat Williams. The meeting was pleasant, but the congressional representatives were not overly interested. In short, the proposal got shelved.

Over the next several months, Donovan kept calling the representatives' offices. Finally, Senator Burns' office indicated that a three party memorandum of understanding was required: Ft. Belknap Council, BIA, and the IHS. This meant convincing Greenaway of the benefits of the program. In a sense, lobbying Congress had been an unsuccessful attempt to pull an endrun around Greenaway.

Donovan kept returning to Washington on other matters: either to testify or to lobby for this or that. While he was in Washington, he would walk the pavement between various offices. As he says, "I literally wore my shoes out. And not just one pair. Those sidewalks in Washington are tough."

During one trip, he got to talk with representative Sid Yates, who chaired the appropriations committee. Representative Yates suggested a meeting be held between the various parties. The memorandum of understanding was still just an idea.

A meeting was organized for May 1992 in Washington with emissaries from the various interested, and not-so-interested, agencies and offices. Donovan was to represent Ft. Belknap. Two area representatives and central office personnel from the IHS were to attend. White sell and central office people from the BIA were to attend. Jenny Boyeland, a staff aide,

was to represent the Senate Select Committee on Indian Affairs, the Montana congressional delegation and their aides were also scheduled.

This is where pure luck played into the process. Upon arriving in the airport in Billings, Montana for the trip to Washington, Donovan spotted Senator Burns. By this time a crude draft of the project had been written. A copy of this draft, with its typographical and grammar errors, is included in Appendix 1. Councilman Archambault sat with Senator Burns in the waiting room and presented the draft as a working draft. Then Donovan started talking. In a few minutes, the boarding call came.

His luck continued when Donovan found he had an aisle seat next to the Senator's window seat! Having a captive, literally, audience, Donovan kept talking. By the time the plane landed the Senator was fully behind the idea. Needless to say, the actual meeting went well.

Donovan and central office personnel from the IHS and the BIA agreed to formalize the memorandum of understanding. Jenny Boyeland, Senate Select Committee aide, suggested a planning grant. Donovan suggested that a feasibility and action plan could be developed for \$50,000. White sell suggested \$75,000. Boyeland suggested that \$100,000 might be available.

Obviously, the issue had reached a new level. Instead of trying to simply get people interested in the raw idea, the task had moved to one of agreement and the search for money. All participants were now in agreement except Greenaway.

### The Final Months

Senator Burns assigned his aide Pat Joyce to handle the project. According to Donovan, she took it by the horns. After studying the proposal - the only formal one being the original draft as presented in Appendix 1 - and the various avenues for funding, she suggested that \$50,000 might be more likely to get funded for a feasibility study. At this point, Donovan and his throng were simply willing to accept anything that would lead to actually putting the plan into action.

Meetings continued throughout 1992 and into 1993. In late 1992, after the Presidential election, Donovan met with Eddy Brown, the Assistant Secretary of the Interior in charge of the BIA. Secretary Brown reportedly asked, "Why the hell didn't you bring this to me three years ago? I'm on my way out!"

In early 1993, Pat Joyce called Ft. Belknap to request a formal council resolution indicating the Community's willingness to participate in lobbying. encourage Pat Joyce to lobby for them under the office of Senator Burns, and to agree to the yet unwritten memorandum of understanding. Although Donovan had lost the Chairmanship, he proposed the resolution at the next council meeting, and it was rushed through.

After the resolution was passed, the memorandum of understanding was written. But Greenaway was still against the idea and would not sign. Although Ft. Belknap and the BIA had signed the memorandum, it was useless without the IHS.

Since the three agencies, the Community, BIA and IHS, all have programs and provide services for the community it was essential that all three become active participants in the plan.

Obviously, something was amiss with the programs and provision of services related to alcoholism and unemployment. For this reason, it was vital to get the various programs working together. The college, forestry program, social services (BIA) and treatment (IHS) all had to be integrated and networked for the plan to be a success. Thus the inter-agency memorandum of agreement was a vital piece of the program. This is true from the formal sense, but more important in terms of creating a workable atmosphere among the agents.

Whether Senator Burns' office, or Representative Yates office pressured the IHS central office or Greenaway directly is unknown. But as the appropriations process was coming to a close in Washington, Greenaway finally signed the memorandum in late July 1993.

Now all that was left was for Washington to act. Well beyond the scope of this case are the negotiations required to get the planning grant into the 1994 Appropriations legislation. As Pat Joyce, Jenny Boyeland, Senators Baucus and Burns, and Representative Williams and Yates worked within the world of Washington politics, Donovan, Lori, Don Addy, Charlie Ereaux, Dick Whitesell and the others could only wait. So could Mike Greenaway.

#### The Phone Call

Early on the morning of August 15, 1993 Donovan was in the office working on his daily paperwork and councilman's duties. A phone call came in and it was Pat Joyce.

She asked him if he were sitting down. Although he was, he said no and began wondering what had gone wrong. She said that he better sit down, and he said he liked to hear

his news standing up. She said, "We did it. We got the funding. And its \$200,000! I '11 be sending a fax of the final markup of the appropriations bill. We did it."

At this point, Donovan took a deep breath and realized that after five long years and countless pots of coffee, he had moved one step closer to his dream. His dream, and a dream for his people.

## Appendix I

### The Fax from Pat Joyce to Donovan Archambault

1. \$200,000 for Fort Belknap Chemical Dependence Center. The Fort Belknap Tribal Community has developed a in-house alcohol treatment program that will be operated on a ranch purchased by the tribe in the past year. They plan to coordinate treatment counseling with a job training program.

They feel that the one failing factor in treatment programs outside the reservation is that the programs allow too much idle time between counseling sessions. During the down time the patients have to much time to waste and learn much less about turning their life

around than they could if they were learning a job skill, living in a healthy environment and remaining near their families whom could provide emotional support.

Patients would receive treatment for alcohol and substance abuse while learning new jobs skills. During the time that they work they would be paid a hourly wage. A portion of this wage would go to the patients dependents, another portion would go to pay the program for treatment services and the final portion would be given to the patient. They arrangement are currently being finalized.

The need is for final implementation funding. The planners of the program must complete accreditation and hire appropriate staff. This would be a one time request according to the tribal council. The program they have created would become self sufficient.

#### COMMITTEE PRINT

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NOTICE: This is a draft for use of the Committee and its staff only,  
in preparation for markup.

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Report

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DEPARTMENTS OF LABOR, HEALTH AND HUMAN SERVICES,  
AND EDUCATION AND RELATED AGENCIES  
APPROPRIATION BILL, 1994.

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September 00 (legislative day, September 00), 1993 --- Ordered to be printed.

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Mr. Harkin, from the Committee on Appropriations,  
submitted the following

**REPORT**

(To accompany H.R. 2518)

The Committee on Appropriations, to which was referred the bill (H.R. 2518) making appropriations for the Departments of Labor, Health and Human Services, and Education and related agencies for the fiscal year ending September 30, 1994, and for other purposes, reports the same to the Senate with various amendments and presents herewith information relative to the changes recommended.

*Amount of budget authority*

Amount of House bill .....	\$259,788,129,000
Amount of Senate bill over House bill .....	<u>+1,182,514,000</u>

Total bill as reported to Senate.....	260,950,643,000
Amount of adjusted appropriations, 1993.....	247,094,751,000
Budget estimates, 1994.....	265,338,931,000
The bill as reported to the Senate:	
Over the adjusted appropriations for 1993....	+13,855,892,000
Under the budget estimates for 1994.....	-4,388,288,000

new centers, and \$30,000,000 to address backlogged rehabilitation needs.

*Veterans employment*--The Committee provides \$8,957,000 for special veterans employment programs. This is the same as the budget request, the fiscal year 1993 level, and the amount provided by the House. These funds provide special employment and training

programs designed to meet the unique needs of disabled, Vietnam- era, and recently separated veterans.

The Committee is aware that training and employment services available to native American veterans are very limited and urges the Department to develop at least five outreach programs in native American communities. The funding for these five programs should be awarded to tribal governments, Alaska Native organizations, and native Hawaiian communities for the development of remedial education, classroom, and on-the-job training.

*School-to-work transition*--The Committee recommends \$50,000,000 for the School-to-Work Transition Program. These funds are to be available for obligation beginning October 1, 1993, and remain available for obligation through June 20, 1995. Funding is provided under existing national demonstration authority under the Job Training Partnership Act. This initiative is to be carried out jointly with the funds provided to the Department of Education. In order to facilitate coordination between the two departments, simplify the planning process, and ensure the most efficient use of available funds, these funds are being made available on a fiscal year basis rather than the program year that is generally applicable to JTPA activities.

*National activities*--The Committee recommends \$70,931,000 for national activities. \$7,029,000 more than the budget request and fiscal year 1993 funding level, and \$3,029,000 more than the House allowance. These programs provide employment and training assistance to special target populations, such as offenders, handicapped individuals, and older workers. These funds are also used to support research and development, evaluation, demonstrations, labor market information, and training and technical assistance. Contracts with groups such as labor unions and community-based organizations are awarded at the discretion of the Secretary.

The Committee recommends \$37,080,000 for pilots and demonstrations; \$12,301,000 for research, demonstration and evaluations; \$2,946,000 for training and

technical assistance; \$2,970,000 for labor market information; \$5,800,000 for the National Occupational Information Coordinating Committee; \$1,478,000 for the National Commission on Employment Policy; and \$3,861,000 for rural concentrated employment programs. The Committee has also provided \$4,500,000 to continue the Samoan, Pacific Islander, and Asian immigrant employment and training initiative. Within the \$37,080,000 for pilots and demonstrations, \$750,000 is provided for the Women in Apprenticeship and Nontraditional Occupations Act.

{Illegible paragraph on fax}

The Fort Belknap tribal community, Montana, has developed an alcohol treatment program at the Fort Belknap Chemical Dependence Center. The funding provided is for the inclusion of job training as part of the center's program.

The Center for Advanced Journeymen Education and Central Iowa Building and Construction Trade Council will provide advanced continuing journeymen training to older workers to keep them abreast of new technologies in the building and trades industry.

The South Central Iowa Federation of Labor Mentoring Program provides school-to-work transition coordination. The program serves an eight county area.

The Committee is aware of innovating projects of community-based organizations which are committed to providing job-related assistance to at-risk populations in urban areas, such as Philadelphia, and has provided \$500,000 to support occupational readiness demonstrations. These demonstrations should target services to the socioeconomic ally deprived; those in transition from drug and alcohol treatment programs; the employable homeless; high school dropouts; the functionally illiterate; ex-offenders; and those involved with the criminal justice systems in urban areas with high unemployment and disadvantaged populations.

The Committee supports the continuation of career development programs to train personnel in assisting students to understand themselves in the context of their career

development, to be aware of the world of work, to understand the linkage between academic skills and work-related skills, and to make effective career decisions. The Committee recommends that NOICC expend up to \$1,500,000 in fiscal year 1994 for the continuation of such programs.

The Committee urges the Department to initiate a \$500,000 demonstration project in support of the multiple solution youth and community development principles recommended in the Eisenhower Foundation's Silver Anniversary Report on the Kerner Riot Commission of 1968.

The Committee urges the Department to make \$500,000 available to a labor-management nonprofit institution with an established apprenticeship training program for carpentry for the development of model training materials, including interactive video and slides.

The rapid growth in the number of elderly in this country is placing increasing demand on the need for long-term care. The Committee encourages the Secretary to explore the feasibility of offering low-income individuals intensive training to serve as professional long-term care providers. Apart from providing much-needed services in the community, such a program would offer education and employment opportunities in an expanding field. The Committee expects to receive a report on the feasibility of such a program to next year's hearings.

*Job training for the homeless*--The Committee recommends \$12,537,000 for job training programs for the homeless, \$5,055,000 of which is for veterans programs. This is the same level of funding requested in the budget, provided in fiscal year 1993, and included by the House.

*Chass Ceiling Commission*--The Committee recommends \$744,000 in funding for the Commission, the same level provided.

(End of fax)

**INSTRUCTOR'S MANUAL**

Case Overview

Donovan Archambault is a Council member of the Ft. Belknap Indian Community in Montana. Two major, continuing problems plague the Ft. Belknap Indian Community - alcoholism and unemployment. These same problems are faced by most of the Indian populations on each reservation in the United States. Donovan, himself a recovered alcoholic, has developed a comprehensive, integrative plan to deal with reservation alcoholism and unemployment. His problem now is how to generate support from the various elements of government that have a stake in maintaining the status quo.

This case study follows directly from Case A - "The Idea That Would Not Go Away". In Case A, the development of a comprehensive plan from an initial insight is presented. Case A and Case B can be used together or separately.

The case study first presents a brief background on the problems of alcoholism and unemployment at the Ft. Belknap Community. Following this, Donovan's procedure of getting approval and support from each of the different political entities who have a stake in the outcome is described. Of special importance is the role that the major antagonist, the service director at the area Indian Health Service Office plays in the development of the final plan. The process that Donovan uses to create stronger and stronger support over time is presented in detail. Before the plan wins final approval, Donovan has personally interacted with Tribal, Bureau of Indian Affairs, Indian Health Service officials, and the U.S. Senators and Representative who serve the State of Montana.

#### Objectives of the Case

The major objective of this case is to describe how a leader worked to win approval for his comprehensive plan that dealt with the complex problems of alcoholism and unemployment. Of special importance is to understand how the different governments (Tribal and U.S. Congress) and different government agencies (Tribal Development Committee, BIA, Indian Health Service) were convinced to support the plan. A further objective for students is to understand that after a plan has been formulated, the complex task of implementation must be successfully undertaken if a positive outcome is to result. While the exact procedure followed by Donovan is admittedly unique to the Fort Belknap experience, the general procedure described is applicable to a variety of implementation situations. Donovan's procedure was to generate support for the plan in an incremental fashion, adding strong advocates and support gradually. When resistance was encountered, the plan was modified (and improved) and direct confrontation was avoided. The importance of gaining the support of powerful allies (the U.S. Congressmen) to the success of the endeavor cannot be overstated.

Finally, the case study provides an example of the difference that an experienced, dedicated, intelligent, tenacious leader can make in the lives of his/her constituency.

This case has a "policy implementation" theme and follows from the first episode, Case A - "The Idea That Would Not Go Away" which has a "policy formulation" theme.

#### Courses and Levels

The case study is intended for use in a senior level undergraduate course in business policy. It would also be especially relevant in a course in economic development

on American Indian reservations. The case study may also have application in a principles of management course, since the main issue implementing policy can be an important issue in that course.

### Suggested Teaching Approach

The case is intended to be used as a vehicle for discussion and should work well in a 60-75 minute class. The authors suggest that the case and discussion questions (see below) be assigned prior to the class meeting. Students can be asked to come to class prepared to discuss the case and answer discussion questions or be asked to formulate written answers to the case questions.

### Discussion Questions

1. It is often said that one person can have an idea, but it takes an army to successfully turn the idea into reality. What role did each of the following play in getting the appropriations for the feasibility study? Don Addy, Lori Archambault, Charlie Ereaux, Dick Whitesell, Senator Burns, Representative Yates, Jenny Boyeland, and Pat Joyce.
2. At each step in the process Donovan had to overcome skepticism. From the Economic Development Committee to Dick Whitesell to the congressional delegation, he had to keep revisiting the idea to get acceptance. What role did reformulating the argument and idea over and over have in its success? As each new group or individual was convinced of the validity of

the concept, the comprehensiveness of the plan grew. Why is it important to present an idea to as many people as possible?

3. At several points throughout the five year period, Donovan became frustrated and disillusioned. What was the importance of Don Addy, Lori Archambault and Charlie Ereaux with regard to Donovan's disenchantment? How does this interact with his philosophy of an effective treatment program?

4. What was the importance of Donovan's philosophy of "I don't want to hear 'We can't do it. That's impossible.' We just do it." in the success of his proposal.

5. Two meetings are described. Each of these occurred at critical points in the process. What was the critical issue at the time of each meeting? What is the effect on the proposers of calling a meeting when a critical point is reached in the evolution of an idea? What is the effect on the other participants?

6. What was the purpose of the memorandum of understanding? What was the purpose of the council resolution requested by Pat Joyce? Why is it important to have formal and written documents of agreement? Keeping in mind that neither of these documents involved contractual responsibilities, why are similar agreements needed when two or more private businesses engage in planning a joint project?

7. Mike Greenaway was the foil in the whole process. Regardless of his personal rationale for opposing the plan, why is having strong opposition vitally important in the

evolution of an idea? Would the plan have developed as completely if Greenaway had come on board at the beginning?

Answers

1. Don Addy

Initially, he suggested that Donovan keep the idea under his hat until a more detailed plan could be developed. After that Don was involved with many steps of the development process. He also worked behind the scene at the Chinook meeting to get many of the participants interested in the idea. At that meeting, he also made a formal presentation. Lastly, Don was a friend and confidant of Donovan's. He helped keep up the spirits of Donovan and the rest of the group when problems arose.

Lori Archambault

Besides cooking Donovan's breakfast that first morning after Donovan had been up all night, Lori provided moral support as Donovan pursued his idea. She understood his concern about and devotion to the Ft. Belknap people. He was the Chairman, and she worked with him to attack the problems that concerned the tribal council: alcoholism and unemployment. Lori was also an important person in the discussion groups. Many nights were spent sitting around the Archambault kitchen table developing the details of the program.

Charlie Ereaux

Charlie added the idea of the greenhouse to the plan. The greenhouse would add construction, low skill gardening, skilled agriculturist, and trucking jobs. The produce would be made available to the hospital, schools, and sold in the store. This would result in savings and/or revenue for the tribal government. Charlie also worked diligently with the rest of the group in fully developing the plan.

#### Dick Whitesell

Mr. Whitesell, the area director for the BIA, worked closely with the tribal council in developing tribal initiatives. For this reason, Donovan approached Mr. Whitesell early in the process. Although initially hesitant, he came on board after roughly a year and a half and three or four meetings. He suggested Donovan write a proposal. He also added the idea of a second clinic for the women and adolescent clients. Once Mr. Whitesell began to see the benefits of the plan, he became a major proponent. By suggesting and funding the Chinook meeting, he began to more and more involved. After the relatively successful meeting, Mr. Whitesell suggested it was time to begin lobbying Congress. Mr. Whitesell's experience in working within the federal bureaucracy, as well as with tribal organizations, was important in the process of getting the development plan moved along. Furthermore, he was added important facets to the overall plan.

#### Senator Burns

As with many of the participants in the development process, Senator Burns was at first skeptical, but he suggested that Donovan work to get all the parties, BIA, IHS and tribal council, to work together on the idea. After being a captive listener on the plane to Washington, Senator Burns was fully behind the project, and detailed Pat Joyce to work with Donovan toward successful completion.

#### Representative Yates

Holding the powerful position of Chairman of the appropriations committee, Representative Yates arranged for the meeting in Washington. This meeting eventually resulted in the all important memorandum of understanding between Ft. Belknap, the BIA and the IHS. The meeting also initiated the plan to secure federal funds to conduct a feasibility and action plan.

#### Jenny Boyeland

Ms. Boyeland, staff aide to the Senate Select Committee on Indian Affairs, was an important participant in the Washington meeting. Having an understanding of federal funding processes, she was instrumental in developing the funding proposal.

#### Pat Joyce

Ms. Joyce, aide to senator Burns, took the lead in finalizing the funding process. She initiated the tribal resolution asking senator Burns to lobby on the part of the

Community. She was forceful in getting the memorandum of understanding finally signed.

2. The initial plan, as developed in an all night session with a note pad, was very sparse on details. As Donovan, and subsequently others, had to convince others of the merits of the plan, they were forced to increase the level of detail. The skepticism and differing areas of expertise offered by new participants made Donovan and his group respond to complaints and integrate new information. Furthermore, as new details were developed, new ideas come into play. For example, Whitesell added the idea of the second clinic, Ereaux added the idea of the greenhouse. As more people were convinced of the merits of the plan, the added details fleshed out the plan and made other possible aspects apparent. At each step in the process, the plan further developed and the new participants began to add their insight into the issues.

3. Donovan relied on the technical expertise of many different people as the plan developed. He also relied on three people, Lori, Don and Charlie, to avert his frustration since the process of developing the idea took several years. Donovan's wife and two good friends kept up his motivation. This point is related to the development of the plan, because an important aspect of the overall plan is relationship between clients, family and community members.

In order to improve the successfulness of treatment, it is proposed that the clients will gain emotional and spiritual motivation by interacting with family and community members. This is the very type of support Donovan received from Lori, Don and Charlie.

4. At each step in the process of taking his original idea from genesis to funding, he ran into roadblocks. During the roughly five years the process took, Donovan could have become so frustrated that he quit. But his philosophy of "We just do it.", combined with the interaction of Lori, Don and Charlie, sustained his efforts.

#### 5. Chinook meeting

At the time of the Chinook meeting, the plan had developed to a point where a decision had to be made. Either the Community went forward with the idea, or it was dropped. The first meeting brought together all the potential local participants. It was an important meeting because Donovan and the others had to formulate a detailed presentation of the idea, which called for lengthy planning sessions. Prior to this meeting, Donovan and others had discussed portions of the plan with various people, but they had never presented the overall extent of the plan. In terms of the audience, the collective interaction lead them to begin to see the benefits and become more interested in the idea. This meeting was important because it led to the initialization of lobbying Congress.

#### The Washington meeting

The meeting in Washington was also vitally important. The project had reached a point where further action had to be moved to another arena: Congress. In preparation for

this meeting a rudimentary budget had to be developed. Furthermore, Donovan and Whitesell had to make a more detailed presentation to the Washington participants because most of these individuals, Boyeland, etc., had only a rudimentary knowledge of the plan. After the presentation, the Washington contingent became interested in the plan and began working on the political issues of acquiring the necessary appropriations.

6. The memorandum of understanding between the Ft. Belknap Indian Community, the Bureau of Indian Affairs and the Indian Health Service is a vital cog in the funding process of the feasibility study. The memorandum served as a formal agreement for the three entities to work together and to pool resources necessary for the implementation of the plan. Similarly, the tribal resolution asking Senator Burns to lobby on behalf of the Community served as a formal agreement to designate resources towards the lobbying effort. The memorandum and the resolution formalized the understandings between the various parties. The documents recognize the interaction between and required participation of each of the various parties. Once these documents were formalized, they became the mission statements of the various activities. The memorandum stipulates that the Community, BIA and IHS all have the mission to develop the clinics as foreseen in the community action plan. The resolution served as a shorter-term mission statement to have the Community work with Senator Burns' office in acquiring the necessary funding for the feasibility plan

Documents of this sort are important when any two entities engage in a joint project because the document focuses the efforts of each party toward successful completion of the project. Although, the documents are not contracts per se, they act as a focal point for further action.

7. Mr. Greenaway was never an advocate of the community action plan. His original statement upon hearing the rudimentary idea was "I'm not in the employment business." Since the idea was radically different from the existing treatment program, and since it involved a substantial deviation from the norm, Mr. Greenaway was against the idea.

However, this opposition served a purpose. As new arguments came up concerning the plan, Donovan and the others had to respond to each objection. The first of these was a discussion of the costs of alcohol related treatment for gunshot and car accident wounds, neither of which were explicitly included in the cost of treatment. In order to respond to each of the objections, detailed replies had to be developed. Without these objections, it is uncertain whether or not the plan would have ever become as fully developed as it is.

One example is the use of the stipends for family travel. Donovan had to vigorously present a case against the existing practice of shipping clients across the state. He developed the argument that the clients had to be closer to their families. An objection was made that most of the families did not have working transportation; therefore, even if the trip was only 30 instead of 300 miles from town to the clinic the family members could not make the trip. The reply was to allocate some of the funds from the stipends earned while working at the clinic to

pay for the travel expenses. Furthermore, since the stipend earned from labor would pay to bring family members for a visit, the clients would be more willing to participate in the program.