

Tribal Insights Brief

Summer 2012

HIGHER EDUCATION & WORKFORCE DEVELOPMENT:

Leveraging Tribal Investments to Advance Community Goals



National Congress of American Indians Policy Research Center

Embassy of Tribal Nations 1516 P Street NW Washington, DC 20005

www.ncai.org | www.ncaiprc.org

INTRODUCTION

The National Congress of American Indians (NCAI) Policy Research Center's 2010 *Tribal Research Priorities Survey* reported that education and economic development are top research priorities for tribes. Respondents noted their interest in research and resources regarding how to: (1) create jobs and training opportunities for tribal citizens and (2) motivate youth to pursue higher education and contribute their knowledge and skills to the community.

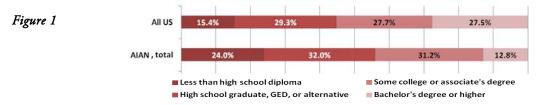
Research continually demonstrates the link between higher education and individual economic benefits. The most commonly measured economic benefit of higher education for individuals is the ability to find better paid employment—a tendency that holds true for American Indians and Alaska Natives, as well as for the general population. According to the US Census Bureau, a worker who has a bachelor's degree or higher earns almost four times as much as someone who did not graduate from high school, and more than twice as much as a person who has only a high school diploma. Increasingly, higher education does not simply open the door to greater earning potential, but also determines whether someone can even get a job. This is especially the case in today's economy where many entry-level jobs require specialized training and/or a college degree. Consider that the Georgetown University Center on Education and the Workforce predicts that by 2018, 63 percent of US jobs will require some form of postsecondary education. Occupations that require higher-level skills are growing, and the numbers of low-skill jobs are shrinking—leaving unskilled workers to compete for fewer jobs.

As a result many of the efforts to increase American Indian and Alaska Native higher education and training emphasize the role of the federal government in providing financial aid and the ways largely non-tribal postsecondary institutions can create more welcoming environments for individual Native students. However, by exploring national data trends on American Indian and Alaska Native demography and higher education and six cases, this brief suggests that tribal investments in postsecondary education and training can both benefit the individuals who complete their education and can strengthen the capacity of Native nations to serve as governments and as cultural communities.

NATIONAL DATA TRENDS

Current data on higher education attainment suggests that while there continues to be gaps in bachelor's degree attainment levels when comparing American Indians and Alaska Natives with the total US population, there is a clear desire amongst Native people to complete high school and attain postsecondary training and degrees (Figure 1).

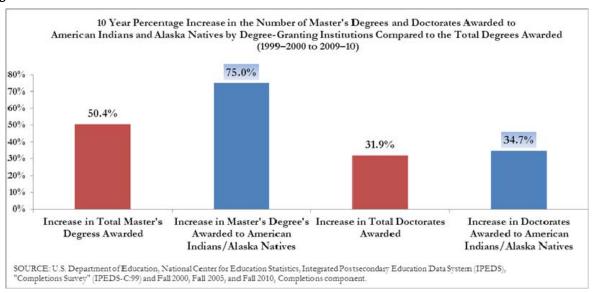
For example, when compared with the total US population—more American Indians and Alaska Natives completed high school or an equivalent program (e.g., GED) (see Figure 1). Furthermore, Native college enrollment more than doubled between 1976 and 2006.^{iv}



SOURCE: 2005-2009 American Community Survey 5-Year Estimates

Even more encouraging is that the number of master's and doctoral degrees awarded to American Indians and Alaska Natives between 2000 and 2010 outpaced the total increase in master's and doctoral degrees awarded in total over that same time period (see Figure 2).

Figure 2



President Obama has recently called higher education America's "economic imperative"—and the stakes are just as high, if not higher, in Indian Country. Higher education not only provides tribal economies with a more highly skilled workforce, but also can directly spur economic development and job creation on tribal lands. Tribes need Native college graduates to contribute their skills back home, boost available human capital and thereby attract new businesses, reduce unemployment, stimulate reservation economies through direct spending, and launch their own entrepreneurial ventures. However, as Brayboy, et al. assert, the impact of educational success for tribal nations extends beyond economics." Higher levels of education drives personal

Figure 3	Private	Public	Particular to Reservations
Economic	 Higher salaries and benefits Employment Higher savings levels Improved working conditions Personal/professional mobility 	 Increased tax revenues Greater productivity Increased consumption Increased workforce flexibility Decreased reliance on government financial support 	 Workforce and skills development Greater opportunities for leadership and small business Economic growth and development Employment for graduates on reservations Agriculture and land development
Social	 Improved health/life expectancy Improved quality of life for children Better consumer decision making Increased personal status More hobbies and leisure activities 	 Reduced crime rates Increased community service Increased quality of civic life Social cohesion/appreciation of diversity Improved ability to adapt and use technology 	 Mitigation of social problems Preservation of culture, language, and traditions Provision of further educational opportunities Technology transfer Community programs

advancement, thereby improving social welfare and empowering communities—essential elements for maintaining tribes' cultural vitality and protecting and advancing sovereignty.

In its 2007 report, "The Path of Many Journeys: The Benefits of Higher Education for Native People and Communities," the Institute for Higher Education Policy modified its Higher Education Benefits Matrix to reflect the significant, multifaceted impact investing in higher education has for tribal reservation communities (see Figure 3).vi

A substantial proportion of the Native population is currently under 18 years old—32 percent compared to 24 percent of the total population—and there is a large 'bubble' in the 15-19 age group in particular. Tribal leaders have a tremendous opportunity to realize these benefits on a large scale by investing in today's genera-

tion of Native youth, thereby strengthening Native economies and communities through higher education (see Figure 4). While the large group of Native people under the age of 19 calls for investment in youth, it is also important to plan for the advanced education and training of the parents, grandparents, and other adults in these young peoples' lives.

For Native nations to leverage higher education, however, it is not enough for more American Indians and Alaska Natives to earn postsecondary degrees. To fully reap the benefits of investing in higher education, tribes can create opportunities and expectations that graduates and skilled laborers return that investment back to the community. In some

Figure 4 Age Distribution, AIAN compared to Total US 85 and over American Indian/ 80 to 84 Total 75 to 79 Alaska Native Alone Population 70 to 74 65 to 69 60 to 64 55 to 59 50 to 54 45 to 49 40 to 44 35 to 39 6.5% 30 to 34 25 to 29 20 to 24 15 to 19 10 to 14 5 to 9 Under 5 SOURCE: US Census Bureau, 2010 Census, Summary

instances that may include creating new job opportunities in the tribal economy or identifying ways that graduates located outside of the tribe can contribute knowledge and skills virtually (e.g., consulting opportunities).

Many Native nations have invested in a range of innovative programs aimed not only at motivating and supporting tribal citizens to complete their education, but also at aligning higher education with economic needs and available jobs. Perhaps most importantly, tribes are creating opportunities for their citizens to either take advantage of higher education locally or return home after earning their degrees and advanced training.

These trends and notions point to a need that tribal leaders clearly recognize: if Native nations are to participate in the economy as equal partners, investment in higher education is needed. Some tribes have planned higher education and workforce development strategies that improve the skill set of current and prospective tribal council/organizational employees, bringing direct benefit to the tribe. Other Native nations have developed other approaches, including:

- Integrating culture by preferencing applicants who demonstrate language fluency,
- Providing opportunities to participate in cultural gatherings (e.g., culture camps), and
- Setting expectations about contributing knowledge and skills to the tribal community upon completion of training coursework or degree programs.

In this way, tribal investments in higher education and workforce development have multiple and far-reaching benefits that extend beyond individuals—that equip tribes to exercise their sovereignty as governments and to serve both the socioeconomic and cultural interests of their citizens.

INSIGHTS FROM TRIBAL INITIATIVES¹

One key theme emerges from all of the tribal initiatives featured in this document: Native nations are prioritizing higher education and are actively investing in programs that support tribal citizens in completing postsecondary education and training. The approaches described here offer a number of insights and promising practices that other Native nations can use to guide their efforts in leveraging higher education to strengthen their economies, their cultures, and their sovereignty, including:

- 1) Use Tribal Priorities & Economic Forecasts to Target Investments. To ensure that tribal enterprises have the skilled employees necessary to flourish, Native nations have created a range of programs aimed at encouraging tribal citizens to complete degrees in areas that are critical to economic development. The Cherokee Nation's Directed Studies program, which grants scholarships for specific degrees deemed essential to strengthening the nation's government and economy, offers an exemplar case in point of this approach to supporting higher education. Tribes are also providing valuable opportunities for citizens to gain experience and training in tribal ventures, as is seen through the Makah Tribe's Fisheries Management Internship, the Chickasaw Nation's placement of students in tribal departments through its School-to-Work Program, and the internships that the Saginaw Chippewa Tribe and Sealaska offer in tribal businesses. By using information on existing tribal enterprises to forecast workforce development needs and to set clear priorities for higher education funding, tribes can ensure investments are tailored to produce the most benefit back to the tribal community.
- 2) Ensure Scholarship Requirements Reflect Tribal Values. Tribes have strategically designed scholarship program requirements to fit their community priorities and provide the best guarantee of a strong return on investment. Whether to issue awards based on need or merit is among these decisions. For example, the Makah Tribe has chosen to direct its scholarships to students in need, while Sealaska distributes awards on merit to support its best and the brightest. Residency requirements are another issue: some tribes believe that those who currently live on their homelands are those who are most likely to return after graduation, and thus they focus on those students. Whereas other tribes grant funds regardless of residency but provide other incentives to move back to the community. Native nations have also incorporated culture into their scholarship applications: the Cherokee Nation assigns preference points to applicants who are fluent in Cherokee, and Sealaska requires students to demonstrate cultural knowledge to qualify for awards. Finally, certain scholarship programs target particular types of students, such as the Chickasaw Nation's School-to-Work Program for nontraditional students.
- 3) Set Expectations that Graduates will Provide Service to the Tribe. Several tribes featured here explained a persistent concern that they were funneling funds into higher education but did not have much to show for it because graduates took their skills to jobs elsewhere. One way Native nations have addressed this challenge has been to tie their scholarships and similar programs to tribal service and/or tribal employment. For example, participants in the Cherokee Nation's Directed Studies

Program must sign a contract to work for the tribe for at least two years after graduation, recipients of the Old Harbor Tribal Council's Undergraduate Specialized Academic Award must commit to a summer of community service in the village, and Sealaska employees pursuing their graduate degrees with tribal support must pay back their award if they resign from the corporation. Such requirements help maximize the benefits of higher education and ensure that tribes' investments do not completely leave their communities.

[1] NCAI acknowledges Cheryl Crazy Bull, President of Northwest Indian College, for her significant contributions to this section as many of the insights presented here are adapted from her presentation at NCAI's 2011 Annual Conference in Portland, Oregon.

- 4) Track Scholarship Recipients to Recruit for Tribal Job Opportunities. Connecting skilled tribal citizens with relevant job opportunities in the community is one significant way to strengthen the tribal workforce and motivate those who have moved away to return home. Both the Saginaw Chippewa Tribe and Sealaska accomplish this goal by tracking scholarship recipients through a database organized by academic discipline (e.g., law, education, engineering) and contacting these citizens when a position matching their qualifications becomes available. While many tribes offering scholarships may already have systems in place to track graduates, it may be useful to connect these systems with those tracking employment opportunities to target recruitment efforts and advertise tribal employment opportunities.
- 5) Build the Capacity of Current Tribal Employees through Release Time and Incentives. A crucial component of building tribal capacity is enhancing the skills of those already employed in tribal enterprises. Tribes are strengthening their existing workforces by providing release time and salary/benefit incentives for training and coursework. For example, the Old Harbor Tribal Council awards up to \$1,000 per year for specialized training related to employees' work, and Sealaska supports employees who pursue master's degrees in high-need fields. In this way, tribes invest directly in their own human capacity to govern and manage programs serving their members.

FEATURED TRIBAL INITIATIVES

The following tribal initiatives highlight some of the strategies and best practices that tribes are leveraging to achieve these goals. These initiatives were featured at a session presented at the 2011 NCAI Annual Convention in Portland, Oregon, entitled, "Incentivizing Higher Education to Strengthen Tribal Economies."

Index of Featured Tribal Initiatives:

Cherokee Nation: Directed Studies Scholarship

Chickasaw Nation: School-to-Work Program

Makah Tribe: Higher Education Program, The Makah Fisheries Management Internship

Old Harbor Tribal Council: The Undergraduate Specialized Academic Award, The Specialized Skill Training Award

Saginaw Chippewa Tribe: Academic Incentive Awards, Tribal Leadership Program, Career Development Program, and the Youth Leadership Program

Sealaska / Sealaska Heritage Institute: Sealaska Scholarship program, Judson L. Brown Leadership Award



CHEROKEE NATION

The Cherokee Nation is committed to the notion that education—and particularly higher education—holds the key to strengthening sovereignty, developing the tribal economy, and revitalizing Cherokee language and culture. In addition to supporting a number of tribal K-12 programs aimed at cultivating the workforce pipeline early and equipping students for success in college and careers, the Cherokee Nation also forecasts future job needs and invests in a scholarship program that targets these high-demand areas. This program, called the Directed Studies Scholarship, provides merit-based financial aid to Cherokee citizens pursuing higher education in specific study areas deemed critical to strengthening the Cherokee Nation's government and economy. After earning their degrees, scholarship recipients must complete an employment payback of at least two years of service within the tribe.

The list of eligible study areas for the Directed Studies Scholarship currently includes 65 degrees, ranging from business administration to language immersion education, computer science to video production, and various health fields to environmental engineering. However, the list is revised every semester to correspond with the changing needs of the Cherokee Nation's government departments and businesses. The tribe's College Resource Center regularly consults with tribal employers to determine their plans and the skills and qualifications that future employees will need, and then updates the Directed Studies Scholarship accordingly.

As one of the Cherokee Nation's most competitive and prestigious scholarship programs, the Directed Studies Scholarship currently funds 22 students and only opens up new slots when current recipients graduate. The scholarship amount is pre-determined based on how much it would cost to attend the University of Oklahoma, which is currently the most expensive public state school in Oklahoma. If students attend another college, such as a private or out-of-state school, they only receive up to that pre-determined amount. Students can use the Directed Studies Scholarship to pay for tuition, books, fees, and room and board. In addition to providing an incentive for tribal citizens to become educated in and enter high-demand career fields, the scholarship also supports Cherokee language revitalization by assigning preference points to applicants who are fluent in Cherokee.

To ensure that the Cherokee Nation gets a return on its investment and that scholarship recipients use their degrees to benefit the tribe, the Directed Studies Scholarship requires supported students to sign a contract stating that they will work for the Cherokee Nation for at least two years after graduation. For students, this means a guaranteed job upon degree conferment. If a scholarship recipient drops out of school, does not meet academic standards, or fails to fulfill the post-graduation employment service agreement, that individual must pay back all funding assistance to the Cherokee Nation.

CONTACT

Cara Cowan Watts Tribal Councilwoman, Cherokee Nation cara@caracowan.com, 918-752-4342 The Chickasaw Nation's School-to-Work Program has achieved remarkable success in providing non-traditional students with access to both higher education and meaningful work experience, while also building tribal capacity. The tribe created the program in an effort to address two issues it saw occurring within the community. First, it recognized that many non-traditional students were reaching a point where advancement was no longer possible. Their employers wouldn't grant them the time or flexibility to go back to school, while family and financial obligations made it exceedingly difficult to pursue higher education after work. Second, Chickasaw citizens were not meeting the minimum qualifications for jobs they were seeking in tribal enterprises and the tribal government. By providing students with real work experience while they attend school, the School-to-Work Program not only removes many of the barriers preventing non-traditional students from getting their degrees, but also allows the tribe to "grow its own" skilled workforce.

Students in the School-to-Work program spend half of the day attending classes and the other half of the day at on-the-job training within Chickasaw Nation businesses and governmental departments. To ensure that participants have the financial resources to support their families while pursuing their education, students are paid for a full 40 hour work week and provided with all of the benefits of regular employees (sick leave, vacation time, holiday pay, etc.). To cover their educational costs, students utilize funding from a variety of sources, including federal or state grants and Chickasaw Nation Higher Education grants and scholarships. If a student still has unmet expenses, the School-to-Work program will award funds to meet the additional financial need.

The School-to-Work program matches students with on-the-job training opportunities related to their study area. Students pursue a wide variety of degrees, from accounting to counseling, dental hygiene to information technology, and nursing to Native American studies. Career counselors work with each student to ensure his or her success both in school and at work. By the time students complete the program and graduate, they have not only a degree and/or vocational certification, but also 2-4 years of valuable job experience and a strong recommendation from their supervisor—assets that put them ahead of the competition. Three months prior to graduation, students are referred to the Chickasaw Nation Human Resources Department, who, in conjunction with the School-to-Work program career counselor, assists the student in preparing to obtain a quality job at the tribal, local, state, or national level. If a student has not found a job upon graduation, the School-to-Work Program provides the student with job search and placement assistance for 90 days.

The Chickasaw Nation's investment in its young people has paid off considerably. Of the 87 graduates who have completed the School-to-Work Program over its eight years of operation, 98 percent of them secured full-time employment within the Chickasaw Nation. The School-to-Work Program truly is fulfilling its mission of "creating a nation of educated and highly trained professionals who can meet the demands of today's workforce."

CONTACT

Danny Wall Director, Chickasaw Nation School-to-Work Program Danny.Wall@chickasaw.net



Makah Tribe

The Makah Tribe's 2011 high school senior class achieved something remarkable: 100 percent of its on-reservation graduating seniors were accepted to four year, two year, or technical colleges. Because the Makah's education department is committed to funding the unmet need of its tribal citizens, almost all of these students will receive some sort of financial aid from the tribe as they pursue their studies. A unique aspect of the Makah's higher education program is that it prioritizes on-reservation undergraduates when distributing scholarships. The tribe focuses on these local students for one chief reason: simply put, it believes that the community will receive the highest return on its investment by supporting those who are most likely to come back to the reservation after graduation.

While the Makah's education department has considered prioritizing scholarships for those students seeking degrees in high-need fields, it has not done so because it has found that those areas of need fluctuate. The tribe does, however, offer a unique internship aimed at piquing youths' interest in fisheries and environmental and natural resource sciences, and in turn encouraging them to become the tribe's future biologists and fishery managers. As a fishing community, the Makah's economy revolves around natural resource management and it is critical for the tribe to prepare its citizens for careers in these fields.

Offered in conjunction with National Oceanic and Atmospheric Administration and Northwest Indian College, the Makah Fisheries Management Internship grants students an opportunity to work on a project in Neah Bay with a Makah Tribal Fisheries Management biologist or manager in freshwater biology, fisheries administration and data management, or marine mammal science. High school seniors and college freshmen are eligible to apply, with an option of continuing the internship for a second year. The internship includes both academic and work components. Interns take 6-7 credits of classes through Northwest Indian College and shadow Makah Fisheries Management staff. Additionally, they perform independent research on a fisheries or environmental science topic of their choice, write a scientific paper on their findings, and give a presentation about their summer experience.

CONTACT

Janine Bowechop Executive Director, Makah Cultural and Research Center Chairperson, Makah Tribe's Higher Education Committee mcrcjanine@centurytel.net, 360-645-2711



OLD HARBOR TRIBAL COUNCIL

The Old Harbor Tribal Council has a long tradition of recognizing and supporting its tribal members who pursue higher education. It recently realized, however, that much of its financial support was flowing outside the tribe and not benefitting its home village on Kodiak Island, Alaska. Scholarship recipients were often tribal members who not only grew up outside the village, but who also frequently attended college in the lower 48 states and, after graduation, did not come back to the community. In other words, the tribe was not getting the return on its investment that it had hoped. To address this situation, the Old Harbor Tribal Council established two new programs: the Undergraduate Specialized Academic Award and the Specialized Skill Training Award.

The Undergraduate Specialized Academic Award aims to create an incentive for funded students to return home and use their education for the benefit of the community. In exchange for a scholarship of up to \$500 per semester, students commit to work with youth in Old Harbor for at least one summer (May to September) upon graduation. The advantages of the program are twofold. First, for those scholarship recipients who have not lived in their ancestral home, the experience grants them a richer understanding of village life and culture. Second, the tribe benefits directly from their education. By working with Old Harbor youth for the summer, the new college graduates not only share their recently gained knowledge and expertise with the younger generation, but also help to expand youths' visions of what is possible and inspire them to likewise pursue higher education.

The Specialized Skill Training Award focuses on supporting tribal employees to develop their professional skills. The tribe awards up for \$1,000 per year for any specialized training specific to employees' work or career. Before Old Harbor established this program and specifically set aside funding for it, the tribe found it often didn't have room in its budget to support employee training. The award is not simply an investment in individual Old Harbor employees, but is a critical investment in the infrastructure and capacity of the tribe itself.

The Undergraduate Specialized Academic Award and the Specialized Skill Training Award are the newest additions to Old Harbor's scholarship programs, which also include the Undergraduate Academic Award (up to \$1,000 per academic year for any qualified applicant who is accepted or enrolled in an accredited institution) and the Vocational Education Award (up to \$1,000 per year for any qualified applicant who is accepted to or enrolled in an accredited vocational school). The Old Harbor Tribal Council awards scholarships across all four programs to an average of 15 people per year.

CONTACT

Fred Brooks Administrator, Old Harbor Tribal Council fred.brooks@ohtcmail.org 907-286-2215



SAGINAW CHIPPEWA TRIBE

The Saginaw Chippewa Tribe firmly believes that education is the foundation of the tribe's present and future success. To promote community development and help meet the demand for skilled tribal employees, the tribe offers an extensive array of programs that encourage tribal members to pursue higher education.

The Saginaw Chippewa's Tribal Scholarship Program funds undergraduate and graduate students based on full or part-time enrollment status. To further motivate these students to perform well in their classes, the tribe's Academic Incentive Awards program rewards students for their academic achievements. Students receive a monetary award per credit hour for every class where they receive a 3.0/B or higher. Graduating students receive special recognition and a commemorative plaque. The tribe presents all of these awards to students at its annual Higher Education/Eagle Spirit Awards banquet.

To ensure that scholarship recipients have an opportunity to use their educations to give back to the Saginaw Chippewa community, the tribal educational department shares information about past and present college graduates with the Anishinaabe Workforce Developer in the Tribal Operations Human Resource Department, who contacts graduates in the event that they qualify for positions within any of the tribal enterprises.

The Saginaw Chippewa Tribe also makes considerable investments in preparing its tribal members for positions within the community workforce through two key opportunities. The first of these programs, the Tribal Leadership Program, provides college students pursuing a bachelor or higher degree with full-time internships in a tribal department that is relevant to their field of study, with a particular emphasis on tribal operations, gaming, and other tribal business ventures. This on-the-job experience is intended to complement students' academic work and make an important contribution to the work of tribally owned ventures. The Career Development Program targets students pursuing Associate degrees and also places them in internships within tribal operations and other tribal enterprises.

Finally, the tribe assists high school juniors and seniors in making the transition from high school to college through a bridge program called the Youth Leadership Program. High school students enroll in college for a maximum of 6 credit hours per semester while concurrently attending regular high school classes. The program provides students with funding for student fees, books, and supplies, as well as a stipend based on seated class time.

CONTACT

Sharon Skutt Higher Education Coordinator Saginaw Chippewa Indian Tribe skutt@sagchip.org, 989-775-4505



Sealaska Heritage Institute

Sealaska, a Native corporation created by Congress under the Alaska Native Claims Settlement Act, and its non-profit, the Sealaska Heritage Institute, have developed a comprehensive educational program in order to promote academic achievement and improve quality of life for Tlingit, Haida, and Tsimshian tribal members. Two core traditional values guide Sealaska's education initiatives:

- Haa Shagóon: Our Past, Present and Future. We honor our ancestors, and we recognize that we have responsibilities to our future generations.
- Haa Latseení: Strength of Body, Mind, and Spirit. An element of Haa Latseení requires that we educate and train our youth to prepare them to care for their families and communities.

In recognition of these cultural values and the critical need to cultivate its own leaders, Sealaska established a \$2.5 million endowment in 1988 to provide a foundation for supporting the education of its tribal members well into the future. Every year, the endowment generates approximately \$600,000 for 350 to 400 academic and vocational scholarships. Since 1981, Sealaska has invested more than \$8.9 million in scholarships for its tribal members.

Sealaska has designed its scholarship program to maximize the benefits of higher education to the community. Undergraduate scholarships are awarded based on merit, rather than need, and students must demonstrate knowledge of and commitment to Tlingit, Haida, and Tsimshian culture. Students also receive scholarships with the understanding that they will use their college degrees to serve the Native community. To track and connect scholarship recipients with job openings in tribal businesses, Sealaska maintains a database of its college graduates, organized by discipline, and contacts them when a position matching their qualifications becomes available. Sealaska Heritage Institute also administers a second scholarship endowment, the Judson L. Brown Leadership Award. Sealaska The \$5,000 award is given each year to one student (Sealaska shareholder or descendant) who has demonstrated leadership skills. It was named for the late Tlingit leader Judson Lawrence Brown, who was a powerful advocate for education and leadership development.

Sealaska also provides a number of job training, work experience, and professional development opportunities. For undergraduates, Sealaska offers a targeted internship program that places students in high need areas—such as accounting and finance, anthropology, communications, economic development, information technology, language restoration, and natural resources—within Sealaska Corporation, its subsidiaries, and with other Sealaska business associates. All internships feature a strong cultural component through a "Latseen," or "strength," orientation that teaches students about Tlingit, Haida, and Tsimshian culture, history, and legal identity.

Sealaska also strategically builds capacity by encouraging current tribal employees to pursue graduate education in select areas. When a tribal employee pursues a master's degree in a field deemed critical to community success, Sealaska pays up to 80 percent of that employee's educational costs. To motivate students to complete their degrees and ensure that this investment benefits Sealaska, participants in the program must pay back these awards if they resign from the corporation.

CONTACT

Rosita Worl, Ph.D. President Sealaska Heritage Institute Rosita.Worl@sealaska.com 907-463-4844

Endnotes

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ABOUT THIS PUBLICATION

This publication was produced using insights from tribal nations collected through phone and email conversations by staff of the National Congress of American Indians (NCAI). It follows on a session presented at the 2011 NCAI Annual Convention in Portland, Oregon, entitled, "Incentivizing Higher Education to Strengthen Tribal Economies."

This Tribal Insights Brief was developed by Katie Jones (NCAI Fellow; Cherokee) Malia Villegas (NCAI Policy Research Center Director; Sugpiaq), Christina Daulton (NCAI Policy Research Center Program Manager), and Amber Ebarb (NCAI Policy Research Center Program Manager; Tlingit).

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vi See note iii.