

**The Unmet Needs
of the Menominee Nation:
Challenges and Opportunities**

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Executive Summary

Prior to the enactment of the federal Termination Act in 1954, the Menominee Nation was economically self-sufficient and enjoyed the reputation of being a model of responsible, effective tribal governance. The immediate and lingering effects of Termination were poverty and the health and social ills that typically accompany poverty. Menominee County, which is coterminous with the Reservation, is Wisconsin's poorest county and has the lowest levels of health in the state. The Tribe is one of the poorest in the country. Indeed, the federal government recognized the problems with Termination, repealed the law in 1973, and abandoned plans to terminate other Indian nations. The damages to the Menominee, however, have not been reversed.

The government of the Menominee Nation continues to be thoughtful and responsible as it addresses the Tribe's challenges. In this report, we review the budget and the array of programs and services for tribal members, and we identify a partial list of needed projects and programs. Available funds are not only very limited, but, importantly, the Tribe is heavily dependent on the federal and state governments. In the 2006-07 fiscal year, the tribal budget depended on the federal government for 56.6 percent of expenditures. The Tribe itself was only able to fund 21.5 percent. The Tribe is very vulnerable to cuts in funding it cannot control.

One potential source of revenue to improve conditions on the Reservation and the quality of life for tribal members is an off-reservation casino and convention center. Because of the location of the Reservation in a rural, sparsely populated region of Wisconsin, improvements and expansion to the existing casino and hotel on the Reservation would not significantly increase revenues. Pending approvals from federal and state authorities, agreements between the Tribe and the local community are in place to build a casino and convention center in Kenosha. Implementation of these agreements would bring with them the establishment of training programs and business arrangements that explicitly would drive economic development and growth on the Reservation. A Kenosha casino also could enhance tribal ties with Menominee communities in Milwaukee and Chicago. These proposals build on existing strengths like the College of Menominee Nation and take advantage of the tendency of tribal members to move off the Reservation for work or education and then to return after a few years.

We conclude this report with specific recommendations for projects that could be funded with revenue from a new casino. Many of these are priorities that the Tribe cannot afford to meet.

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We close in expressing our respect and admiration for the Menominee Nation and its people’s determination to overcome the adverse effects of Termination. Given the opportunity, the Menominee Nation will resume its place as a model of positive identity, self-reliance, and partnership.

Introduction

The Menominee Indian Tribe of Wisconsin and the Menominee Kenosha Gaming Authority asked the La Follette School of Public Affairs, University of Wisconsin–Madison, to study unmet needs of the Nation, with particular attention to how revenues from a casino and convention center in Kenosha, Wisconsin, might benefit the Nation.

This report incorporates findings from studies that tribal agencies completed, including:

- Proposed Use of Income Generated from Off-Reservation Gaming
Unmet Needs and Projected Benefits to the Tribe and its Members
from Increased Tribal Income*
- Damages from Termination Accrue into Unmet Needs —
Land into Trust Application Supplemental Report*
- Organizational Unmet Needs*

Each of these studies addresses the events and circumstances that led to the Tribe's current economical, social, cultural, and governing conditions. The studies, individually and collectively, followed sound methods of analysis and used verifiable data. Together these studies make a compelling case for the need for increased revenue to address critical tribal needs.

Our independent analysis consists of the following major parts:

1. the legacies of the history of the Menominee Nation and especially the effects of the federal Termination policy
2. the current sources of revenue available to the Tribe
3. the needs of the Tribe to maintain current levels of operations and service, to address existing concerns and issues, and to meet challenges and opportunities
4. the difference between current revenue streams and the costs of the Nation's needs
5. the likely effects of an expanded casino and hotel on the Reservation
6. the probable impacts on the Reservation if the Nation operates a casino and convention center in Kenosha
7. a summary of findings and conclusions, as well as recommendations for the Tribe

History

The Menominee Indian Tribe has resided in what is now the state of Wisconsin for more than 10,000 years. Menominee tribal lands once encompassed nearly 10 million acres within Wisconsin and Upper Michigan.¹ The treaties of 1831, 1832, 1836, 1848, 1854, and 1856 all resulted in the cession of Menominee land that left the Tribe with 235,000 acres in northern Wisconsin, close to the mouth of the Menominee River where the Menominee origin story places the creation of the Tribe.²

Confined to such a limited amount of land, the Menominee could no longer live by their preferred methods of hunting, fishing, and gathering of rice. While the sandy soil in the Reservation was not conducive to growing crops, the land did include prime timber. In 1908, the La Follette Act authorized the construction of a sawmill on the Reservation, and the Tribe began to practice sustained-yield management of its forest. The sawmill was and continues to be a major source of income and employment for the Menominee people. The forest is valued culturally and economically.

By the 1950s the Tribe was among the most self-sufficient tribes in the United States. The Tribe owned a 220,000-acre forest and a sawmill representing a capital investment of \$1.5 million. Furthermore, the Tribe had more than \$10 million on deposit in the U.S. Treasury and had a successful, fully functioning government.³ The Tribe also had established a law enforcement agency, telephone services, electric companies, a hospital and clinic, and schools. By virtue of its great successes, the Menominee Nation was one of the few tribes initially targeted for a new federal policy that unilaterally ended rights and protections based on the treaties.

This policy—widely recognized as a mistake—caused significant harm to the Tribe. Analyses by the Menominee Tribe detail the damages. Despite the repeal of this policy, the adverse effects of Termination continue. The harm this policy caused distinguishes the Menominee Nation from other tribes in the United States.

With very limited resources, the Menominee have made impressive strides over the past years to return their Tribe to the prospering nation it was before Termination. The Menominee have used the modest revenues from the gaming operation on the Reservation in several ways to benefit the Tribe. The Nation operates and maintains a health-care clinic for tribal members. Since 1993 the College of Menominee Nation has served the community by offering associate of arts and sciences degrees and providing opportunities for students to complete baccalaureate degrees through agreements with four-year universities. The Tribe continues to sustain and nurture its forest and to run and maintain the sawmill, which provides the Nation with jobs and income. These ventures are strong indicators of the Menominee determination to use resources carefully and with a commitment to the collective benefit of the Tribe. These ventures also provide a sound foundation on which to build. Additional resources are necessary for the Menominee to expand upon its successes and to return its Reservation and its Tribe to the status as one of the best in the country.

Termination and Its Effects

The Menominee Termination Act was signed into law on June 17, 1954, but it was not implemented until May 1, 1961, because of many problems with the large number of questions and concerns raised by the implications of ending federal recognition. The Tribe and the State of Wisconsin also sought to block Termination and then to restore recognition of the Tribe. Indeed, the policy was so problematic that the federal government gave up plans to terminate other tribes. The act transformed the reservation into a county subject to state and federal laws.⁴ Tribal rolls were closed. Children born after 1954 were not recognized as tribal members. The Menominee were no longer viewed as Indian, and tribal government structures were relegated to history.

Prior to Termination, tribal members were considerably poorer than the white population in surrounding counties, and the reservation had a limited and fragile revenue base, despite the Tribe's relatively successful sawmill, sustainable forest, viable hospital, functioning power plant, and sound government. The federal government considered these accomplishments an indication the Menominee should be "rewarded" with Termination, even though all factors showed that residents of the new county would not be able to fund the services the State of Wisconsin mandated.⁵ The narrow base for property taxes was insufficient to support the public schools, law enforcement, human services, and emergency services the State required.

After years of lobbying by the Menominee and the State of Wisconsin, the federal government restored recognition to the Menominee on December 22, 1973. However, restoration did not end or remedy the negative effects of Termination. A 2005 study by the Tribe demonstrates that individuals and the Nation as a whole faced increased costs for governance and public services at the same time income dropped.⁶ We highlight some of the major findings:

- Individuals and families left the former reservation in record numbers for jobs and for services. The population on the former reservation consisted primarily of the very young and the elderly. Poverty increased markedly.
- The hospital and clinic had to be abandoned because of the inability to fund compliance with state standards. Most tribal members had to forgo health care because of the higher costs and the lack of transportation to services in Shawano and Antigo.
- The Tribe sold its telephone and electric companies, and utility services had to be purchased.
- Tribal courts and police were dismantled, and Menominee County relied heavily on neighboring Shawano County for law enforcement.

- The former reservation became part of the Shawano School District, and Menominee youth pursued their education with the challenges that accompany ethnic minority status.
- Menominee young people no longer qualified for funding for Indians to attend boarding schools or colleges.
- Land, critical to the economy and the cultural identity of the Menominee, had to be sold by Tribal Enterprises (the entity that runs tribal businesses) to individuals outside the Tribe to generate needed revenues.
- Individuals also had to sell land to buyers outside the Tribe because they could not afford property taxes levied as a result of Termination.
- Menominee had to acquire hunting and fishing licenses for activities critical for cultural identity and, for some, sustenance.
- As with other communities in social and economic distress, the Tribe has experienced increases in alcohol and other drug abuse, gang-related violence, and domestic abuse since Termination.

While it might be argued that some of the economic difficulties and relocation of Menominee to urban areas were due in part to factors other than the Termination policy, it cannot be argued that Termination helped the Menominee Nation or its people. Indeed, the federal Bureau of Indian Affairs has acknowledged that Termination was a mistake and caused the Menominee harm:

In 1965, the Bureau stated: “A review of developments in Menominee County since termination of the Federal trust in 1961 makes clear how ill-advised were the terms on which the Menominee were deprived of Federal services and supervision.”⁷

In 1972: “Upon termination the reservation became a county which today is the most poverty-stricken in the State of Wisconsin. Public expenditures which were to decrease over time soared from an annual figure of \$160,000 before termination to almost \$2,000,000 thereafter. Yet despite the cost the county ranks at the bottom of Wisconsin counties in employment, income, education, health, housing, property values, and other areas.”⁸

Continued Costs of Termination

More than 50 years after Termination, the Tribe's economic and cultural integrity is still recovering. Menominee County, coterminous with the Reservation, regularly ranks as the poorest county in Wisconsin and the fourth poorest tribe in the United States.⁹ Ongoing issues include:

- The diversion of revenues from the sawmill to replace federal revenues lost with Termination and to pay for costs required of county governments by the State of Wisconsin meant that the mill could not reinvest in the modernization of its operation.
- The loss of the hospital was only partially offset with the establishment of the Menominee Tribal Clinic in 1977. Anyone needing care and treatment in a hospital must still bear the extra costs of traveling to and staying in a facility off the Reservation. Partly due to the high poverty rate, the Menominee have considerably more expensive health-care needs than other Wisconsin communities.
- Tribal ownership of utilities has not been restored, and services must be purchased from off-Reservation sources.
- The State of Wisconsin created the Menominee Indian School District in 1976 so children could learn in an atmosphere free of some of the racial hostility encountered in Shawano, but this added a significant expenditure for the Tribe.
- The coterminous existence of Menominee County and the Reservation continues to oblige the Tribe to meet the mandates and responsibilities of a county without adequate revenues from property taxes.
- The Menominee's status as a tribe and as a county means higher expenses for governance—two bodies are more expensive to operate than one.
- The Menominee Nation is the only tribe in Wisconsin not covered under federal Public Law 280 that gives states jurisdiction over Indians accused of crimes. Law enforcement costs for the Menominee are higher than for other tribes and for other counties with similar populations but without the complexities of handling cases in accordance with whether the accused are Indian.
- The disruption to the economy of the Menominee continues to disadvantage the Tribe and its members and to drive an exodus of individuals seeking employment in areas and occupations not related to the Tribe or Tribal Enterprises.

Descriptive Overview

The unmet needs of the Menominee Nation at the beginning of the 21st century can in part be understood through an examination of the characteristics of the Nation's people and Reservation. The Tribe has a larger percentage of younger people than is the norm in the United States. Tribal members experience unusually high levels of poverty and are not as healthy as other groups in society. The Reservation has considerable natural beauty, but aging infrastructure. In short, the needs are many and serious. Figure 1 outlines characteristics of the Menominee Tribe.

Figure 1: Characteristics of the Menominee Tribe, 2000

These indicators are absolute measures that demonstrate high levels of poverty among the Menominee.

- Total population was 8,691.
- The median age was 25.9, with 38.6 percent younger than 18 and 6.3 percent older than 55.
- 79.4 percent of those who are at least 25 years old have a high school education.
- 9 percent have a bachelor's degree or higher.
- 65.2 percent of those who are at least 16 years old are in the labor force.
- The unemployment rate was 16 percent.
- The median income per household was \$28,906.
- The median income for men was \$25,661.
- The median income for women was \$21,274.
- The per-capita income was \$10,499.
- 25.7 percent of families were below the federal poverty line.
- 50.9 percent of the families with children were headed by a female with no husband present.
- The median year for when housing was built is 1975.
- 9.9 percent of the housing units had no telephone service

Source: U.S. Census Bureau, *Characteristics of America Indians and Alaska Natives by Tribe and Language: 2000* (December 2003), www.census.gov/prod/cen2000/phc-5-pt.1.pdf.

Demography

The Menominee Indian Tribe has resided in what is now Wisconsin from before the earliest European contacts in the 1600s. Disease and conflicts introduced by other migrating tribes reduced the Menominee population to as low as 400 at the time of the French arrival in Wisconsin in 1667. The Menominee population grew slowly during the next 200 years, with an 1854 census reporting 1,900. At the same time the treaties with the United States federal government reduced the lands available to the Menominee.

For the next 100 years, the Menominee population had a low of 1,400 and then experienced gradual growth until tribal rolls were closed in 1954 under the federal Termination policy. At Termination in 1961 the enrolled membership was 3,700, which does not include children born after the closing of the rolls in 1954. Approximately three-fourths of the Tribe lived in Menominee County.¹⁰

The enrolled Menominee population has more than doubled over the years since Termination: The U.S. Census Bureau reported the population of the Menominee Tribe at 8,691 in the 2000 census. The distribution of the population since 1954 has changed dramatically. Before Termination, the great majority of the Tribe lived on the Reservation. In the decades after, the reservation population declined 12 percent in the 1950s and 29 percent in the 1960s. Population decreases were even greater for the Menominee population since the county figures reflect an influx of non-Menominee. Non-Indians were 2 percent of the population on the Reservation in 1956; by 1970 they were 12 percent.

Since federal recognition of the Tribe was restored in 1973, overall tribal population growth has continued, but the shift out of Menominee County has not abated. As of September 2004, the Menominee Tribe had 8,181 enrollees. Less than half of the enrollment (4,021 people, or 49.1 percent) live on the Reservation, another 2,856 (35 percent) live off-reservation in Wisconsin, with the largest populations in communities adjacent to the Reservation (749), in Green Bay (612), and Milwaukee (341). The remaining 1,304 members live out of state, with the largest concentration in Chicago (126).¹¹

The movement of population off the Reservation, and the County's high birth rate, has led to a dramatic skewing of the age distribution of the tribal population on the reservation. Those tribal members living off the Reservation are more likely to be of working age, and those living on the Reservation are more likely to be children. Of the total enrollment, 27.8 percent are younger than 20, but among those people living in Menominee County, 42.1 percent are younger than 20. In Wisconsin, 25.5 percent of the population is younger than 18, compared to 38.9 percent of Menominee County's residents. No other county in Wisconsin exceeds 30 percent.¹² This

skew dates to Termination when the county population saw increases among the very young and very old, and substantial decreases in working age people. These trends suggest that people were leaving the Reservation to pursue work or education that may have not been available on the Reservation, leaving behind their children to be raised by single parents or by grandparents.

These shifts in the county population have many consequences for individuals, families, and for the governmental institutions responsible for service provision. One result is that single women head many more Reservation households than is generally true in the state. Data from the 2000 Census show nearly one-third of Menominee householders are single women compared to 9.6 percent of all Wisconsin households. Female-headed households are much more likely to experience poverty, utilize government assistance, and have negative consequences for children’s educational attainment and other outcomes.¹³

Income and Poverty

Especially since Termination, the Reservation has experienced levels of poverty and income far worse than any other county in Wisconsin. Table 1 compares median income (adjusted for inflation) in Menominee County with state levels.

Table 1: Median Household Income (2005 dollars)¹⁴					
	2005	1999	1989	1979	1969
Menominee County	30,839	34,512	22,242	35,239	28,902
Wisconsin	47,141	51,335	46,371	38,786	44,516

Median income in Menominee County has been consistently about two-thirds of that statewide, with the exception of 1979, the peak year for federal spending on Indian programs, before cuts instigated during the Reagan/Bush years.¹⁵ In an environment such as Menominee County where a large proportion of the labor force is employed by the local government, the availability of funding for such programs did appear to have a strong, if transitory, effect on raising relative income levels.

Table 2 compares the poverty level in Menominee County with state rates and other nearby counties during the last three decades.

	Percentage of Population in Poverty			
	2005	1999	1989	1979
Menominee County	26.3	28.8	48.7	18.0
Langlade County	11.8	10.1	14.6	n/a
Oconto County	8.7	7.1	12.1	n/a
Shawano County	9.6	7.9	11.3	n/a
Wisconsin	10.2	8.7	10.7	7.1

Poverty rates for Menominee County are anywhere from two to four times higher than the state rates or even than the relatively high rates of a poor, neighboring rural county such as Langlade. The higher poverty rates in Menominee have several sources. The larger proportion of children and older adults on the Reservation means that families are more likely to have non-earning members. The greater number of single-parent households mean that more families have only a single source of income. And, the incomes that those families earn are lower than in other Wisconsin counties.

External factors such as the general condition of the economy and levels of federal spending affect poverty rates in all counties, but Menominee County appears to react more strongly to these factors. Poverty rates in other counties and on the statewide level move within a fairly narrow band, but poverty rates in Menominee County more than double between 1979 and 1989, and then drop by half between 1989 and 1999. This sensitivity to external factors no doubt reflects the limited diversity of employment opportunities in the county. In the late 1970s government and the forestry/lumber industry accounted for almost all on-reservation employment. Government funding cuts or slowdowns in the lumber industry can have enormous impacts on the overall economic condition of the tribal population.

Employment

Since the 1970s the Tribe's employment opportunities have diversified, primarily from the opening of the tribal casino and hotel in 1987 and the chartering of the College of the Menominee Nation in 1993. Along with the forestry industry and some small retail, these employers provide jobs not only for the residents of Menominee County, but also draw in employees from other counties, primarily Shawano, some of whom are tribal members living off-reservation. The county labor force faces an annual unemployment rate that generally hovered between 8 percent and 10 percent through the 1990s, with an increase to 12.3 percent during the recession of the early 2000s, remaining around 10 percent since then. The unemployment rate is at least twice as high as that in the state overall and is the highest of any county in the state.

Social Services

Given high unemployment and poverty rates and low income levels on the Reservation, tribal social services are an important safety net. The Tribe offers many programs; the State manages some, others are run independently. Funding comes from tribal funds, the federal Bureau of Indian Affairs, the U.S. Department of Health and Human Services' Administration for Children and Families, and a few Wisconsin agencies.¹⁷ General Assistance provided grants for food, shelter, and clothing for adults without children before it was terminated in 2007 due to insufficient funding.

Since 2004, the Tribe has managed its own Temporary Assistance for Needy Families (TANF) program; before that, tribal members applied to the State's program, Wisconsin Works (W-2), which is managed through county offices. The Tribal TANF program serves many more Menominee than had received grants or services through W-2. In the seven years from the start of W-2 to the start of the Menominee program, 296 families identifying as American Indian received W-2 grants or services in Menominee or Shawano counties. For federal fiscal year 2006 (October 2006 to September 2007) alone, the Tribal TANF program served 794 families and distributed \$475,000 in voucher payments. In addition, the Tribe's grant-supported employment and training program annually provides job-search and training services to 200 youth and 100 adults.

Two tribal programs supply basic support or emergency assistance to individuals ineligible for TANF. The Emergency/Catastrophic program serves as a last resort assistance fund for those needing one-time emergency support. The Tribe's Aging Division provides heating assistance and home repair aid to older adults.

Health

Menominee County consistently ranks as the worst in Wisconsin for health outcomes and risk factors. The only exception to this pattern is when air pollution, water pollution, and lead paint are considered. The environmental quality of the county is consistently among the best in the state. Menominee County has the highest mortality rate and the highest incident rate of almost every major chronic illness. Despite the impressive outpatient services at the Menominee Tribal Clinic, Menominee County has the fifth worst health-care services of the 72 counties in Wisconsin. Menominee County placed 69 out of 72 on the incidence of type 2 diabetes, itself an indicator of poor health habits and conditions.¹⁸ In a 2007 University of Wisconsin–Madison Population Health Institute study, Menominee County ranks as worst in Wisconsin when considering:

- mortality (death rate for those younger than 75)
- general health
- mammogram screening

- smoking during pregnancy
- teen birth rate
- sexually transmitted diseases
- motor vehicle crashes requiring emergency room visits
- violent crime
- high school drop-out rate
- proportion of adults lacking high school degrees
- unemployment rate
- children in poverty
- divorce rate
- single parent households

Infrastructure

The Menominee Reservation is a forested area along one of the most pristine and picturesque segments of the Wolf River. The natural resources of the Reservation are of considerable cultural and aesthetic value. Infrastructure for community living and economic activities is, however, quite limited and aging.

Transportation

According to the Indian Reservation Road inventory, the Menominee Reservation has approximately 295 miles of Bureau of Indian Affairs roads, 8 miles of tribal roads, 41 miles of state roads and 122 miles of county and township roads. The Tribe's Community Development Department maintains and repairs tribal and Bureau of Indian Affairs roads while Menominee County is in charge of county and town roads.

The Menominee Nation's Department of Transportation provides services to the Tribal School, Head Start, and Tribal Clinic and operates round-trip bus services from Keshena to Neopit, Zoar, Middle Village, Shawano, and other locations. The department works with the Department of Community Development to improve walkways and crosswalks to make Reservation towns more pedestrian friendly. The Department of Transportation's development plan addresses current services as well as needs and gaps in service.

Utilities

Keshena has community wells, a new pump house, two water towers, water and wastewater distribution systems, and a wastewater treatment plant. Neopit's systems are similar to Keshena, while Zoar has a new well and pump house. The Tribe is beginning a \$5 million project to update utility systems, with partial funding from the U.S. Department of Agriculture, U.S. Environmental Protection Agency, and the Indian Health Service.

Water and Sewer

The Menominee Tribal Utility Department provides the water, wastewater, and septic services to everyone within the Reservation without their own well and septic systems. They also provide Middle Village with electrical services. The Utility Department provided the following services in 2006:

Middle Village

Residential sewer/water/electrical:
72 customers
Commercial sewer/water/electrical:
210 customers
Commercial electrical: 9 customers

Neopit

Residential sewer and water:
210 customers
Commercial sewer and water:
19 customers

Keshena

Residential sewer and water:
312 customers
Commercial sewer and water:
60 customers

Zoar

Residential water:
23 customers
Commercial water: 4 customers

Trailer Court

Residential water: 17 customers

Redwing

Residential water: 21 customers

Summary

For decades Menominee County has had the lowest median income, the highest unemployment rate, and the highest poverty rate in Wisconsin. During Termination, including the seven years between passage and implementation, the Reservation population declined, leaving a disproportionately large population of children with female-headed households. Menominee County is not only the poorest county in the state, it ranks among the least healthy every year.

The large increase in use of the Tribal TANF program (compared to area usage of Wisconsin Works) speaks to a demand for services unmet by the state program. In addition, reliance on outside funding for employment of a large percentage of the county's population exacerbates the difficulties of addressing hardships the Menominee face. The tribal government uses federal and state funds to finance jobs and to assist many tribal members. This funding may erode. Increases in income and reductions in poverty occurred in the 1970s when funding of Indian programs was healthy. These gains could not be sustained when that support was cut.

The Tribe has attempted to diversify its employment opportunities and funding streams by starting new businesses: the casino and the college. While poverty is still severe, this diversification is a logical way to further address these tribal needs.

Operating Costs

The following analysis and presentation of revenue sources and expenditure patterns of the Menominee Nation is based on program categories the Tribe developed for its financial reporting.¹⁹ Data are for 2007. This section itemizes and explains 2007 programs and costs. It also highlights the Tribe's dependency on external sources of funding, especially the federal government, even for basic services.²⁰ These costs and the services *do not* portray adequate levels; cuts in federal and state support have taken a serious toll on tribal services. Given the very basic level of services and the interdependence of the agencies, a cut in one program or agency has serious negative effects on others. Note that the Tribe is a major employer on the Reservation and, like other employers, faces the challenges of rising costs of health care for employees and their dependents. In fiscal year 2006-07, employee and dependent health care cost \$11,273,764 (19.5 percent of the total budget presented below). Given the importance of government as an employer on the Reservation, decreases in federal funding require staff layoffs, which reduces tribal income and affects health care, and simultaneously increases the workload of other employees.

Revenue sources and expenditure patterns do not highlight critical needs on the Reservation. These include:

- a domestic violence shelter
- a new school
- a new jail
- replacements for Dam #3 and the Neopit Millpond Dam
- natural resource protection
 - against invasive species that have harmed other parts of Wisconsin, e.g., zebra mussels, gar fish, purple loosestrife, lamprey eels, and garlic mustard
 - against plant and animal diseases that have harmed other parts of Wisconsin, e.g., gypsy moth, oak wilt, and chronic wasting disease
 - for species of cultural and natural importance, e.g., wild rice and Karner-Blue butterfly habitat
- housing
- aged and inadequate infrastructure

In short, the descriptions of programs below should not be interpreted as a plethora of adequately funded programs and services. Instead, the reader is invited to note the extraordinary dependence of the Tribe on federal and state funding. In addition, current budgets do not cover important needs like schools and dams that are essential to maintain an already declining quality of life. For example, the 45-bed jail is

always filled to capacity, so some individuals who should be incarcerated are on probation or parole. The Tribe has three probation officers for the almost 300 individuals on probation or parole, meaning some offenders are not receiving enough supervision, which puts the community at risk for additional crime.

Health and Family

The programs and departments under the health and family category describe the Tribe’s services that relate to the spiritual, physical, and mental well-being of the Tribe. These programs and departments include: Aging Division, Chicago Community Center, Tribal Clinic, Youth Development and Outreach, Food Distribution Supplement Program, Maehnowesekiyah, Neopit Community Center, Recreation, South Branch Community Center, Social Services, Veterans Service Office, and Zoar Ceremonial Building, Neopit Boxing Club, Woodland Boys and Girls Club, Community Funding Requests, Veterans Pow Wow, Child Support Agency. General Assistance was eliminated in 2007.

1) Aging Division

The Aging Division’s mission is to respect and honor the traditions of tribal elders by providing services that promote independent living and enhance their quality of life. The Senior Nutrition Program supplies meals to approximately 100 elders each day. The Native American Caregiver program offers temporary respite for family caregivers. The Senior Companion Program provides visits and companionship to elders while the Maintenance Department assists elders by cutting firewood, mowing grass, plowing snow, and performing other services. The division administers programs that give direct monetary assistance through Community Service Block Grant funds, the Federal Emergency Management Agency, and tribal dollars. The division runs the Wolf River Community Based Residential Facility for elders.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$176,476	\$40,107	\$861,676	\$9,801	\$1,088,060

2) Chicago Community Center

This center allows tribal members in the Chicago area to maintain ties with one another and the Tribe. The tribal government holds semi-annual meetings with tribal members at this community center.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$8,001	\$ -	\$8,001

3) Tribal Clinic

The Tribal Clinic provides quality, accessible, and comprehensive medical, dental, optical, mental, and community health services. It also has a pharmacy and optical center. It serves approximately 4,000 eligible Indians each year and has about 8,500 active medical charts.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$8,498,832	\$83,014	\$231,282	\$7,402,630	\$16,215,758

4) Youth Development and Outreach

Youth Development and Outreach serves youth and families of the Menominee community through culturally appropriate resources. The office promotes family reunification and support for youth ages 11-17.²¹ Youth Development and Outreach has three program areas to promote healthy lifestyles, strengthen families, and develop community outreach and partnerships. Programs include alcohol education, balanced and restorative justice, truancy education, drug-free communities, and family reunification and youth advocacy.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$305,269	\$123,969	\$150,430	\$44,015	\$623,683

5) Food Distribution Supplement Program

The Food Distribution Supplement Program supplies food, recipes, and nutrition information to help eligible people maintain balanced diets. The program serves 390-420 households with about 1,100 individual participants. The program serves 90 to 95 food items, including meats, fresh produce, and seeds.²² This program works with the U.S. Department of Agriculture ordering system and served 11,030 participants in 2006.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$221,911	\$348	\$161,304	\$11,788	\$395,351

6) General Assistance

General Assistance helped clients meet basic needs for food, shelter, and clothing. They received monthly grants and medical cards, and were required to seek employment. General Assistance served 111 tribal members in 2006. This program was eliminated in 2007 because of a lack of funding.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$41,988	\$ –	\$24,906	\$ –	\$66,894

7) Maehnowesekiyah

Maehnowesekiyah provides culturally specific treatment, education, and support services for tribal members with alcohol, drug, mental health, adolescent, and domestic abuse problems.²³ Treatment services for alcohol and other drug abuse includes residential treatment, aftercare services, assessment, drug testing services, intensive day treatment, education group, and adolescent treatment. The wellness drug court gives first-time offenders a chance to become free of substance abuse and clear their record of the criminal charges that brought them to the program.

Domestic violence services include assessment and a support group for batterers. Before the domestic violence shelter was closed in 2007 because of inadequate funding, it provided 24-hour coverage, seven days a week for victims of domestic violence. The assistance ranged from one-time information or referral to long-term aid. In 2006, the program served 207 adults and 133 children. The shelter housed 50 adults and 55 children for 1,152 bed nights.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$1,387,665	\$220,513	\$413,011	\$6,839	\$2,028,028

8) Neopit Community Center

The Neopit Community Center is a gathering place for Neopit community members. Tribal programs use the center for activities, special events, community service projects, and family learning activities.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$8,000	\$ -	\$8,000

9) Recreation Department

The Tribal Recreation Department improves the quality of life among all residents of the Reservation. The department provides and promotes parks, public areas, recreational programs, and special events. In fiscal year 2006-07, the department served 11,595 youth and 4,198 adults. The department operates the Youth Center. Program activities include: Culture Camp, Family Fun Day, Tribal School and Hoop Dancers, Neopit and Keshena Little League, and nightly open gym at the Menominee High School.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$235,430	\$ -	\$235,430

10) South Branch Community Center

The South Branch Community Center primarily is a gathering place for South Branch community members. Tribal programs use the center for activities, special events, community service projects, and family learning activities. The Johnson O'Malley Program's tutoring and library services at the center were discontinued in 2007 due to inadequate funding.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$8,000	\$ -	\$8,000

11) Social Services

Social Services oversees the Child Support Department, Indian Child Welfare Act requirements, counseling services to children and families, enrollment assistance to adult adoptees, adult paternity, kinship care services, respite day care, adoption recruitment, coordination of the community child protection team, administration of the individual Indian money accounts program, and administration of the emergency/catastrophic program.²⁴

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$312,440	\$288,984	\$355,668	\$324	\$957,416

12) Veterans Service Office

Menominee County operates and sponsors this program to provide technical and limited financial assistance to veterans who reside in Menominee County. Since the majority, if not all, of the veterans are members of the Tribe, the Tribe helps the County by subsidizing a portion of its costs. The County receives a small grant from the State to operate the program, with the remaining balance being picked up by county tax dollars and tribal contributions.²⁵

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$28,995	\$ -	\$28,995

13) Zoar Ceremonial Building

The Tribe contributes annual funds to Zoar for the operation and maintenance of the Zoar Ceremonial Building. The facility is used for gatherings that include social and religious events.²⁶

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$4,710	\$ -	\$4,710

14) Neopit Boxing Club

The Neopit Boxing Club teaches Menominee youth of all ages boxing techniques and other athletic instruction in a safe and healthy environment. Youth participate in tournaments in the state and throughout the Midwest.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$11,231	\$ -	\$11,231

15) Woodland Boys and Girls Club

The Woodland Boys and Girls Club, non-profit organization, provides structured after-school and summer programming to Menominee youth. Programming include tutoring, field trips, anti-drug and anti-alcohol activities, Menominee crafts, and cultural events. The club collaborates with a number of tribal departments to support and enhance its programming.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$44,200	\$ -	\$44,200

16) Community Funding Requests

Community Funding Requests are funds that provide cash assistance for special community events and aid in emergency situations for tribal members who are not eligible for supportive services from other agencies or for medical assistance. A panel of tribal members screens, reviews, and approves Community Funding Requests.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$15,000	\$ -	\$15,000

17) Veterans Pow Wow

The Veterans Pow Wow is an annual community event that serves to honor and recognize all Native American veterans and active duty military personnel through traditional drumming, singing, and dancing. The pow wow is organized by the Veterans of the Menominee Nation and is open to the public.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$4,000	\$ -	\$4,000

18) Child Support Agency

The Child Support Agency promotes parental responsibility and financial security for children by providing services to families who need assistance to establish paternity or to establish and enforce child, family, and medical support. The primary functions of the agency include intake, paternity establishment, child support establishment and enforcement, income withholding, and interstate child support enforcement and case management.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$593,901	\$ -	\$125,525	\$22,950	\$742,376

Labor, Education, and Training

The Tribe's labor, education, and training programs and departments develop and foster tribal human capital—the membership's education and work skills. These programs and departments include College of Menominee Nation, Department of Early Child Care Services, Education Department, Head Start, Tribal Historic Preservation Office, Community Resources Center, Johnson O'Malley Program, Language and Culture Commission, Library, Tribal School, Department of Trust Resources, and University of Wisconsin–Extension. East-West University's Keshena campus closed in June 2008.

1) **College of Menominee Nation**

The College of Menominee Nation serves as a center for lifelong learning by offering exemplary academic preparation and research. Chartered by the Menominee Tribe, the two-year community college infuses higher education with American Indian culture to prepare students for careers and graduate studies in a multicultural world. The college serves 500 students a year and awards associate of arts and sciences degrees. Students can complete their baccalaureate degrees through agreements the college has with four-year universities around Wisconsin. The college is committed to researching, promoting, perpetuating, and nurturing American Indian culture in the classroom and through outreach workshops and community services. The Higher Learning Commission of North Central Association accredited the college in 1998.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$252,092	\$ –	\$252,092

2) Department of Early Child Care Services

The Department of Early Child Care Services, formerly known as the Menominee Tribal Day Care Center, has been serving children and families of the Tribe since 1988. The facility is open year round and is licensed for 156 children age 6 weeks through 12 years. During 2006, the center provided educational child care services for 155 children. The center provides a safe, stable environment where children can learn, explore, create, and play under the supervision of qualified staff. In collaboration with the College of Menominee Nation, Head Start, Maehnowesekiyah, and Tribal Social Services, the Department of Early Child Care Services offers training programs for the community and program clients.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$281,582	\$107,193	\$282,951	\$88,140	\$759,866

3) East-West University

Closed in June 2008, the East-West University Keshena Campus offered an academic program leading to a bachelor of arts degree. The campus meant students could remain on the Reservation while they pursued their four-year programs. The Higher Learning Commission of the North Central Association of Colleges and Schools accredited all courses.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$29,223	\$ -	\$29,223

4) Education Department

The Education Department helps tribal members who want to advance in the work force pursue higher education.²⁷ Based on financial need, the higher education program provides Bureau of Indian Affairs and tribal grants to eligible Menominee students seeking bachelor's degrees at colleges or universities. The program gives financial aid application assistance, education counseling, and financial aid workshops, and aids student advocacy regarding financial aid eligibility. As of May 2006, this program served 199 students.

The department also assists Menominee students enrolled in one- to two-year vocational/technical associate degree, diploma, or certificate programs. These grants are based on financial need, and the services are the same as the

higher education program. As of May 2006, this program served 114 people. The adult education program provides full-time general educational development or high school equivalency diploma instruction and training, courses, and job-related workshops.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$520,706	\$ -	\$200,454		\$721,160

5) Head Start

The Menominee Nation Head Start programs offer services for children from birth to 5 years old who are enrolled members of the Menominee Tribe. As of 2006, enrollment was near its capacity of 210 3- to 4-year-olds, 32 children young than 3, and 13 pregnant mothers. The age group of birth to 3 years old had a waiting list of 81 children. More than 50 percent of the families enrolled were at or below the income poverty line.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$1,770,973	\$271,990	\$530,977	\$5,624	\$2,579,564

6) Tribal Historic Preservation Office

The Tribal Historic Preservation Office revitalizes and preserves Menominee history, language, and culture. The office functions under a special designation the Tribe gained from the National Park Service in 1999. It manages repatriation of bones and artifacts and aids language revitalization by helping tribal members become Menominee language and culture teachers. The office supports the Menominee language immersion camp and assists yearly events such as the Menominee Youth Culture Camp, Sturgeon Feast, and Celebration Pow Wow.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$84,033	\$ -	\$140,592	\$ -	\$224,625

7) Community Resources Center

The Community Resources Center provides quality job training, employment, labor market information, and income maintenance services. All funding comes from state and federal sources. The Tribal Temporary Assistance for Needy Families (TANF) served 794 families with \$471,418.71 in monthly vouchers in 2006. Tribal TANF served 1,484 children in 2004-06. The TANF plan has agreements with Maehnowesekiyah and Tribal Housing for services such as drug testing and emergency shelter. TANF assisted participants with child care, unsubsidized employment, subsidized private-sector employment, subsidized public-sector employment, work experience, on-the-job training, job searching and job readiness, community service, vocational education, job skills education, and general educational development tests or attainment of high school equivalency diplomas. In 2006 the Tribe's job training program served 111 clients, including youth. The program provided outlets to Menominee young adults to learn about interviewing, résumé-building, and job orientation. Finally, the Menominee Tribe's Bright Futures Job Training and Adolescent Self Sufficiency Program encouraged high school graduation, vocational preparedness, improved social and other interpersonal skills, and responsible decision-making through tribal apprenticeships and mentoring.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$2,182,671	\$ -	\$16,094	\$ -	\$2,198,765

8) Johnson O'Malley Program

The Menominee Johnson O'Malley Program meets the specialized educational needs of Indian students attending public schools. The program raises the median educational level of participants by supplementing regular public educational programs and by providing financial assistance to students unable to pay fees and other educational expenses. The career exploration center exposes Menominee high school students to opportunities and expectations in the world of careers and work programs. Through Johnson O'Malley, the community resource center serves Menominee youth through the Keshena Public Library and the Keshena Youth Center. Positive Youth Development and Outreach works with schools and other community programs to sponsor student trips throughout the school year.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$112,638	\$ -	\$ -	\$1,493	\$114,131

9) Language and Culture Commission

The Menominee Language and Culture Commission promotes the revitalization and preservation of the Menominee language, history, traditions, and culture for Menominee children and families. The commission sponsors language class, language teacher’s sessions, language tribal jail class, winter round house, community talking circles, language curriculum, elder’s pow wow, language teacher certification, minute radio broadcast, and science curriculum.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$93,432	\$ –	\$93,432

10) Library

The Tribal/County Library in Keshena offers the full range of library services to the Menominee community. Local programs provide continual, life-long learning through free access to library materials. The summer reading program helps keep children engaged in reading. The library is the only agency that provides free computer and high-speed internet access to the public. It has 1,027 library card holders. From January 1, 2006, to September 30, 2006, patrons checked out 1,438 items.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$5,000	\$ –	\$128,347	\$ –	\$133,347

11) Tribal School

The Tribal School educates students in kindergarten through eighth grade. It helps individuals develop awareness of their gifts as Native Americans; nurture self-respect and pride in family and community; integrate culture and knowledge; value quality education; be motivated to set high, attainable goals; and recognize their responsibilities to Native American nations and beyond.²⁸

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$3,744,176	\$84,558	\$100,000	\$109,643	\$4,038,377

12) Department of Trust Resources

The Department of Trust Resources monitors forest management and development practices, addresses communication regarding forest management and forest development issues, and promotes involvement of tribal members in the management of the Tribe’s natural resources.²⁹ In 2006 the department offered its first internship for a student to study natural resource management on the Reservation. In 2006 the department developed a timeline for ensuring proper review and approval of silvicultural treatments; organized monthly meetings for forestry staff of the Menominee Tribal Enterprises, Bureau of Indian Affairs trust foresters, and the Tribe; and reviewed and approved costs that Menominee Tribal Enterprises submitted to the Tribe for reimbursement. Staff attended forest management meetings.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$2,300,076	\$ –	\$ –	\$ –	\$2,300,076

13) University of Wisconsin–Extension

The University of Wisconsin–Extension offers educational programs tailored to local needs and based on academic knowledge and research. Programs are typically in agriculture and agribusiness, community and economic development, natural resources, family living, and youth development.³⁰

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$11,400	\$ –	\$11,400

Housing

The Tribe's housing programs and departments deliver essential services and resources to improve housing and develop affordable housing. These include Home Improvement Program, Tribal Housing Department, and Wolf River Development Corporation.

1) Home Improvement Program

The Home Improvement Program provides grants to low-income tribal members who live in substandard housing, are without housing, or have no other recourse for assistance. Depending on eligibility, a client may receive \$2,500 in repairs to a home that will remain sub-standard, up to \$35,000 in repairs that will make the housing standard as defined by statute, or a new modest home if an applicant is homeless or her or his home is considered to be beyond repair.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$49,027	\$ -	\$49,027

2) Tribal Housing Department

The Tribal Housing Department develops, operates, and maintains affordable housing. The unit provides services to the community through 18 programs, including help for elders and people with disabilities and weatherization assistance.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$2,791,656	\$47,156	\$538,830	\$67,962	\$3,445,604

3) Wolf River Development Corporation

The Wolf River Development Corporation is a tribal entity created by a charter adopted by the Wisconsin Legislature. The corporation uses tax credits to help secure investment dollars that are then used to renovate, rehabilitate, or construct homes on the Reservation. Projects and costs vary.³¹

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$43,537	\$ -	\$ -	\$506,427	\$549,964

Enforcement and Resource Protection

The enforcement units deliver safety and justice, while the resource protection agencies develop the Tribe's abundant natural resources. These include: Conservation Department, Election Commission, Environmental Services Department, Tribal Gaming Commission, Tribal Court, Tribal Police Department, Tribal Probation and Parole Department, Prosecutor's Office, and the Tax Commissioner.

1) Conservation Department

The Conservation Department manages conservation law enforcement, fish and wildlife management, and environment quality services. The department conducts patrols, investigates complaints, issues citations, provides in-service training, conducts annual fish and game surveys, stocks fish, and prescribes wildlife management methods.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$483,559	\$ –	\$321,992	\$63,875	\$869,426

2) Election Commission

The Election Commission executes tribal elections for positions such as police chief and tribal legislator.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$55,231	\$ –	\$55,231

3) Environmental Services Department

The Environmental Services Department promotes the environmental integrity of the land, air, and water of tribal land. The department organizes and executes work relating to environmental management, clean and safe water, clear air, brownfields, emergency management, solid and hazardous waste, and environmental health.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$634,339	\$ –	\$116,027	\$1,035	\$751,401

4) Tribal Gaming Commission

The Menominee Tribal Gaming Commission promotes and ensures integrity, security, honesty, and fairness of the operation and administration of gaming and the ancillary activities of the gaming operation. The commission issues employee gaming licenses, gaming facility licenses, and oversees the gaming operation to ensure compliance with the tribal/state compact through which tribal gambling is authorized. The commission investigates possible violations, establishes minimum internal control standards for the gaming operation, and interacts with other regulatory and law enforcement agencies.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ -	\$ -	\$521,420	\$ -	\$521,420

5) Tribal Court

The Menominee Tribal Court provides judicial services on the Reservation through the adjudication of criminal, civil, juvenile, family, probate, and all other matters within its jurisdiction. The Peacemaker Court utilizes mediation methods and traditional peacemaking teachings to handle legal disputes.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$534,788	\$ -	\$253,741	\$ -	\$788,529

6) Tribal Police Department

The Tribal Police Department provides law enforcement services throughout the Reservation and enforces tribal, federal, and state laws. The department promotes education and awareness. The department generated 11,195 incident reports in 2006. Of these, 1,689 cases were referred to the tribal prosecutor and Tribal Court. These cases led to 1,148 arrests.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$1,619,576	\$62,849	\$1,603,030	\$8,208	\$3,293,663

7) Tribal Probation and Parole Department

The Tribal Probation and Parole Department supervises an average of 234 clients who are sentenced each year to probation in lieu of a jail sentence. Staff meet with each individual client twice a month to monitor her or his progress and ensure completion of her or his court-ordered obligations. The department collaborates with agencies that offer services such as domestic violence counseling, assessments for alcohol and other drug abuse, anger management training, and educational and employment opportunities.³² The department is a member of the wellness drug court, coordinated community response team for domestic violence, sex offender registration and notification program, and teen court.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$92,936	\$ –	\$115,079	\$ –	\$208,015

8) Prosecutor’s Office

The Prosecutor’s Office acts on civil and criminal violations of Menominee Tribal Law pursuant to Menominee Tribal Ordinance 79-14, Interim Law and Order Code. The office prosecuted 2,981 matters in Tribal Court in 2006, including 371 criminal complaints and 80 juvenile delinquency petitions.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$198,173	\$ –	\$162,014	\$ –	\$360,187

9) Tax Commissioner

The Tax Commissioner monitors and enforces the tribal regulatory permits, ordinances, licenses, and payment of tribal taxes. The department ensures payment of refunds due the Menominee Indian Tribe from the U.S. Department of Revenue and the U.S. Department of Treasury. The department handles issues related to excise fuel taxes, hotel room taxes, and tobacco taxes. The office also monitors and enforces payment of tribal taxes.³³

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$71,979	\$ –	\$71,979

Governmental Affairs

The governmental affairs units operate the Tribe's daily functions. These programs and departments include Operations of Tribal Government, Tribal Administration, *Menominee Nation News*, and the Enrollment, Finance, Insurance, Internal Audit, Maintenance, Information Technology, Property Management and Acquisition, Legal Services, Human Resources, and License and Permit departments.

1) Operations of Tribal Government

Operations of Tribal Government provides the tribal chairperson with the administrative support services to develop the meeting agendas for the Menominee Tribal Legislature, record meeting minutes and manage other tribal records, facilitate meetings of the Menominee Tribal Legislature, serve as the official spokesperson for the Tribe, and perform other duties as the Menominee Constitution and bylaws of the Tribe require.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ –	\$ –	\$596,844	\$256,483	\$853,327

2) Enrollment Department

The Enrollment Department keeps accurate and up-to-date membership rolls of the Menominee Indian Tribe. The department assists the enrollment committee in processing membership applications.³⁴ The department also processes certification of Indian blood documents. In 2006 the department approved 146 applicants for tribal membership and 107 applicants for the ancillary roll, a list of people who do not meet the blood-level threshold to be considered Menominee, but whose parents or grandparents do. Some people on the ancillary roll have some tribal privileges, such as the ability to get hunting and fishing permits.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$45,364	\$ –	\$69,670	\$1,639,618	\$1,754,652

3) Finance Department

The Finance Department provides accountability for the Tribe to the federal and state governments as well as to tribal members. The department's accounting functions support program directors by recording, tracking, and reporting financial transactions involving tribal and contracted funds.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ –	\$ –	\$81,215	\$1,271,173	\$1,352,388

4) Insurance Department

The Insurance Department protects the Tribe's physical and employee assets from direct physical loss through a variety of insurance programs. The department oversees workers compensation, property and liability insurance, employee benefit programs that include health, dental, prescription drugs, and vision. The department administers employee life insurance, short-term disability, the 401K retirement savings plan, the burial benefit for enrolled tribal members, and the medical relief block grant program.³⁵ The department provides the occupational wellness program that promotes and educates the employees of the Tribe, College of Menominee Nation, and casino about health living, disease awareness, and injury prevention.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Indirect Costs	Total
\$70,429	\$193,496	\$195,201	\$54,250	\$395,589	\$908,965

5) Internal Audit Department

The Internal Audit Department ensures that tribal departments fulfill their obligations to the Menominee. The department conducts these audits: financial, operational, compliance, management information systems, investigative and internal consulting. The internal audit assists the tribal administrator in the effective discharge of responsibilities. The department provides management with analyses, appraisals, recommendations, counsel, and information concerning the activities reviews.³⁶

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ –	\$ –	\$ –	\$248,455	\$248,455

6) Maintenance Department

The Maintenance Department supports all tribal programs by cleaning and maintaining the Tribe's physical plant and assets.³⁷ The buildings the department preserves and maintains include tribal headquarters, the Legal Services Department, the Law Enforcement Center, the health clinic, Neopit Head Start, the library, and the recreation center. The department provides maintenance and housekeeping staffs for each facility, except for the health clinic.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$189,899	\$68,449	\$152,825	\$383,183	\$794,356

7) Information Technology Department

The Information Technology Department assists and consults with tribal employees on training, programming, and technical services related to information technology. In 2006 the department set up these systems and services: tribal intranet web site, voice-over internet protocol telephone technology, live vault backup system, security camera, and computer imaging.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ -	\$ -	\$ -	\$972,651	\$972,651

8) Property Management and Acquisition Department

The Property Management and Acquisition Department reviews and approves tribal purchases, equipment inventories, transfers and disposals of equipment, contract processing and procurement, and equipment policy modifications. This department also provides internal services that include centralized supply ordering, competitive bid evaluation coordination, and purchasing assistance.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ -	\$ -	\$ -	\$157,544	\$157,544

9) Tribal Administration

Tribal Administration provides administrative services to tribal departments and programs, including grant writing and management, budget development, project development, contract negotiation, and planning. The department implements, enforces, and monitors the effectiveness of the Tribal Legislature’s policies and initiatives, and it carries out projects the Legislature mandates.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Indirect Costs	Total
\$126,608	\$ –	\$4,613	\$34,515	\$690,573	\$856,309

10) Legal Services Department

The Legal Services Department serves the Tribe’s staff attorney and provides legal assistance to tribal programs, the tribal chairperson, and the Legislature. The department offers legal opinions; drafts contracts; advises on personnel matters; negotiates with federal, state, and local governments; and represents the Tribe in court. The Legal Services Department houses the tribal and program attorneys.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ –	\$ –	\$106,827	\$227,289	\$334,116

11) Human Resources Department

Human Resources assists all departments in the recruitment, selection, and retention of quality employees. The department also handles issues such as unemployment hearings and drug testing. The department provides services related to personnel management, compensation and benefits, development, and job training programs.³⁸

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Indirect Costs	Total
\$ –	\$ –	\$ –	\$475,994	\$475,994

12) Menominee Nation News

The *Menominee Nation News* covers reservation news, including events involving youth and elders, and economic, environmental, and social information that may affect tribal members.³⁹

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$198,334	\$ –	\$198,334

13) License and Permit Department

The License and Permit Department ensures that residents comply with the licenses and permits required by tribal ordinance, including those for hunting, fishing, dogs, construction, food-handling, rafting, tobacco sales, fireworks, and bingo. In cooperation with the Wisconsin Department of Transportation’s Division of Motor Vehicles, the licensing department issues Menominee Nation license plates and handles their renewal, transfer, and cancellation. It also manages vehicle titles and registration.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$112,302	\$ –	\$112,302

Community Development

Several tribal units provide the tools and resources needed to develop, expand, and improve tribal entities. These include Community Development, Fire Protection, Department of Transportation, and Utility Department.

1) Community Development

Community Development oversees tribal economic development, small business development, solid waste disposal and recycling, land-use planning and design, and maintenance and construction of facilities and roads.⁴⁰

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$3,076,369	\$65,658	\$434,378	\$19,549	\$3,595,954

2) Fire Protection

The Town of Menominee provides fire protection to the entire County. The Town operates four fire stations in Neopit, Keshena, South Branch, and Middle Village. The Tribe provides 50 percent of the overall operating expense for Neopit, Keshena, and South Branch since they are all located on the Menominee Indian Reservation. The Tribe pays 100 percent of the operating costs associated with the Middle Village fire department since it is in the Town of Red Springs in Shawano County. The Town of Red Springs agreed in 2000 to transfer that service area to the Town of Menominee.⁴¹

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$13,802	\$ –	\$71,250	\$ –	\$85,052

3) Department of Transportation

The Department of Transportation provides services to the Tribal School, Head Start, and Tribal Clinic, and it operates round-trip bus services from Keshena to Neopit, Zoar, Middle Village, Shawano, and other locations. The department assists other tribal departments with transportation services and maintenance of vehicles.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$775,350	\$ –	\$733,615	\$151,607	\$1,660,572

4) Utility Department

The Menominee Tribal Utility Department provides water, wastewater, and septic services to all people within the Reservation. The department provides Middle Village area with electrical services. It manages, operates, and maintains tribal utility systems.

Operating Costs and Source of Funds

Federal	Wisconsin	Tribal	Other	Total
\$866,865	\$ –	\$392,184	\$ –	\$1,259,049

Budget and Finance

This service area includes two programs, the Pow Wow and the Loan Department.

1) Pow Wow

The three-day, annual Menominee Nation Contest Pow Wow showcases some of the best dancers and drum groups in the United States. The pow wow facilitates family reunions because many tribal members come home to the Reservation to attend. Expenses include cash prizes for the dance and drum groups, security, sanitation, electrical hookups, and honorariums to volunteers. The value of this event as a social gathering for cultural preservation is immeasurable.⁴²

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$ –	\$ –	\$13,198	\$109,945	\$123,143

2) Loan Department

The Loan Department manages four programs: the Menominee loan fund, the Community Development Block Grant/U.S. Department of Housing and Urban Development revolving loan fund, the Menominee revolving loan fund, and the housing down payment loan fund.

Operating Costs and Source of Funds				
Federal	Wisconsin	Tribal	Other	Total
\$64,344	\$ –	\$ –	\$192,133	\$256,477

Summary

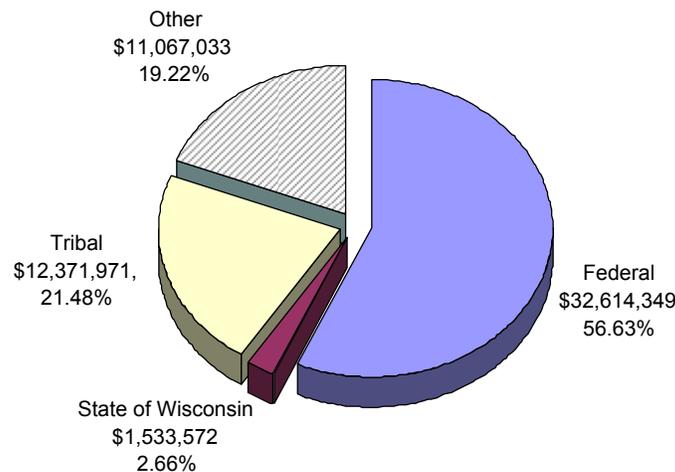
Despite the far-reaching nature of these programs, current services do not meet the needs of the Menominee people. Almost every department has a list of clients who cannot be served because of insufficient funding. Indeed, the domestic abuse shelter was closed in 2007 because the Tribe could not afford to sustain it. The severe poverty and the serious health risks of the Menominee are dramatic indicators of the need for more stable funding. In addition to the shelter, the Reservation needs a new school, jail, two dams, enhanced natural resource protection, better and more housing, and improvements for its aging and inadequate infrastructure. The Tribe's current budget cannot meet these needs, and the federal and state governments are facing shortfalls of their own, which may further reduce already precarious tribal services. An additional, sustainable source of reliable revenue must be developed to meet the Tribe's minimal needs.

Revenues

The Menominee Nation is financially very vulnerable, able to contribute only 12 percent of the funds it needs for basic services. The Tribe is highly dependent on revenues from forces over which it has little control and influence. State and federal grants fluctuate and expire; federal funding was cut significantly during the Reagan presidency. State and federal budget difficulties may prompt additional reductions. The budget proposal the president sent to Congress in February 2008 does not include any funding for some of the programs in the Menominee Nation's current budget.

As Figure 2 shows, in fiscal year 2006-07, a typical financial year for the Tribe, tribal revenues contributed \$12,371,971 toward total expenses of \$57,586,924. Federal funds contributed \$32,614,349, or 56.63 percent of the total, and the State of Wisconsin paid \$1,533,572, or 2.66 percent of the total. The remaining \$11,067,033 came from other sources. These include expenses billed to third parties, such as an insurance provider; donations from private donors or corporations; and funds from Menominee County and the Town of Menominee for health, recycling, transportation, and older adult services.

**Figure 2:
Sources of Menominee Nation Revenues,
Fiscal Year 2006-07**



The Tribe relies especially heavily on external funding for many important programs, all of which budget cuts could jeopardize. Fluctuations in funding and services make long-range planning difficult and reduce people's confidence that they will receive quality assistance. Federal and state funding makes up a large part of these programs' budgets:

- Clinic: \$3.82 million from the federal government and \$290,000 from Wisconsin
- Head Start: \$1.77 million federal and \$27,000 Wisconsin
- Job Training: \$2.06 million federal and \$13,000 Wisconsin
- Community Development: \$3.82 million federal
- Housing: \$2.53 million federal
- Transportation: \$72,000 Wisconsin

Any declines in funding in harm individuals and families who are already among the very poorest. Table 3 further illustrates the reliance of the Tribe on outside revenue.

Service	Federal	Wisconsin	Tribal	Other	Total
Budget and Finance	\$62,111	0	0	0	\$62,111
Community Development	\$3,992,160	\$11,213	\$9,660,000	\$378,913	\$14,042,287
Enforcement and Resource Protection	\$5,960,724	\$58,767	\$222,603	\$9,794	\$6,251,889
Governmental Affairs	\$308,350	\$202,607	\$1,973,985	0	\$2,484,942
Health and Family Services	\$11,391,576	\$830,829	\$465,359	\$9,338,352	\$22,026,117
Housing	\$2,769,162	\$67,338	0	\$1,244,097	\$4,080,598
Labor, Education and Training	\$8,130,265	\$362,817	\$50,023	\$95,876	\$8,638,982
Total	\$32,614,349	\$1,533,572	\$12,371,971	\$11,067,033	\$57,586,924*

Source: Fiscal Year 2007 Single Audit

*Amounts do not total due to rounding.

In choosing to spend limited resources on a health clinic, college, governance, housing, and transportation, the Tribe demonstrates its commitment to the Reservation. The decision to spend money—however limited—on the Reservation rather than on per-capita payments to tribal members illustrates how much the Menominee value services that reinforce the sense of community and people’s tribal identification. That the Tribe can do relatively so little is disheartening and speaks to how much more could be done with additional revenues from a casino in Kenosha.

Potential Effects of Expansion of Menominee Casino Resort

The Menominee Casino Resort on the Reservation competes for customers with two nearby casinos (Mohican North Star and Northern Lights Casino) and will face even more competition from the planned Ho-Chunk mini-casino in Wittenberg. The Menominee Casino Resort needs to update its facilities. The Menominee Nation is considering an expansion of the casino and hotel as part of this project. The estimated cost of repair, renovation, and expansion is \$65 million. The resort would be closed during the renovations, temporarily cutting the Tribe's annual revenue and causing a number of people to lose their jobs.

Improvements to the Menominee Casino Resort are essential as a response to competition and to the usual needs of an aging facility. While this is important to prevent declines in employment and economic activity on the Reservation, improvements and expansion alone would not generate the revenue to meet the Tribe's needs. A feasibility study by an independent consultant shows that revenue gains from work on the resort are likely to be modest. It would, in fact, take five years after completion of the construction for the expanded casino to produce the revenue for the Tribe that it generated when construction began. Debt service, payments to the State of Wisconsin, and increased operating expenses would keep the Tribe from seeing even a modest gain in revenue for almost 10 years after construction would be completed. While improvements and expansion of the Menominee Casino Resort would keep it a viable enterprise and employer, the benefits beyond status quo would be modest and would not generate the revenue the Tribe needs to reduce poverty and improve health.

Potential Effects of a Casino and Convention Center in Kenosha

Various research studies describe the social and economic effects of casinos on American Indian tribes. A 2002 study compares economic outcomes before and after tribes opened casinos to outcomes in the same period for tribes that did not adopt or were prohibited from adopting gaming. The study shows that four years after tribes opened casinos, employment increased by 26 percent, while the employment-to-population ratio increased five percentage points or about 12 percent. The authors found that the fraction of adults who worked but were poor declined by 14 percent.⁴³ Other studies found similar results. For example, Dean Gerstein and his co-authors reported in 1999 that unemployment rates decreased by 12 percent, and that income maintenance and unemployment insurance payments and other welfare benefits all declined.⁴⁴

Research on the negative social effects of casinos is often contradictory and inconclusive. Gerstein and his co-authors found no statistically significant effect of casinos on crime. However, another study found that communities with Indian casinos experienced a net decline in auto theft and robbery.⁴⁵ The 2002 study found that benefits such as lower unemployment come with some costs: auto thefts, larceny, violent crime, and bankruptcies increased by about 10 percent four or more years after a casino opened in a county.⁴⁶

While most articles on the effects of casinos “focus exclusively on the positive impact of casino gambling and completely ignore or minimize the negative impacts that are also associated with casino gambling,”⁴⁷ Ricardo Gazel takes a different and more theoretical approach. He argues that “with a few exceptions, many state and local economies in the United States have, most likely, experienced net monetary losses due to casino gambling in their jurisdiction.”⁴⁸ Gerstein and co-authors echo this sentiment but frame the losses as social and not economic. They argue that costs begin with the gambler and spill over to the household, relatives, friends, employers, creditors, and the community as a whole.⁴⁹ They explore the financial consequences of gambling attributed to casinos, including bankruptcy, dissipation of assets, debt, and theft. Other negative effects of casinos can be missed work or lateness to work, lost employment, stress and impaired physical and mental health, suicidal ideation, and alcohol- and drug-related disorders. Families and personal relationships usually are adversely affected, with associated conflict and strife, with divorce frequently the result.⁵⁰

The report by Gerstein and his coauthors concedes some negative impacts of Indian gambling. For example, the number of compulsive gamblers on and off reservations has grown with Indian gaming. However, their “detailed examination of off-reservation economic activity and crime levels before and after the opening of five case-study Indian casinos provides no evidence of deleterious off-reservation impacts.”⁵¹ The report finds that actual social impact on tribes is uneven, though positive.

A 1998 investigation “inescapably yields the conclusion that the positive social and economic impacts of gaming, both on and off reservations, far outweigh the negative.”⁵² This report focuses on economic impacts, not because the authors believe that the social consequences of casino gaming are unimportant, but rather “because the available evidence indicates that the dramatic improvements in economic welfare for many tribes characterized by abject poverty have had positive side effects in the social sphere.”⁵³ The study found that casino gaming drove economic growth and enabled some tribes to improve employment and income. For instance, in 1995, gaming tribes enjoyed 13 percent lower unemployment rates than their non-gaming counterparts.⁵⁴ Tribal governments, obligated by law and driven by concern for the well-being of tribal members, invested gaming profits to improve tribal welfare. “The fruits of these investments are reflected in, among other things, higher graduation rates and lower rates of participation in social assistance programs among members of gaming tribes.”⁵⁵ The study explains that “tribal gaming is an important source of jobs for tribal members and that casinos also represent an opportunity for tribes to gain managerial experience that is desperately needed on reservations across the country.”⁵⁶ Gaming tribes tend to make up for federal funding shortfalls, invest in tribal culture, rebuild tribal assets, and strengthen tribal government.⁵⁷

Given the extent of poverty, health risks and outcomes, and social challenges the Menominee face, we expect the Tribe gains more than it sacrifices from casino operations. As a place of cultural significance and of natural beauty, the Menominee Reservation is a major asset that distinguishes the Tribe from tribes harmed by gambling’s ill effects. Revenues from a second casino in Kenosha could be invested to make the Reservation a more attractive place for tribal members to live by creating well-paying jobs, expanding educational opportunities, improving social services, and reducing poverty.

Employment for the Menominee Nation

Wisconsin residents generally follow a pattern in which people who leave the state after high school and college graduation tend to return after five to 15 years, a 2007 study by the University of Wisconsin–Madison Applied Demographic Laboratory found. Although all communities—Indian and non-Indian—face the prospect of brain drain as young people relocate to work and to change their lifestyles, indicators suggest this phenomenon is not a major threat to the Menominee Nation. Cultural ties are an additional force to draw Menominee back to the Reservation, and many do return to live on the Reservation. Others who spend part of their lives in Milwaukee and Chicago maintain their identification with the Menominee Nation and their ties to the Reservation.

Employment in Kenosha and on the Reservation

On the surface, employment opportunities for Menominee at a tribal casino in Kenosha might seem to be a trigger for an exodus of the most employment-ready individuals from the Reservation. However, we believe this is unlikely because impoverished reservation residents lack the resources necessary to effect a move and because revenue from the new casino could enhance the College of the Menominee Nation, the health clinic, and the sawmill. These improvements would create jobs on the reservation and lessen the draw of jobs at the Kenosha casino.

According to a PriceWaterhouseCoopers study, the proposed complex in Kenosha would create 1,500 construction jobs and then 2,500-3,000 positions to operate the casino, hotel, and convention center. In 2004, the estimated average salary for these positions was \$47,234. The range of positions includes dealers, food service personnel, information technology specialists, graphic designers, marketing specialists, accountants, and maintenance workers. The jobs in Kenosha would be open to tribal members and to non-Indians.

The casino construction would be an opportunity to develop a skilled and experienced Menominee workforce that then could be hired for projects on the Reservation. The Tribe could collaborate with unions and the College of the Menominee Nation to develop apprentice training programs on the Reservation. With revenue from the Kenosha casino, the Tribe could then employ these workers to address immediate construction needs on the Reservation, including housing, roads, schools, and clinics. We conservatively estimate that 300-500 construction and craft workers could be trained through this arrangement and then be available for projects on the Reservation.

The positions needed to operate the casino, hotel, and convention center likewise present an opportunity not to create jobs in Kenosha but also to develop a skilled tribal workforce for the Reservation. The preservation of cultural integrity and identity and the promotion of economic development on the Reservation require program and project managers, accountants, information technology specialists, and support staff. Revenue from a casino in Kenosha could be used to enhance the curriculum and resources at the College of Menominee Nation to provide the training for these positions. The operations in Kenosha could provide not only jobs but internship and apprenticeship experiences that tribal members could bring back to the Reservation.

The following analyses break out the number of tribal members who would benefit from training and experience linked to jobs in Kenosha and then be ready to contribute to reservation programs and services. We conservatively estimate that the use of casino revenues to improve Reservation facilities would create 275 to 465 temporary construction jobs. In addition, we conservatively estimate the creation of 210 to 300 permanent jobs in a variety of fields for programs that casino funds could expand.

College of Menominee Nation

One of the most visible success stories of the Menominee is the College of Menominee Nation. Since its tribal charter in 1993, it has established a record of excellence and is a central resource on the Reservation. This community college offers remedial education and technical and university programs to more than 500 students. The College allows students to stay on the Reservation to further their education. Another attraction is the quality of instruction. Accredited by the Higher Learning Commission of North Central Association in 1998, the college confers associate of arts and sciences degrees. In 2007, arrangements were made so students could complete baccalaureate degrees at University of Wisconsin System campuses.

The curricula of the College of Menominee Nation include accounting, early childhood, alcohol and other drug abuse counseling, computer technology, police science and carpentry. The Tribe could use revenue from a casino in Kenosha to build on the college's successes and expand course offerings to include forest management, nursing, and health care. The corresponding increases of faculty and support staff would add 45 to 75 jobs. Tribal members fill slightly more than 40 percent of the college's positions, a share that could increase when more tribal members gain the needed skills. In addition to these permanent positions, construction on the campus would generate 75 to 125 project jobs.

Menominee Tribal Clinic

While the Tribal Clinic operates at capacity and employs more than 120 people, Menominee County has the fifth worst health-care services in the state, the highest mortality rate, and the highest incidence of almost every major chronic illness. Additional funds could address these dire health problems. Kenosha casino revenue could finance a new, state-of-the-art health clinic and expanded services, including better emergency medical services and wellness and prevention programs that address nutrition, family planning, and diabetes. Better medical services would enhance the attractiveness of the Reservation as a place to which tribal members return.

A new clinic would improve the health outcomes on the Reservation and create jobs. Building a clinic would create construction jobs, while the new facility and updated equipment would require more skilled health-care workers. New clinic employees would be needed to work with electronic claim filing systems, nerve fiber analyzers, laboratory information systems, and radiology equipment. Radiology technicians, nurses, administrative specialists, physical therapists, health educators, optometrists, dental hygienists, psychiatrists, and dietitians would be hired. With the addition of health care as an academic concentration, the College of Menominee Nation could train many of these health-care professionals and support staff.

The clinic estimates it needs nearly \$26.9 million for a new facility; an additional \$3.3 million per year to properly fund it; and at least 25 to 45 new employees.

Forestry

The Reservation forest is a major economic resource central to the culture and identity of the Menominee Nation. More than 95 percent of the Menominee Reservation is required by law to be a sustained-yield forest, and the Tribe cannot use it for other development and economic purposes. The Tribe's operation of the sawmill, through Menominee Tribal Enterprises, has 300 tribal members as employees and generates tribal revenue.

Menominee Tribal Enterprises has estimated that an update and expansion of the mill would cost approximately \$14.2 million and require 150-200 construction employees. The mill would then add 55 to 70 permanent jobs.

In addition, the Reservation needs employees to handle forest management and maintenance and road maintenance. The responsibilities of the Tribe's Conservation and Environmental Services departments for wildlife management and pollution control are integrally related to the preservation and enhancement of the quality of the forest. These departments, especially the Department of Conservation, are underfunded and understaffed. Some needs can be met with temporary project employees, but 10 to 15 more positions in wildlife management and forest maintenance and two to four more employees in pollution control are needed. These positions cannot be funded without the additional revenue that a casino in Kenosha could provide.

Ecotourism

Given the beauty of the forests, the lakes, and the Wolf River on the Reservation, the development of tourism is an opportunity for economic diversification. However, recreational and tourist activities must be conducted while respecting the cultural and spiritual aspects of natural resources on the Reservation. Ecotourism has become an approach that is increasingly understood, respected, and, indeed, attractive. Countries like Costa Rica and New Zealand have thriving ecotourism that preserves natural settings and environmental resources and increases protection. Bhutan is an example of a country that has developed a successful, high-end tourism that respects and builds on a spiritual mandate for preserving natural environments. Limiting tourists to certain areas and activities does not mean limiting the industry to meager revenues.

The operation of an entertainment and recreation facility in Kenosha and the development of tourism on the Reservation are related. The identical nature of the skills and jobs needed for both can form the basis of curricular development at the College of Menominee Nation and of the creation of formal and informal job partnerships that link enterprises in Kenosha and on the Reservation. The transferrable nature of these skills would increase job options for tribal members who want to live on the Reservation.

Tourism development means construction projects and operational employment. The number of jobs would depend on decisions about how to balance business opportunities and natural resource preservation. Conservative estimates are that construction jobs would number 50 to 90, and permanent positions 75 to 100.

Improving Quality of Life on and off the Reservation

All communities—Indian and non-Indian—experience an out-migration of some people, many of them young. We also note that a common pattern is for many of these people to move back to their communities after five to 15 years away. A casino in Kenosha could become a gathering place for tribal members living in southeastern Wisconsin and northern Illinois, including the Kenosha, Milwaukee, and Chicago metropolitan areas. By housing services, programs, tribal events, and administrative facilities, the casino complex could enhance ties to the Menominee Nation and bonds among tribal members. These ties would serve as a magnet for tribal members considering returning to the Reservation as jobs and quality of life there improve due to expanded opportunities and conditions.

According to a number of studies, decisions to move out of a community are based on employment, lifestyle, education, health care, safety, and housing. The U.S. Census Bureau in the 1995 report *Housing of American Indians on Reservations* indicated that young adult American Indians left reservations because of poor employment prospects, educational opportunities, and housing. A 2005 study sponsored by the Harvard University Project on American Indian Economic Development found that the general quality of life on reservations, after suffering a decline in previous decades, improved between 1990 and 2000 largely in large part to gaming revenues.⁵⁸ Tribes with gaming revenues generated a variety of jobs and, on average, lowered their unemployment rates by 5 percent. The population on these reservations increased by one-fourth, and average incomes increased by one-third. The evidence supports the expectation that gaming revenues from the Kenosha project could be used to improve the quality of life and opportunities on the Menominee Reservation and that this would lead to an increase in the number of tribal members on the Reservation.

As requested, we have reviewed the Tribe's study entitled *Unmet Needs and Projected Benefits To the Tribe and its Members from Increased Tribal Income*. This analysis focused on how increased tribal revenues from a Kenosha casino might be used to improve the quality of life on the Menominee Reservation. The report identified 170 specific new jobs that would contribute to needed improvements in policing, community development, education, social services, housing, and the like. The analyses and projections presented in *Unmet Needs* are sound and quite reasonable. In fact, they are somewhat conservative, since the report only considers expansion of current services and permanent jobs. We see the need and possibility for even more jobs at the clinic and

the College of Menominee Nation and in forestry. We see favorable prospects for the development of ecotourism. In addition, those 170 new jobs do not include the workers who could be hired for the construction and renovation projects that Kenosha casino revenues could fund.

If we focus on the program and operational positions included in *Unmet Needs*, one can calculate a ratio of jobs to revenue. The average salary, with benefits, of current tribal government jobs is \$48,072. Like most other governments in the United States, personnel costs for the Menominee Tribal Government are 80 percent of total costs. In other words, for every \$1 million spent, \$800,000 is for salary and benefits of the employees providing services. If one projects a similar pattern, for every additional \$1 million in tribal revenues, the Tribe can hire 16.64 new full-time employees.

Summary

The revenues and activities of the proposed Kenosha casino, hotel, and convention center are likely to have a net effect of improving the quality of life for tribal members and of increasing the number of tribal members living and working on the Reservation. Inevitably, tribal members already living in the Kenosha area would fill many of the jobs the project would generate. With new resources, the Tribe would be able to improve the quality of life and to create jobs on the Reservation. This would present new, attractive options for people living on the Reservation and encourage tribal members who leave the Reservation to return. Conscious efforts and explicit programs could be developed between the Kenosha project and resources on the Reservation, such as the College of Menominee Nation, to build partnerships and links that further bind the Tribe.

Recommendations

Our most fundamental recommendation is that the Tribe and federal, state, and local governments collaborate to establish a casino and convention center complex in Kenosha. The history, the effects of federal Termination policy, demographics, resources, challenges, and opportunities of the Menominee Nation all lead to this conclusion. The Tribe and the Kenosha community encourage the state and federal government to join them in establishing this enterprise.

In addition, we recommend the following as sound investments of casino revenue to enhance the collective well-being of the Menominee and the quality of life of tribal members and families on and off the Reservation:

- 1) Expand and improve educational opportunities for Menominee children.
- 2) Link programs at the College of the Menominee Nation to employment opportunities at the Kenosha casino and convention center, with an emphasis on apprenticeships that prepare individuals for jobs on the Reservation.
- 3) Develop curriculum at the College of the Menominee Nation to educate tribal members to work in health care and forest management. This would meet the demand for employees that expansion of the sawmill and health-care services would engender.
- 4) Use jobs at the casino to improve skills and experiences needed for work on the Reservation.
- 5) Include facilities and activities at the complex in Kenosha to serve the needs of Menominee living in southeast Wisconsin and northern Illinois and would continue to link tribal members to the Reservation.
- 6) Expand the Tribal Clinic so it might serve more individuals and provide more emergency services and wellness and prevention programs.
- 7) Establish a fund and set of services to encourage and assist tribal members to start and expand businesses and provide special incentives for businesses that meet tribal development needs and priorities.
- 8) Modernize the sawmill operation.
- 9) Enhance forest and wildlife protection and management.
- 10) Design and promote ecotourism that is sensitive to Menominee culture and traditions.
- 11) Improve the quality of life on the Reservation through investments in housing, social services, and education.
- 12) Preserve the language, culture, and traditions of the Menominee Nation, using research and education as well as sponsoring cultural events and celebrations.

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