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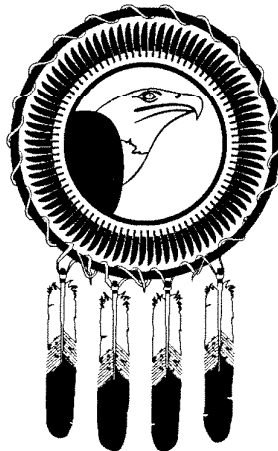
*Human Resource Management Reform  
at the White Mountain Apache Tribe*

by

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*PRS 93-4*

April 1993



**Harvard Project on  
American Indian Economic Development**

**John F. Kennedy School of Government  
Harvard University**

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## EXECUTIVE SUMMARY

The White Mountain Apache Tribe in Eastern Arizona is distinguished by its considerable forest resources, including over half a million acres of commercial timber. The forest on the Fort Apache reservation has been managed by the Bureau of Indian Affairs (BIA) for more than 100 years. Recently, the Tribe has expressed its desire to take full control of this vast resource. Managing the forest is seen as an important step toward sovereignty, and as a way to exert more control over specific forest practices. The White Mountain Apache Tribal Council has passed two resolutions calling for the transfer of forest management responsibility to tribal control under provisions of the 1975 Indian Self Determination and Education Assistance Act.

Tribal members employed by the BIA's Forestry Branch agree in principle that the Tribe should manage its own resources; however, they object to a transfer of control under current conditions, citing the lack of job protection, lower salaries, uncertain retirement benefits, and undue political intervention they would face as tribal employees.

This conflict has highlighted the need to upgrade the tribal human resource management (HRM) system. Using the case of the forestry program, we have identified three central challenges to improving the overall HRM system:

(1) *Create an HRM system that is perceived favorably by employees.* In order to maintain strong employee performance, HRM policies should be clear, fair and consistently applied. The system should also show employees that the development of their skills and knowledge is a priority of the organization.

(2) *Develop control mechanisms to promote consistent implementation of practices.*

Enforcement mechanisms are needed to make the new system "stick." That is, the Tribe must find a method to turn improvements in the written policies into improved practices.

(3) *Train Apaches to fill the needs of tribal enterprises and government.* Given the goals of transferring management of the forestry program and achieving greater sovereignty in general, the Tribe must place more emphasis on training its members in the skills necessary for strong, effective management of its organizations.

To address these challenges, we recommend changes to specific personnel practices, such as the Tribe's current hiring and grievance processes. These improved policies will foster a stable and committed work force, and help the Tribe to reach its broader goal of self-determination. Specific recommendations include:

(1) *Define HRM responsibilities for the forestry program.* Under the current system, HRM responsibilities are blurred, leading to inconsistent practices. The Tribal Council should determine the overall strategy for reform, appointing a Personnel Board to develop actual policies and to serve in an enforcement capacity. The central personnel office should continue to play an operational and enforcement role, managing records related to personnel. The enterprises and departments, finally, should carry out managerial functions, such as hiring, evaluating employees, and undertaking other HRM initiatives specific to their organizations.

(2) *Change elements of the current HRM system, including:*

**Selection:** Improving the selection process would provide the clearest signal to employees -- and prospective employees -- that the Tribe maintains consistent and fair practices. For non-political appointments, the Tribe should set up an Interview Committee for the forestry department, responsible for hiring and promoting employees.

**Appraisal:** An effective appraisal system is essential to encourage strong performance of employees as well as to support long-term planning for employee development. Managers should use a version of the current BIA evaluation process, simplifying the existing BIA forms to focus on the essential elements of an employee's work.

**Rewards:** Most BIA employees were concerned about the salary and retirement benefits under the Tribe. To improve the rewards structure and provide a more equitable policy, the Tribe should create a job classification system to make salary levels clear; in addition, retirement benefits should be "grandfathered" for those BIA employees working for the forestry program who are within 10 years of retirement.

**Development:** The Tribe should make overall improvements in education a high priority. Options for training within the forestry department include establishing a management mentoring program, training for Apache executives, vocational training in the local high school, and community-based educational programs (e.g., video-education via satellite).

**Grievance Procedure:** An impartial grievance procedure provides a strong mechanism to enforce HRM policies. Organizations should rely on supervisor-subordinate conferences and "peer review" committees to resolve grievances in-house. Appeals should

go to a redesigned tribal Grievance Committee, which would have final authority in all grievances.

(3) *Strengthen the court system.* To formalize and enforce any HRM reforms in the long run, there is significant evidence that an independent, third-party enforcer of the agreements can play a key role. Typically this function has been served by a judicial authority of some kind. Reform of the court system is beyond the scope of this paper, but should be studied at WMAT, as it could significantly strengthen HRM and other administrative systems.

### **Step-by-Step Process**

How should these changes be implemented at White Mountain? We suggest the following three-phase process.

PHASE 1: *Review and revise current HRM policies.* The Tribal Council should appoint a Personnel Board to begin the process of reviewing and revising the current HRM policies. This Board, taking into account the views of different groups affected by such changes, should collect information and design changes to the personnel system. The Personnel Board would then submit its reform proposals to the Tribal Council for review and approval.

PHASE 2: *Set up a pilot project in forestry.* A pilot project allows the Tribe to test HRM reforms on a small scale before full implementation, while at the same time allowing for a near-term transfer of forestry to tribal control. The Tribe should enter into a cooperative agreement with the BIA to transfer the forestry program. Members of the Personnel Board (e.g., a forestry employee) should educate employees in the forestry

program about the new HRM policies. Throughout this pilot project, the Personnel Board should monitor and support these reforms. At the end of the trial period, the Board would evaluate and make final revisions to the policy.

**PHASE 3: *Expand reforms to other organizations.*** We do not discuss this phase in detail, but provide a checklist of factors that will influence the success of the expansion. These factors include the plan's simplicity and the time allowed for a smooth phase-in. Also important is the degree to which organizations are left to set their own policies. Finally, the success of the forestry trial is essential to convincing other managers and employees of the new policy's merit.

### **How to Use this Report**

This report provides a thorough overview of the challenges of HRM reform at WMAT. For readers with specific interests, we direct your attention to the following parts of the report:

Readers interested in our recommendations on specific elements of HRM -- selection, appraisal, rewards, development and grievances -- should refer to **Section III**. For those interested in the process by which HRM reforms should be made, refer to **Section IV**. For guidelines on ensuring that reforms are politically and technically feasible, refer to **Section V**.



## I. INTRODUCTION

The White Mountain Apache Tribe (WMAT) in Eastern Arizona is distinguished by its considerable forest resources, including over half a million acres of commercial timber. Timber production accounts for approximately \$30 million in revenues to the Tribe each year and directly employs at least 700 people full- and part-time.<sup>1</sup> These employees account for around 5% of tribal members and around 18% of tribal members currently employed.<sup>2</sup>

The forest on the Fort Apache reservation has been managed by the Bureau of Indian Affairs (BIA) for more than 100 years. The Tribe has recently expressed its desire to take full control of this vast resource. Managing the forest is seen as an important step toward sovereignty, and as a way to exert more control over specific forest practices. Some tribal leaders feel that BIA foresters place disproportionate emphasis on maximizing timber production at the expense of other forest values such as aesthetics and wildlife habitat. In addition, the forestry program within BIA has always been run by non-Apaches. Finally, all parties involved are aware of a trend toward diminishing BIA involvement in federal government programs on American Indian reservations, and therefore see that a transfer of control is inevitable. One need only look at the other timber-based tribes, such as the Colville, Flathead, Warm Springs and Yakima Tribes to see that they are all at one stage or another of taking control of their forestry programs.

The White Mountain Apache Tribal Council has passed two resolutions calling for the transfer of forest management responsibility to tribal control under provisions of the 1975 Indian Self Determination and Education Assistance Act (PL-93-638). (See Appendix A.)

These arrangements are referred to as "638 contracts," and have already been used to transfer social services, health, game and fish, and law enforcement programs on the reservation.

Tribal members employed by the BIA's Forestry Branch agree in principle that the Tribe should manage its own resources, but object to a transfer of control under current conditions. After last year's resolution to take over the forestry program, over 250 BIA employees -- almost all tribal members -- met in the school gymnasium to express their concerns over an immediate transfer. Comparing the tribal personnel system to the federal system, they cited the lack of job protection, lower salaries, uncertain retirement benefits, and undue political intervention as reasons why they are apprehensive about working directly for the Tribe.

This conflict has highlighted the need to upgrade tribal personnel practices.<sup>3</sup> If the Tribe does not take action to address these concerns, it can expect more delays and frustration in transferring the forestry program. If the transfer takes place without any personnel reforms, the Tribe's economic mainstay may be placed in jeopardy. Highly skilled workers would be likely leave. Employees who stay would be less motivated, because they would receive lower salaries, lose job security, and no longer be subject to rigorous performance evaluations. In addition, the smooth functioning, historical knowledge of how the institution functions, and long-range planning of the agency would be disrupted in the event that an incoming tribal Chairman chooses to install a new set of top managers.

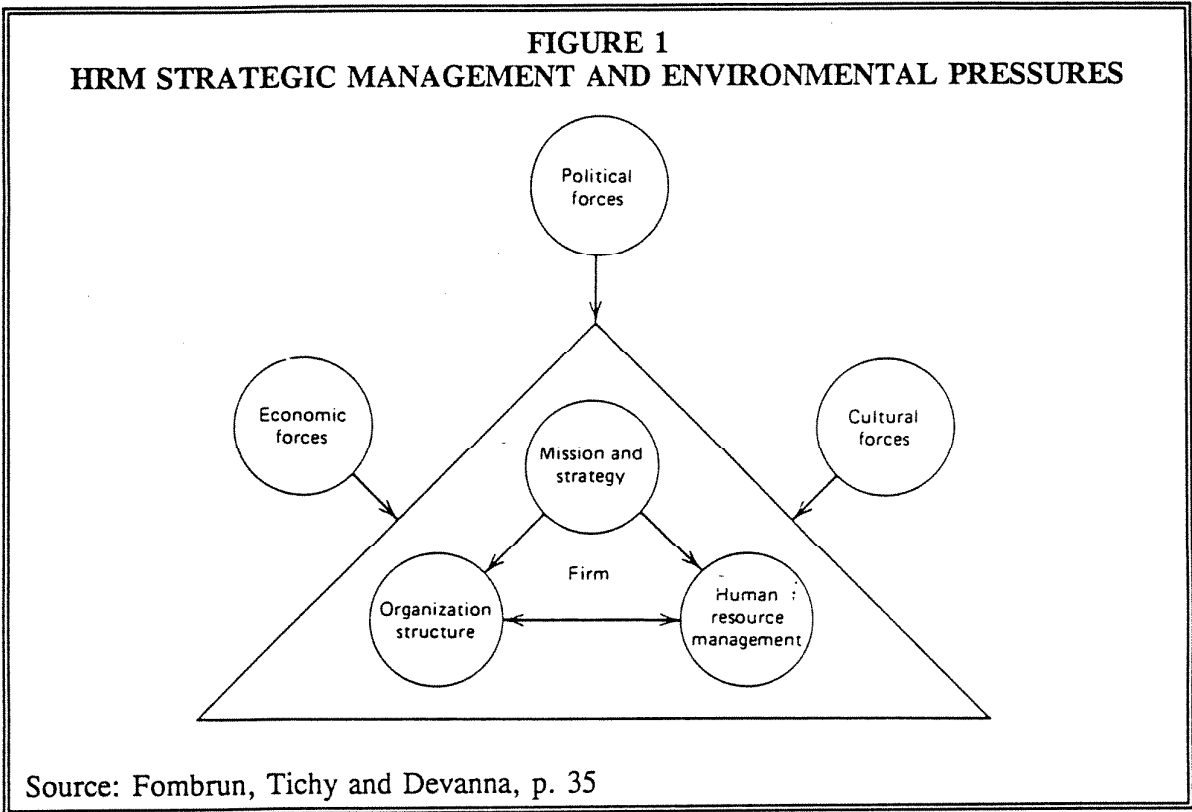
If the Tribe improves its human resource management (HRM) system, on the other hand, it will increase its capacity not only to manage forestry, but other tribal organizations

as well. More motivated workers will increase the Central Tribe's administrative efficiency and make tribal enterprises more profitable. A better trained and managed work force will also open doors to new economic development activities.

To address the challenges of HRM reforms, we do not suggest replicating the federal personnel system for the WMAT, even though BIA forestry employees favor that system. The federal system is bureaucratically burdensome -- new hires can take eight months to process -- and requires significant support from the Department of the Interior and the federal Office of Personnel Management. Further, it does not account for the specific needs of WMAT organizations, nor does it consider the conditions under which they operate.

To design a more appropriate HRM system, we use a conceptual model that links HRM strategy to the Tribe's goals and to the constraints within which it operates.<sup>4</sup> As Figure 1 demonstrates, the mission and strategy of the forestry program influence the organizational structure of the current and future departments. For example, the current department is broken down into four areas which reflect the priorities of the program: growth and management, timber sale preparation, timber sale administration, and fire management. The goals of this program will also affect the way human resources are managed: What types of employees are needed to manage the forest well and to produce quality timber? What skills or training must they receive? We also would like to emphasize that the way human resources are managed will in turn either support or weaken the organization's ability to reach its goals. As one tribal government leader stated, "The success of this Tribe depends on how we treat our people."

In recognizing the relationship between the Tribe's HRM system and its goals for forestry and other programs, it is important to understand the broader context. The mission and management of the program have many forces acting upon them, including economic, political, and cultural influences, which will determine the boundaries of potential actions. In our analysis, we have considered these external factors and how they influence HRM and the goals of forestry. In our discussion of recommendations and plans for implementing HRM reforms, we will return to the relation among these elements.



**Research Methods**

We have relied on our interviews with tribal members and others who have worked closely with the Tribe over the years to integrate features of Apache culture into our

analysis. During our visit to Whiteriver (the tribal government seat), we interviewed 30 individuals, including BIA employees (both tribal members and non-tribal members), tribal forestry employees, Tribal Council members, tribal government employees, personnel officers, managers and members of the board of directors at the Fort Apache Timber Company (FATCO), and the Chairman of the Tribe. Our conversations were confidential, and the information provided here is based on a compilation of their ideas and impressions, as well as ours.

Additional research included interviews with officials at other tribes that have faced similar HRM or contracting challenges,<sup>5</sup> and interviews with officials at the United States Forest Service, BIA Phoenix Area office and the U.S. Office of Personnel Management. (A complete list of the individuals that we interviewed is found at the end of the report.) We also have consulted literature on strategic HRM practices and theory.

Though we have gathered a great deal of information, this study has important limitations. First, we have researched and visited the Tribe, but cannot claim an extensive understanding of White Mountain Apache culture. We believe that the cultural appropriateness of reforms is essential, and we have addressed that issue to the best of our ability. Second, there is a dearth of strategic HRM literature for public organizations, and no one has formally studied tribal HRM systems to our knowledge. We have adapted business-oriented HRM models to the Tribe to the degree we believed was useful, but more research certainly needs to be done in this area.

## **Outline of Report**

In **section II**, we discuss the need for HRM reforms in detail. We highlight environmental forces and institutional issues that influence the system and often prevent it from working efficiently. The discussion includes three general HRM challenges facing the Tribe.

In **section III**, we present specific components of an HRM system and make recommendations about the division of HRM responsibilities.

In **section IV**, we provide a step-by-step process that the Tribe should follow to implement the recommendations in section III.

In **section V**, finally, we present the ingredients for successful implementation of the reforms, including recommendations to ensure the political and technical viability of reforms and a relatively timely process.

## II. HRM CHALLENGES

Given the BIA employees' reservations about working for the Tribe, the question arises of what changes need to be made to the current system to ensure a stable and committed work force. To answer this question, we examined the problems with the Tribe's HRM practices as well as the structural impediments to reform. In general, we have identified three major areas for action:

- (1) *Create an HRM system that is perceived favorably by employees.* In order to maintain strong employee performance, policies such as hiring, promotions, and grievances should be clear, fair and consistently applied. The system should also show employees that the development of their skills and knowledge is a priority of the organization.
- (2) *Develop strong control mechanisms to motivate consistent implementation of practices.* Enforcement mechanisms are needed to make the new system "stick." That is, the Tribe must find a method to turn improvements in the written system into improved practices.
- (3) *Train Apaches to fill the needs of tribal enterprises and government.* Given the goals of transferring management of the forestry program and achieving greater sovereignty in general, the Tribe must place more emphasis on training its members in the skills necessary for strong, effective management of its organizations.

We will elaborate on these three challenges by presenting a rationale for each, a view of the current conditions in these areas, and underlying factors that inhibit improvement.

**(1) CREATE AN HRM SYSTEM THAT IS PERCEIVED FAVORABLY**

**Rationale:** An HRM system that acknowledges the needs and concerns of employees is one key to retaining and motivating them. Fair pay, adequate benefits, clear promotion policies, objective appraisals, training opportunities and some degree of job security all encourage employees to do their jobs *well*. In the absence of such features, employees will tend to perform less effectively.

**Current situation:** We are limited in our ability to know how unfair HRM practices at White Mountain actually are. We do not have documentation of actual abuses, and therefore, have to rely on anecdotes and comments collected through interviews. That said, we did hear numerous complaints, mostly centering on the intervention of elected officials in hiring and firing decisions. One manager confirmed that as a matter of course he submits a short-list of applicants to the Tribal Chairman for final hiring decisions rather than making the decision himself. In addition, extensive dismissals -- "down to the janitors," as one person said -- have occurred after the last two Chairman elections. We also noted that the Grievance Committee, whose major function is to hear dismissal cases, has insufficient authority as an independent dispute resolution body. It can only make recommendations to the Tribal Council -- not final decisions. As a result, cases tend to be taken directly to individual Council members rather than the committee. No matter how pervasive these

actions really are, they are perceived to be widespread and *perceptions* of fairness and equity are in the end what motivate employees to perform well.

The problem of creating favorable perceptions is made all the more difficult in the context of transferring BIA personnel to the tribal system. BIA employees have become accustomed to the federal system which places tremendous emphasis on impartiality and goes through lengthy bureaucratic processes to make sure that this value is upheld.

All BIA forestry employees that we interviewed also voiced concern over the lower salaries and less predictable raises they expect to make working for the Tribe, because salaries are not clearly set according to job classifications and pay scales. Moreover, they pointed out the Tribe's unstable and less desirable retirement plan, and the Tribe's apparent lack of concern over the loss of accrued retirement benefits. It may be unrealistic to expect the Tribe to match federal salaries, given the Tribe's current budget constraints.<sup>6</sup> Still, from the foresters' point of view, the Tribe appears less attentive to their needs than does the United States government. Differences between the tribal and BIA rewards are listed below in Figure

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#### **Harmonizing Pay at the Warm Springs Confederated Indian Tribes**

The Warm Springs Confederated Indian Tribes in Oregon are also in the process of assuming control of their forestry program from the BIA. They have responded to the problem of different reward structures between the BIA and the Tribe by equalizing the pay of tribal and BIA foresters. The move is not intended to assure ongoing salary parity with federal workers, but to smooth the transition. The primary difficulty with this approach is the inequality it can create between forestry and other tribal departments.

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2. An example of how the Warm Springs Tribe resolved the differences in BIA and tribal salaries is presented in the highlighted box.

**FIGURE 2  
COMPARISON OF COMPENSATION AND BENEFITS:  
BIA AND WMAT**

REWARDS	BIA	WMAT
Salary	Strictly defined wage scale; generally higher pay than Tribe	No set salary schedule; approximately 19% lower wages than equivalent BIA jobs <sup>7</sup>
Health	80% coverage	100% coverage
Retirement	BIA contributes 7.5% of gross wages	Tribe currently contributes 2.5% of gross wages (down from 7.9% two years ago)

**Impediments to change:** There are several factors that hinder the consistency of administrative systems such as the HRM system at White Mountain. First, there are economic constraints, such as high unemployment, estimated in 1991 at about 32 percent of the total labor force.<sup>8</sup> Despite the high unemployment, many Apaches have little desire, and limited means, to leave the reservation. According to tribal members that we interviewed, these factors have an especially acute impact on young men, who traditionally are expected to spend their time productively occupied outside the home. The high level of unemployment is associated with serious social problems; for example, the rate of alcoholism is estimated to be six times the national average, while the rate of suicide is about two and a half times the national average.<sup>9</sup>

Associated with these constraints are political and cultural impediments to consistent and fair HRM practices. Tribal government leaders are traditionally expected to deliver assistance to family and clan members, as well as work toward broad goals such as economic development and administrative integrity. While the same might be said of elected officials

everywhere, the importance of family groups, and the tremendous responsibilities placed on *successful* family members may make the phenomenon all the more pronounced at White Mountain. Numerous tribal members informed us that anyone who achieves a position of influence is instantly viewed by his or her family as a source of financial support and is expected to help family members get ahead as well. Not fulfilling this duty is considered disloyalty to family and is a serious offense.

## **(2) DEVELOP ENFORCEMENT MECHANISMS**

**Rationale:** The reforms that the Tribe puts forth are only as good as their actual implementation. Overlapping mechanisms need to be in place to make policies "stick." Also, independent mechanisms for implementing the system will relieve Tribal Council members from time consuming involvement in individual HRM matters.

**Current status:** The written personnel policy is not currently enforced. For example, the distinction between political appointees and others is routinely ignored. Job classifications and salary schedules have never been developed, and performance appraisals have not been carried out. In other words, the official policy has little relevance to the actual practices of tribal managers. Further, no group of tribal members has proved capable of forcing managers and elected officials to abide by the rules.

**Impediments to change:** All the economic and cultural impediments listed under "Create an HRM system that is perceived favorably" also apply here. Additionally, as in most societies, actions speak more loudly than words. An action by a Tribal Council member carries more weight than does a Tribal Council resolution in establishing the real, *de*

*facto* rules in WMAT society. Rigid adherence to rules may also be contrary to Apache culture since the Tribe's flexibility has historically allowed Apaches to adapt well to changes in their environment. They were among the more successful tribes in coping with the arrival of Europeans in North America and, more recently, have been comparatively successful in business.<sup>10</sup>

Another obstacle is the lack of suitable institutions to reinforce HRM policies. There is no real locus of authority outside the Tribal Council. Tribal Council members have little incentive to enforce these policies, because doing so would limit their own ability to serve their constituencies; also, they have no assurance that if they do uphold the rules, that other Tribal Council members will do the same. The personnel office, on the other hand, would like to enforce the rules, but does not have the power to do so. In such situations, courts are commonly called upon to hold a society to its rules. However, the Tribal Court at White Mountain, like the personnel office, lacks sufficient authority.

The nature of the current policy itself also hinders its implementation. The 54 page document is too long, out-dated, and unnecessarily complex. Furthermore, rather than incorporating local values and constraints of WMAT, it is simply a version of the basic federal personnel policy.

### **(3) TRAIN APACHES TO FILL ENTERPRISE AND GOVERNMENT NEEDS**

**Rationale:** Developing Apache talents will allow tribal members to take on more challenging and rewarding work and will advance the ultimate goal of self-determination for the Tribe as a whole. By improving tribal members' technical and managerial capacities, the

Tribe can incorporate its values and priorities into organizations such as the forestry program. Training programs will also reduce the need for federal support and diminish reliance on off-reservation labor markets.

**Current situation:** Currently, top level positions of many tribal organizations -- enterprises, departments, and government -- are staffed by non-Apaches, despite Indian preference in hiring. A Forest Intern Program has been in place to provide an opportunity for Apaches to achieve more professional levels in the forestry program. According to one source, approximately 15 Apaches have received degrees in forestry from Northern Arizona University through this program. Despite the success of this program, approximately 80 percent of the top management positions in forestry are held by non-tribal members.

**Impediments to change:** Several tribal members commented on obstacles to greater supervisory responsibility for Apaches. One obstacle is a frequent reluctance on the part of Apaches to supervise their peers. Tensions can arise between supervisor and subordinate because the supervisor has no special status in the community that would legitimate his relative power on the job. If the two are from the same family or clan, the supervisor may hesitate to impose appropriate discipline. If they are from different groups, the supervisor and subordinate may have difficulty cooperating. In either case, the supervisor is in a difficult predicament, with his authority being continually undermined.

Another impediment to development is the lack of confidence people have had in the value of formal education. It is estimated that 48 percent of tribal members are high school graduates, and that only 1.3 percent of tribal members who are 25 years or older have a college degree.<sup>11</sup> This latter problem is easing as more Apaches return from college off the

reservation, but it will likely continue to slow the pace of human resource development.

Finally, there are few informal training opportunities, such as apprenticeships, for those with a high school education or less.

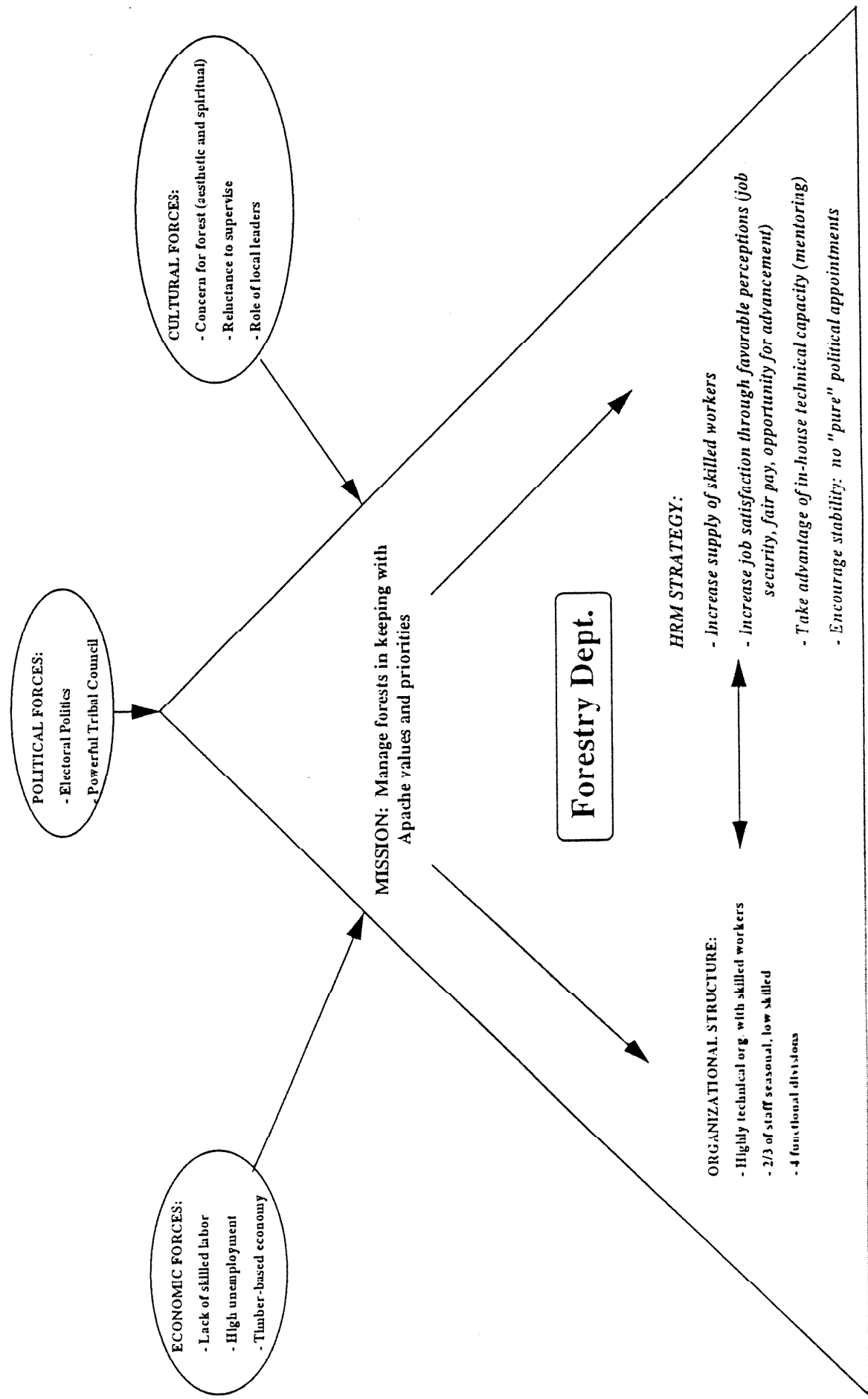
### III. COMPONENTS OF HRM: RECOMMENDATIONS FOR THE TRIBE

This section turns the broad challenges outlined in section II into specific recommendations to improve the different areas of the tribal HRM system. This section of the report should serve as a reference for tribal decision-makers as they review alternative HRM reforms. Specific emphasis is placed on the tribal forestry program, because it will be the trial organization, but general changes will be applicable to the rest of the tribal organizations as well. Please see Figure 3 for an illustration of the factors that generated our HRM strategy for the forestry department. We divide our recommendations into three major categories:

- (1) *Division of HRM responsibilities for the forestry program.*
- (2) *Changes in the current policies for HRM functions, including:*
  - Selection procedures;
  - Appraisal systems;
  - Rewards and benefits;
  - Technical and management training; and
  - Grievance procedures.
- (3) *Initiatives to strengthen the court system.*

We consider these first two sections in detail below. We discuss briefly the issue of strengthening the court system, recommending that further research in that area must be done to ensure the long-term success of any institutional reforms, including HRM policies.

**FIGURE 3**  
**Environmental Pressures and Internal Constraints**



## **(1) HRM RESPONSIBILITIES FOR THE FORESTRY PROGRAM**

One of the most important tasks that the Tribe faces is deciding which groups or individuals will be responsible for which HRM activities. We have broken down HRM responsibilities into three categories: (1) *strategic* considerations of the overarching policy decisions; (2) *operational and enforcement* functions to execute reforms; and (3) *managerial* capacity to carry out responsibilities on the "micro" level. These roles are more fully elaborated in Figure 4. Many groups and individuals already assume many of these responsibilities of HRM, and we simply hope to clarify the roles that are most appropriate for those groups. By drawing these lines more clearly, the Tribe's system will be perceived as fairer, because managers and employees of the forestry department will understand who has the authority to make particular decisions. In addition, such clarity will enhance effectiveness in hiring, promotions, and grievances by illuminating the proper procedures. Finally, in the long run, by allowing the appropriate individuals to make certain HRM decisions, the Tribe can effectively meet its personnel challenges.

In answering the questions in Figure 4, we have focused on the principal groups that would be involved in HRM reforms for the forestry department: the Tribal Personnel Office, the Tribal Council and Chairman, and the Forestry Department. In addition, we propose that a committee or "Personnel Board" be created to lead the reform effort. (More detail on the Personnel Board is found in section IV.) Figure 5 summarizes our recommendations for the roles of these different groups.

**FIGURE 4**  
**DETERMINING ROLES AND RESPONSIBILITIES OF HRM**

Strategic role:

- Who should determine what reforms are needed to serve the short-term and long-term needs of the forestry program and the Tribe?

Operational and enforcement role:

- Who is responsible for ensuring that HRM practices are upheld?
- Who should maintain the records for HRM functions, including changes in employee status and benefits?
- Who should have which roles in the grievance process (i.e., initial involvement; preliminary recommendation; and final authority)

Managerial role:

- Who is responsible for hiring, promoting, and firing employees? Which employees should be considered "political appointees," and therefore subject to selection and dismissal by the Chairman?
- Who is responsible for evaluating employees' performances?
- Who should be responsible for training Apaches to meet the needs of the forestry program?

<b>FIGURE 5 ROLES AND RESPONSIBILITIES FOR HRM</b>	
<b>Personnel Board</b>	<p><b>Strategic role:</b></p> <ul style="list-style-type: none"> <li>-- reviewing current policies</li> <li>-- proposing changes in policies</li> </ul> <p><b>Organizational/enforcement role:</b></p> <ul style="list-style-type: none"> <li>-- implementing and monitoring reforms</li> <li>-- enforcing reforms</li> </ul>
<b>Personnel Office</b>	<p><b>Organizational role:</b></p> <ul style="list-style-type: none"> <li>-- processing of records for hiring, promotions, grievances, benefits, etc.</li> </ul> <p><b>Strategic role:</b></p> <ul style="list-style-type: none"> <li>-- assisting in the rewriting of the current policy</li> </ul>
<b>Tribal Council and Chairman</b>	<p><b>Strategic role:</b></p> <ul style="list-style-type: none"> <li>-- appointing the Personnel Board</li> <li>-- reviewing the Personnel Board's proposed reforms</li> <li>-- passing resolution to implement reforms</li> </ul> <p><b>Managerial role:</b></p> <ul style="list-style-type: none"> <li>-- hiring and dismissing political appointees</li> </ul>
<b>Forestry Department</b>	<p><b>Managerial role:</b></p> <ul style="list-style-type: none"> <li>-- hiring and promoting line staff</li> <li>-- evaluating employees</li> <li>-- training employees</li> </ul>

Personnel Board. The Personnel Board, appointed by the Tribal Council, would be responsible for reviewing the current policy and making recommendations for reforms. This Board should take into account the views of employees, managers, and government leaders. The make-up of the Board and its explicit mandate are described in detail in section IV.

Tribal Personnel Office. This office, which currently employs five people, should continue to handle records and paperwork related to hiring, grievances, dismissals, benefits

and payroll. In addition, personnel experts from this office should assist in rewriting the personnel handbook, because they understand technical matters that must be incorporated into the policy, such as employees' legal rights.

Tribal Council/Chairman. A fundamental question must be resolved by the Personnel Board: to what extent do political leaders have the power to hire, to decide employee grievances, to fire employees, and to intervene in promotions? In view of the precedent of strong influence in these matters by tribal leaders, it is unlikely that excluding them from HRM decisions would be successful or desirable. Rather, we recommend that their role be more clearly defined, especially in the following areas:

- *Political appointments.* Most of the people that we interviewed said that the Chairman should have the ability to appoint people to certain jobs. Many suggested that only heads of departments and enterprises be susceptible to these appointments.<sup>12</sup> However, in the case of the forestry program, where long-term planning is essential to good forest management, it will be harmful to have the forest supervisor change with each election. We suggest, therefore, that a three-person committee consisting of the Tribal Chairman, the head of the Natural Resources Committee, and the chairman of FATCO's Board oversee this position. A unanimous vote of the three would be required to appoint or dismiss the forestry supervisor.
- *Grievances.* Currently, the Chairman and Tribal Council have final authority in grievance decisions for all tribal organizations. Recommendations of the tribal

Grievance Committee are presented to the Chairman who then makes his decision. Only in cases of discrimination or dismissal can the employee appeal the Chairman's decision to the Council.<sup>13</sup> We suggest additional steps be included in this process prior to reaching the Committee, and that final decisions in grievance cases be left entirely to the Grievance Committee. This change will make the system appear less political and tribal leaders will have greater flexibility to attend to other pressing needs in the government. More information on grievances is discussed below.

Forestry Department. Most of the specific human resource management tasks should be handled within the department itself. We briefly highlight these areas, and discuss them more fully in the following section:

- *Hiring and firing decisions.* Forestry supervisors who understand the needs of the organization should decide who is hired and fired. To ensure that these positions are not subject to political intervention, we have suggested an "interview committee" be established. (See page 24.)
- *Appraisals and promotions.* Evaluating and rewarding performance should be handled by employees' supervisors. (See page 27.)
- *Development.* Department managers and other supervisors know their own training needs best and should therefore be in charge of any employee training programs.

Departments should coordinate with tribal education and personnel officials in seeking training opportunities. (See page 33.)

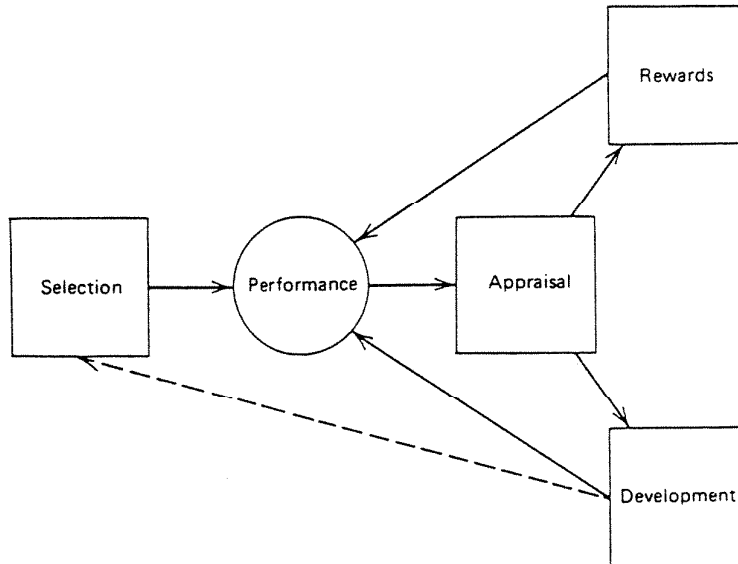
- *Grievances.* The preliminary steps of grievance procedures should take place within the forestry department, beginning with a supervisor-employee meeting and continuing to a peer review committee as necessary. (See pages 36.)

## **(2) CHANGES IN THE CURRENT POLICIES FOR HRM FUNCTIONS**

One of the principal goals of an HRM system is to create an environment that fosters a productive workforce. This section focuses specifically on the HRM functions discussed above that would for the most part be performed by the tribal forestry program. We begin with the four generic functions of any HRM system: (1) selection and promotion; (2) appraisal; (3) rewards; and (4) development. These four subsystems, which are carried out by the human resource managers, are highly interrelated, as illustrated in Figure 6. An employee's performance is a function of all these human resource components. Good managers:

- *select* people who are best able to perform the jobs,
- *appraise* their performance to facilitate fair distribution of rewards,
- motivate employees by linking *rewards* to high levels of performance, and
- *develop* employees to enhance their current performance at work as well as to prepare them to perform in positions they may hold in the future.<sup>14</sup>

**FIGURE 6  
INTERRELATION OF HRM SUBSYSTEMS**



Source: Fombrun, Tichy and Devanna, p. 41

We discuss these four functions in more detail below. At the beginning of each section, we provide a summary table describing the goals of the HRM component, different types of "tools," and our recommendations. In addition, we examine grievance procedures and policies for two main reasons. First, like the other components of an HRM system, employees' perceptions of the grievance procedures (i.e., how fair they perceive their organization to be) will likely affect their performance. Secondly, the grievance procedures are the most immediate enforcement mechanism available to make these reforms work. Assuming employees are made aware of their rights in each of these areas, they can use an objective grievance process to ensure that their rights are being upheld.

<b>SELECTION AND PROMOTION</b>	
<b>GOALS OF SELECTION PROCESS</b>	
<ul style="list-style-type: none"> <li>● To hire qualified individuals, giving a preference to tribal members, who will add value to the forestry program's mission and practices</li> <li>● To promote individuals based on explicit criteria in order to ensure that the process is fair and legitimate</li> </ul>	
<b>TOOLS FOR SELECTION</b>	
<ul style="list-style-type: none"> <li>● Discretion of forestry department managers to decide needs of each department and individually to make hiring and promotional decisions</li> <li>● Interview Committee to select candidates based on established criteria of skills, education, and experience (e.g., the Passamaquoddy Tribe example)</li> </ul>	
<b>RECOMMENDATIONS</b>	
<ul style="list-style-type: none"> <li>● <i>For non-political appointments, the Tribe should set up an Interview Committee for the forestry department, responsible for hiring and promoting employees. They should evaluate the skills needed, judge the appropriate individuals to hire, and reach a consensus for action. Like the Passamaquoddy Tribe's Committee, this group can include both forestry managers and non-forestry personnel (e.g., a Council member and a personnel officer).</i></li> </ul>	

Policies concerning recruitment, hiring, promotion, and other changes in employee status (e.g., termination) have a great effect on employee performance. In particular, the processes of hiring and promotion signal to employees the qualities that are rewarded and how managers value them and their work.<sup>15</sup> From a manager's perspective, selecting and promoting qualified, motivated personnel are essential to the overall performance of the organization.

The goal of a selection process is to match qualified individuals with the needs of an organization. An effective process requires that the organization define its needs and assess the existing labor pool. From the employee perspective, a successful selection process

should not only provide motivation for them to do quality work, but should also assure them that employee status decisions are made on fair, legitimate criteria.

Most of the individuals that we interviewed at WMAT -- tribal members and non-tribal members -- saw HRM reform possible only by "keeping politics out of personnel," specifically referring to the hiring and dismissal of employees. Eliminating politics from the overall process would be impossible given the factors discussed in section II. However, this phrase indicates a frustration with the current system. As we addressed earlier in this section, this problem can in part be solved by more clearly defining the responsibilities of the tribal leaders and the organizational managers. In addition, it would be helpful to enforce these

#### **Interview Committee at the Passamaquoddy Tribe**

The Passamaquoddy Tribe has contracted their forestry program since 1980. To hire individuals in this program, the Tribe advertises the position for two weeks. The personnel office then screens the resumes and sets up interviews for each of the candidates with the Interview Committee. The Interview Committee is made up of four tribal members -- the personnel officer, one tribal council member, and two forestry supervisors. They interview each candidate and collectively come to a decision of who to hire for the position. About six years ago, the Tribal Chief also sat on this committee, but the Tribe found that his presence made the process too politicized. To relieve the Chief of undue pressure from constituents and to ensure a more merit-based system, the Tribal Council and Chief decided that it would be more appropriate for the Chief not to participate on the Interview Committee.

responsibilities more formally through a selection committee or board of directors for the organization who could make the non-political appointments, promotions, and dismissals. Such a system seems to work effectively at FATCO, where the Board of Directors insulates the organization from undue political pressure and reduces pressure on government leaders to

influence the selection process on behalf of their constituents. Rather than setting up a board of directors for the forestry program, a more simple and appropriate recommendation is an "interview committee." The committee should be made up forestry and non-forestry personnel (e.g., a Tribal Council member and a personnel officer) who would be responsible for hiring and promotion decisions for all (non-political) employees. See the highlighted box for an example of an interview committee at the Passamaquoddy Tribe.

<b>APPRAISAL SYSTEMS</b>
<b>PURPOSES OF APPRAISALS</b>
<ul style="list-style-type: none"> <li>● To define and evaluate an employee's role in the overall mission of the organization</li> <li>● To bring about and sustain effective job performance</li> <li>● To provide a tool for long-term development, by evaluating current skills and determining what skills will be needed in the future</li> </ul>
<b>TOOLS FOR APPRAISAL PROCEDURES</b>
<ul style="list-style-type: none"> <li>● Subjective measures of performance through personal contact</li> <li>● More impersonal measures, such as cost or productivity data</li> <li>● Individual evaluations</li> <li>● Group-based evaluations</li> <li>● Combination of the group- and individual-based evaluations</li> </ul>
<b>RECOMMENDATIONS</b>
<ul style="list-style-type: none"> <li>● <i>The Tribe and forestry program managers should make appraisals a priority in management</i></li> <li>● <i>Managers should use a version of the current BIA evaluation process, simplifying the existing BIA forms to focus on the essential elements of evaluating an employee's work. Managers will be more likely to use a more simple form and data can be more easily compiled</i></li> <li>● <i>Evaluation should go both ways: the supervisors should evaluate their employees every 6 to 12 months and the employees should also have the opportunity (perhaps anonymously) to evaluate their supervisors. Criteria must be provided to guide the evaluation of supervisors.</i></li> </ul>

Evaluating the performance of employees is an important part of effectively meeting long-term human resource needs. An appraisal system based on fair criteria provides valuable feedback to employees on their performance and allows supervisors to reward or to correct the actions of their employees. Appraisals can also be used to improve communication among staff, identify managerial talent, and isolate training needs.

When considering appraisal systems, it is important to highlight the difficulty in accurately measuring an employee's effectiveness. Most methods rely on indirect measurements of performance, and in the end a supervisor has primarily a subjective view of the overall ability of the employee. With this caveat, a performance evaluation process still provides important information to both the employer and employee.

Like many organizations, the Tribe does not appear to have placed a great emphasis on developing an effective appraisal system. Although an extensive employee evaluation form exists, no tribal manager that we interviewed had actually used it. On the other hand, the BIA puts a great deal of effort into employee evaluations, using written appraisals by supervisors as well as informal feedback to employees on a regular basis. To develop a strong appraisal system, the first step for the Tribe is to garner the support of managers who would carry out the evaluation process. In fact, research shows that the key to effective appraisal systems is the *willingness* of manager to devote time and resources to the process, not only to review employee performance, but also to train others to evaluate employees.<sup>16</sup>

The Tribe can develop a new system for the forestry program, use the current tribal government appraisal forms, or adopt an appraisal system similar to the current BIA system. Forestry employees are accustomed to the BIA system, which they perceive as fair and thorough. Rather than starting from scratch or using the tribal form (which is complicated and has yet to be used), the forestry department should use the BIA system, with the modifications discussed above in the table. In addition, we recommend that employees evaluate their supervisors on a regular basis.

<b>REWARDS AND BENEFITS</b>	
<b>PURPOSES OF REWARDS AND BENEFITS</b>	
<ul style="list-style-type: none"> <li>● To compensate employees for their efforts and to motivate them to continue to perform well</li> </ul>	
<p style="text-align: center;"><b>EXAMPLES OF TANGIBLE AND INTANGIBLE REWARDS</b></p> <ul style="list-style-type: none"> <li>● Compensation, including salaries, bonuses, other benefits</li> <li>● Promotion, including upward mobility and lateral transfers to desirable positions</li> <li>● Career opportunities</li> <li>● Positive feedback from managers and others</li> <li>● Personal sense of well-being for doing a good job</li> <li>● Opportunity to learn and develop new skills</li> <li>● Job security</li> <li>● Responsibility</li> <li>● Respect from co-workers</li> </ul>	<p style="text-align: center;"><b>TOOLS FOR TANGIBLE REWARD SYSTEMS</b></p> <ul style="list-style-type: none"> <li>● Rewards related to performance and productivity</li> <li>● Unsystematic rewards that are allocated in paternalistic way</li> <li>● Formula-based (e.g. on number of years of service)</li> <li>● Bonus-based rewards on a subjective assessment of overall contribution with some managerial discretion</li> </ul>
<b>RECOMMENDATIONS</b>	
<ul style="list-style-type: none"> <li>● <i>Managers should strive to create a good working environment and to develop other intrinsic rewards</i></li> <li>● <i>The Tribe should create a job classification system to make salary levels clear</i></li> <li>● <i>Retirement benefits should be "grandfathered" for those BIA employees working for the forestry program who are within 10 years of retirement with full federal benefits</i></li> </ul>	

Selecting well-qualified, motivated individuals is the first step in assuring excellent performance by employees. Once employees begin working, however, it is important to provide incentives for continued high performance through a variety of rewards. Rewards should be structured to support both the short-term and long-term goals of the program by attracting and retaining quality employees.<sup>17</sup>

Rewards come in many forms. Organizations offer individuals both tangible rewards, such as salary and retirement benefits, and intangible rewards, such as opportunities for

achievement, personal growth and meaningful contribution to the mission of the organization.

In our interviews with BIA employees, we learned of some rewards that are important to Apaches and non-Apaches:

- Apaches stated that they enjoyed their work because of the stability, training opportunities, salaries (including overtime pay), ability to work in other places, contributions they make in protecting the tribal resources, supervising experience, and upward mobility.
- Non-Apaches stated that they enjoyed their work because of the environment (i.e., the great outdoors), the responsibility and challenges of the work, and interaction with their co-workers.

Thus, it is clear that there are many intrinsic rewards associated with working in the forestry program. Nonetheless, BIA employees also voiced their apprehensions over changes in the extrinsic rewards if the Tribe were to manage the forestry program. Specifically, they were concerned about the lower salaries and the reduced retirement benefits they would receive from working for the Tribe. We briefly address these two areas and make preliminary recommendations.

*Salaries.* Although it may not be prudent or possible to attempt to match the current BIA salary levels, the Tribe could adopt a similar classification of positions that includes corresponding salaries. This system would lessen administrative confusion by providing an objective basis for salary levels. The BIA forestry department currently has a list of all possible positions, broken down by section.<sup>18</sup> (See Appendix B.)

With these job descriptions and BIA salary levels, the Personnel Board could draft a preliminary salary grade schedule for positions within the tribal forestry program. In considering the pay levels for each position, the Board should take into account what skills, experience and education are required. See the highlighted box for an example of a job classification system at the Cherokee Nation.

This reform would establish a differentiation between top-level managers (who would be political appointees) and other staff, improve career mobility, and provide a foundation for career development by highlighting skills needed for different positions within the organization.

*Retirement benefits.* Currently, approximately 80 percent of the upper management positions of the BIA forestry program are held by non-tribal members. For most of them, retaining their retirement benefits is a critical aspect of whether they

would continue to work at WMAT. At this juncture, with its need for skilled workers, the Tribe should provide incentives for highly skilled employees to continue to work for the forestry program. Under a 638 contract or cooperative agreement, there are a variety of ways that the Tribe can choose to manage these benefits, including the following:

#### **Job classification at the Cherokee Nation**

The Cherokee Nation in Oklahoma has a very structured job classification system that has been in place for over 20 years and has been modified throughout the years. For regular employees, there is salary ranking scale from one to 30, based on the education and experience of the employee and the requirements of the job. Managers have a salary ranking scale from one to 10. (Within each level are three levels of salary.) Managers must make a motion to promote employees to a higher rank, based on their evaluation of the employees' performances. Technically, the Chief must approve any promotions, although she currently only intervenes when there is a significant promotion.

(1) The Tribe could provide comparable benefits to BIA's for all forestry employees. On one hand, this choice could be very costly to the Tribe and could create pressure to upgrade the benefits of other tribal organizations. On the other hand, the 638 contract money should be sufficient to continue these benefits.

(2) The Tribe could also choose to keep the federal retirement benefits for particular employees who have served the program for a certain number of years. For example, the Tribe could "grandfather" retirement benefits for employees who are within 10 years of retirement. According to the BIA Phoenix Area office, tribes can negotiate special agreements with non-Indian employees to determine how their benefits will be managed under a 638 contract. In the event that tribes do not make such agreements, the federal government provides special retirement options for certain non-Indian employees.<sup>19</sup>

In summary, the Tribe should use the flexibility afforded by the law to retain the skilled employees needed for the forestry program.

## TRAINING AND DEVELOPMENT

### PURPOSES OF TRAINING PROGRAM

- To identify the skills needed to meet the current and future needs of the organization
- To enhance employee performance and increase specific skills of tribal members

### TOOLS FOR TRAINING

- Basic education
- On-the-job training
- Cross-functional training (i.e., training an employee for a variety of positions within an organization)
- Mentoring
- Formal training and educational programs either by the organization or with the help of outside institutions

### RECOMMENDATIONS

- *The Tribe should make overall improvements in education a high priority*
- *The forestry department should establish a shadow management program, which would allow Apaches to work side-by-side with top managers to learn more managerial skills*
- *The Tribe should invest in training for Apache executives so that they can continue to learn more about HRM reforms and exchange ideas with other top managers around the country*
- *Vocational training should be increased in the local high school to provide more opportunities in forestry and other professions to young tribal members*
- *Community-based educational programs should be created, perhaps through video-education via satellite*

Development is "the identification of needed skills and active management of employee learning" to meet long-term needs of an organization.<sup>20</sup> An effective training program depends on a constructive and useful appraisal system, as managers identify the existing skills and needs of a program. In understanding the aggregate strengths and

weaknesses of the staff, managers can begin to provide necessary training for their employees.

Training can come in many forms, both formal and informal. For example, mentoring programs -- structured or unstructured -- have been found to be an effective development tool. In one study, more than two-thirds of the top executives interviewed from six different private companies reported that they had mentors who played important roles in their development as strategic decision makers.<sup>21</sup> The importance of mentoring would also be applicable at WMAT. As an initial step in developing Apache expertise in forestry, the Tribe should establish a "shadow management" program with the head supervisors and the most senior or appropriate Apaches. Under this program, Apaches would spend time working side-by-side with top managers to gain the skills and knowledge necessary to run the department. This program would accelerate the process of moving Apaches into top management positions.<sup>22</sup>

In addition to the in-house forestry management training, the Tribe needs to plan for longer-term, more far reaching changes to increase the skills of tribal members. To finance these programs, tribal leaders should examine various funding mechanisms and educational assistance through the BIA and other organizations. In addition to making general education a priority for the Tribe, we suggest that the Tribe develop a three-part training program:

(1) *Training for Apache executives.* There are many programs specifically geared to government or business executives at universities throughout the country. These programs provide the opportunity for leaders to learn new methods of approaching HRM and other

management challenges and allow them to interact with other high level managers with whom they can exchange ideas.

(2) *Increased emphasis on education, including vocational training in the local high school.* The Tribe needs to offer more educational opportunities targeted at the areas of greatest need, including forestry.

(3) *Other community-based education programs.* Many remote communities use video hook-ups via satellite to receive educational materials from other parts of the country. This method would be fairly inexpensive and effective in expanding educational opportunities on the reservation.

## GRIEVANCE PROCEDURES

### PURPOSES OF GRIEVANCE PROCEDURES

- To resolve disputes and complaints in a fair and efficient manner

### TOOLS FOR GRIEVANCE PROCEDURES

- Employee/supervisor meetings
- Written grievance to direct supervisor
- Peer review of grievance within the organization
- Written or oral grievance to tribal government leaders
- Review by tribal Grievance Committee
- Filing of grievance in Tribal Court
- Grievance review by outside agency (e.g., off-reservation lawyer/mediator)

### RECOMMENDATIONS

- *Less serious grievances (i.e., other than dismissal) should be handled, to the extent possible, within the department. The process should include discussion of the grievance with the direct supervisor; if this meeting is unsatisfactory to the employee, he or she can ask that the grievance be heard by a "peer review" committee within the organization.*
- *To appeal "peer review" committee decisions and for more serious grievances, the next step should be an appeal to the tribal Grievance Committee, who would then have final authority.*
- *In the long run, the Tribe should work to build the autonomy and legitimacy of the Tribal Court system, so that final appeals could go to an objective and fair body with more authority and perhaps legal training.*

Personnel grievances are employee complaints of unfairness or abuse. They are commonly filed in cases of dismissal, discrimination, favoritism, sexual harassment, or anything else that sufficiently upsets an employee. Procedures for resolving them often include consultation between the employee and his or her supervisor. If this negotiation does not resolve the dispute, there is often a provision for a third party to step in and settle the matter. Serious grievances can be taken beyond an organization's internal process to outside parties, including state or federal courts, depending on the law and jurisdiction.

Although the grievance procedure is clearly explained in the Tribe's personnel policy,<sup>23</sup> we received conflicting information about the actual grievance process from leaders, department managers, and employees. Managers and employees stated that many individuals go directly to the Chairman or a Tribal Council member rather than through the authorized steps, raising questions about the objectivity of the final decisions.

#### **Role of a Grievance Hearing Officer at the Navajo Nation**

At the Navajo Nation, the grievance process begins with an employee filing a grievance with his immediate supervisor. If the employee is unsatisfied with the results from this action, he can file the complaint with the Personnel Director, who in turn convenes an Administrative Meeting with the employee and immediate supervisor to try to resolve the problem. If the employee wishes to appeal the outcome of this meeting, he then files a request to submit the case to a Grievance Hearing Officer. An impartial Grievance Hearing Officer, who is contracted by the Personnel Director, has the final decision in all cases.

To create a system that is seen as more objective and to relieve the tribal leaders from unnecessary pressure, we suggest that a "peer review" committee be established within the forestry department as part of the initial grievance steps. This system appears to work well at FATCO, presumably because employees feel comfortable presenting their grievance to a group of peers from within their enterprise. Another example is presented in the case of the Navajo Nation. (See highlighted box.) Our specific recommendations for procedures to file a grievance include:

- Step 1: A grievance should begin within the forestry department, with an employee raising the issue orally or in a written statement to his direct supervisor.
- Step 2: If the supervisor fails to resolve the complaint (or the employee is not satisfied with the supervisor's decision), the employee may appeal to an in-house

### **Grievance Procedures at the Salish and Kootenai Tribes**

The grievance procedure at the Salish and Kootenai Tribes in Montana stands out for the active role played by the personnel office and for the structure of the grievance committee. Unlike most other tribal systems, this one is marked by active participation on the part of the personnel officer from the beginning. The complaint is initially filed with the tribal personnel officer, who then "manages" the negotiation between the employee and his superiors. He does so by conferring with both parties at each stage of appeal to see if the problem can be resolved.

If it cannot be resolved, the case ends up before the grievance committee. This committee is made up of five people -- three lower level employees and two supervisors. All members have received a day of training in personnel grievances. In order to diminish the role of personal relationships in the decision, each party is permitted to remove one committee member. The remaining three render a final decision in the case. There is no Tribal Council review and appeals to the tribal court are granted only on procedural questions.

grievance committee, or peer review group, made up of four employees, one from each forestry program area. Group members would be nominated by their division managers and would serve staggered two-year terms. To emphasize a cooperative dispute resolution process, the group must reach consensus to resolve each case.

Step 3: To appeal the peer review committee finding, the employee would then go to the tribal Grievance Committee. We suggest using the Salish and Kootenai Tribe model (see highlighted box), which consists of five tribal members. The parties involved would have the opportunity to remove one member each. The remaining three Grievance Committee members would make the final decision on the case.

In order to minimize frivolous grievances, and to make sure serious ones are heard, managers must set clear expectations of their employees. For example, employees should understand the department's rules and what is expected of them, the extent of their rights, the complete appeals process, etc. All this information should be explained in simple, direct

language in a personnel handbook. In addition, employees should be trained in this information during their orientation.

### **(3) INITIATIVES TO STRENGTHEN THE COURT SYSTEM**

To formalize and ensure lasting HRM reforms, there is significant evidence that an independent, third-party enforcer of these policies can play a key role. Typically this function has been served by a judicial authority of some kind. We recommend that the Tribe work toward reforming the tribal court to create such an autonomous body. Suggesting specific changes in the current judicial system is beyond the scope of this paper; however, we have provided references in the bibliography (under Court System Bibliography) to help the Tribe begin looking at this issue in greater detail.

#### **IV. STEP-BY-STEP REFORM**

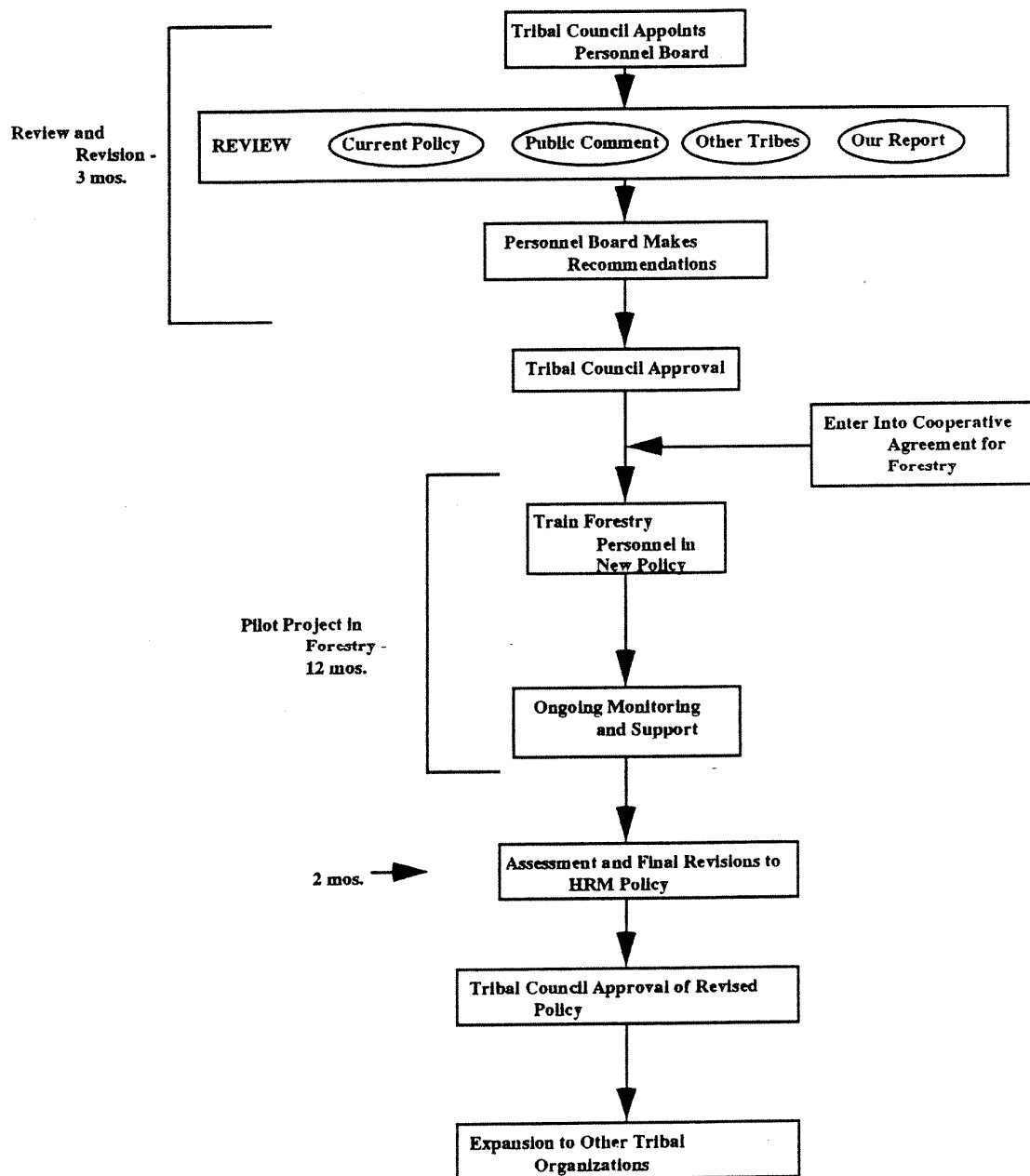
With the specific recommendations for HRM reform in the previous section, we can now move to a step-by-step "how-to" process to implement these changes at WMAT. We divide the process into three major phases:

- PHASE 1:** *Review and revise current HRM policies.* By reviewing and revising the current policies, the Tribe can address the need to evaluate existing problems with the HRM system and the need to draw a diverse set of people and groups into the reform process.
- PHASE 2:** *Set up a pilot project in forestry.* The pilot project gives the Tribe a chance to try out the new system on a small scale before full implementation, while at the same time allowing for a near-term transfer of forestry to tribal control.
- PHASE 3:** *Expand reforms to other organizations.* In the expansion phase, reforms and lessons learned from the forestry pilot project can be applied to other organizations. Full implementation of the new system marks the end of this phase.

These steps are discussed in greater detail below. The overall map of the HRM reform process is presented in Figure 7.

FIGURE 7

# Map of HRM Reform



## **PHASE 1: REVIEW AND REVISION**

In this first phase there are three steps: (1) The Tribal Council creates the Personnel Board; (2) The Personnel Board collects information and designs changes to the personnel system; and (3) the Personnel Board submits its proposal to the Tribal Council for review and approval.

**Step 1: Create Personnel Board.** The Tribal Council should appoint tribal members to a Personnel Board, responsible for reforming tribal personnel policies and serving on an ongoing basis as an advisory body to the Tribal Council on matters related to HRM. The Board should be created by Tribal Council ordinance and serve as an official board of directors to the personnel office.

The composition of the board should take into account the views of employees and managers and involve the Tribal Council. (See the highlighted box for an example of such a board at the Salish and Kootenai Tribes.)

Prospective Personnel Board members should formally apply to the Tribal Council. There need be no set selection criteria for these positions, but the Tribal Council should favor applicants who would work constructively in a group and be willing to make the significant time commitment necessary to design and oversee reforms. Following the Salish and Kootenai model, we recommend the following composition for the five-person Board:

- One Tribal Council member, to serve for four years (or one term of office);
- One full-time tribal member forester to serve for two years\*;

### **Personnel Board at the Salish and Kootenai Tribes**

The personnel director at the Salish and Kootenai Tribes in Montana attributes the strong implementation of personnel policies there to his "board of trustees." The board provides a political voice for the efforts of the personnel bureaucrats to improve HRM. Called the Personnel Board, this group is made up of one Tribal Council member, one department head, one program manager, one employee and one tribal member not employed by the tribe. Board members are chosen by the Tribal Council and serve for one to four years, ensuring a mix of experience and "new blood" on the board. Regular meetings are held monthly.

- One tribal member employee from any enterprise or department, to serve for two years;
- One enterprise manager to serve for one year; and
- One Central Tribe manager to serve for one year.

\* Subsequent candidates for this slot need not be forestry employees.

As a practical matter, the Board will need office space, a computer and a phone at its disposal for the review and revision process.

The board should be provided technical assistance by a tribal attorney and/or an outside HRM expert.

**Step 2: Gather Information.** We suggest that the Personnel Board begin this review process by considering the recommendations included in section III of this report, as they highlight the most pressing HRM issues facing the Tribe. Because there are many aspects of these reforms that we do not address in depth, the Personnel Board will need to gather further information in order to recommend appropriate policies. This information

gathering process should include review of: (1) public comment on current tribal personnel practices, (2) relevant experiences from other tribes, and (3) the written personnel policy as it exists today.

Public Comment. Public meetings provide one opportunity for tribal members to air their concerns about the current tribal personnel system as well as their concerns about seeing it changed. The meetings can also be used by the Personnel Board to publicize the fact that the Tribe is planning to make changes. The Board should consider using regularly convened community meetings to gather information. Meetings of this sort have had important impacts at WMAT. The public meeting held on the issue of the forestry transfer drew hundreds of tribal members, made the Tribal Council aware of their concerns and identified spokesmen for the concerned group. Of course, these meetings can generate unconstructive debate, but it is essential to get all points of view on the table before proceeding with reforms.

The Board should solicit further information from targeted sectors of the public. That means going to the BIA Forestry Branch, tribal enterprises and departments, and the personnel office to find out their most pressing concerns related to HRM. The Board should publicize the information gathering effort on the tribal radio station and in the Apache Scout newspaper and should solicit comments from any other concerned tribal members.

Information from Other Tribes. The Board should gather more information from other tribes, including HRM reforms associated with 638 contracts, especially alternative systems for resolving grievances, for selection and other mechanisms that enhance job security. Throughout this report, we supply examples of how some tribes are addressing

various HRM problems, and the Tribe may want to learn more from these and other tribes' experiences. (A complete list of the tribes that we interviewed is found at the end of this report.)

Current Written Policy. Once they have reviewed the proposed actions in section III and synthesized information from other sources, the Board should review the written policy for needed changes. A tribal attorney, or other individual familiar with the policy, should summarize its major features to facilitate consideration of reform alternatives. The Board may find that it prefers to outline a new policy completely from scratch or simply edit the existing policy. It should also consider whether or not one central policy is appropriate for the Tribe's other organizations. An alternative, for instance, could involve creating a core set of rules on conditions governing employment, disciplinary action, termination, and record-keeping, and allowing each organization to generate mini-policies like FATCO's to cover all other HRM matters.

**Step 3: Tribal Council Approval.** Next, the Board must submit its recommendations to the Tribal Council for approval. The Tribal Council may either accept the recommendations intact or request by majority vote that the Board make changes. Once the changes are approved by the Council, the trial phase can begin.

## **PHASE 2: BEGIN PILOT TEST**

This phase consists of four steps: (1) the Tribe transfers forestry by cooperative agreement; (2) forestry employees are educated about the new policy; (3) the trial takes

place, with monitoring and support by the Personnel Board; and (4) the Personnel Board evaluates the trial and makes final revisions to the policy.

**Step 1: Transfer Forestry.** The first step in the trial is to transfer the BIA Forestry Branch to tribal control. Taking the program over by cooperative agreement -- as opposed to 638 contracting -- offers the Tribe flexibility and reduces the risk of losing valuable employees. Top managers who might otherwise leave to protect their federal retirement benefits could remain BIA employees, while others would move immediately to the tribal system. The Colville Tribe (see highlighted box) is at

roughly the same stage of taking over forestry and is leaning toward an arrangement whereby employees within a certain number of years of retirement can remain BIA

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#### **Cooperative Agreements for Forestry at the Colville Tribe**

The Colville Tribe in the State of Washington is one of the four largest Indian timber producers in the Pacific Northwest. Like all other timber-based tribes, Colville is considering how best to go about assuming control of forestry from the BIA. Their answer is to use a cooperative agreement. It is a flexible arrangement which gives the Tribe control without imposing financial penalties on long time employees. It does so by transferring control of the agency budget and management of some employees to the Tribe right away, while leaving other employees under BIA management. The Tribe is considering a criterion of years of service to establish who can choose to remain a BIA employee, because this factor determines how much they have paid into the federal retirement system. As these senior employees retire or move on for other reasons, they will be replaced with tribal employees.

---

As part of the cooperative agreement, the Tribe should continue the BIA policy of sending tribal members off-reservation to fight fires. These opportunities represent an important source of income and prestige for tribal members, who are recognized as being among the best forest fire-fighters in the country.

**Step 2: Communicate the new policy to forestry employees.** The best way to inform forestry personnel about the new policy would be to conduct meetings in the four functional departments. The forester who serves on the Personnel Board should make joint presentations with a tribal attorney and/or the personnel director. The forester will be trusted within the organization and know how to communicate the substance of the reforms to his peers. The attorney or personnel officer will be available to answer questions on technical details. To ensure good attendance, these meetings should be held on-site during working hours. At these sessions, employees should receive copies of the interim policy. They should not receive the whole policy but rather a readable summary of the salient points. Copies of the complete policy should be made conveniently available to employees who want to review the details.

**Step 3: Monitor and support the trial.** During the trial period, division managers within the forestry department should report to the Personnel Board on a monthly basis. Their reports should outline the overall progress of the system, stressing both its shortcomings and advantages. Serious problems should be reported immediately to the

Board. To gather employee feedback, the forestry employee should ask two other employees to attend each monthly Personnel Board meeting.

**Step 4: Make final revisions.** At the end of the trial period the Personnel Board should interview employees and managers in the forestry department and formulate recommendations for the Tribal Council on aspects of the policy that need modification before full implementation. Recommendations should be drafted and delivered to the Council no more than two months after the end of the trial period. During this evaluation period, a tribal attorney or other appropriate person should work with the Board drafting final revisions and preparing a brief report on the pilot project for use by managers of other tribal organizations.

### **PHASE 3: EXPAND REFORMS TO OTHER ORGANIZATIONS**

The final phase of HRM reform will be full implementation of the new system in other tribal organizations. Once the new policy is approved, how will it become reality in other organizations? The difficulty of making organizational change in a variety of tribal enterprises and departments cannot be underestimated. Organizations develop rigid standard operating procedures and expertise at using a given set of administrative processes. In many cases, people will not recognize the point of changing to a new system and will therefore focus only on the disruptions caused by the change.

Addressing these issues is beyond the scope of this paper. However, we provide a checklist of factors that may influence the success of full implementation:

- Simplicity of the plan;
- Success of the forestry trial;
- Degree of decentralized regulation (the degree to which organizations are left to set their own policies); and
- Time allowed for phase-in.

In addition, we supply a list of specific ideas to speed acceptance of policy reforms below.

<b>SUGGESTIONS TO FACILITATE ACCEPTANCE OF REFORMS</b>	
●	Use an active Enterprise Managers Roundtable to exchange ideas.
●	Hold a workshop on the changes for all general managers and "in-house" administrators with HRM duties.
●	Distribute a final pocket-size handbook to all employees.
●	Do publicity through media -- the tribal radio station and <u>Apache Scout</u> .
●	Have teams of employees consult from one organization to another (look for logical matches).
●	Require ongoing monitoring and enforcement by the Personnel Board. Monthly board meetings will provide a forum for airing complaints about the functioning of the system. The Personnel Board should continue to make recommendations to the Tribal Council, based on issues raised at these regular meetings.

## V. INGREDIENTS FOR SUCCESSFUL IMPLEMENTATION

The Tribe may choose to reform HRM practices by a process different from the one suggested here. We recommend, however, that the Tribe keep in mind some general guidelines in order to ensure the political and technical feasibility of reforms and the efficiency of the process by which they are made.

These guidelines include:

(1) *Political Feasibility*

- Involve tribal leaders;
- Open the process to the public; and
- Reinforce reforms with institutional support.

(2) *Technical Feasibility*

- Involve enterprise and department managers.

(3) *Efficient Process*

- Use a small, representative working group to design changes; and
- Make changes on an incremental, trial basis.

### (1) POLITICAL FEASIBILITY

#### Involve Tribal Leaders

Approximately 80 percent of the individuals interviewed for this study suggested that administrative decision-making needs to be depoliticized in order to give tribal employees the

belief that they will be judged on the merits of their performance. Removing politics may be appropriate at a "micro" level, but when setting the direction of HRM policy, we believe that the involvement of elected officials is appropriate and indispensable.

Tribal Council members will necessarily be involved as decision-makers in the process, because Council resolutions must be passed to institute reforms. The Council's role should be broader, however. Council members should be involved in the planning process as well as the decision process. In this way, they are able to represent the interests of their constituents more actively and can ensure that proposals ultimately brought before the whole Council will be approved.

This kind of involvement has a successful precedent at White Mountain in FATCO's Board of Directors. Having a Council member on this board has served to harmonize governmental and business priorities in this context. The Tribal Council has a direct hand in the oversight of FATCO and FATCO has voice within the Tribal Council. This arrangement does not ensure that all of FATCO's plans meet the political feasibility test, nor that the Tribal Council approves all of FATCO's good ideas, but coordination between the two bodies is greatly strengthened.

Finally, local leaders have been important in White Mountain Apache culture since even before the advent of the elected tribal council.<sup>24</sup> The central authority of the Chairman is also very strong. In order to make changes in the way the Tribe conducts its affairs, at least some of these powerful figures must be brought in as full participants.

### **Open the Process to the Public**

Ultimately, most tribal members will be affected in some way by the Tribe's HRM policies. Tribal administrators and decision-makers can use public comment to become aware of the full range of employee -- and prospective employee -- concerns. Also, by including employees and potential employees, the Tribe will partially accomplish the task of educating the public on the changes being made. Such education will be an important ingredient in making changes last. For example, an employee cannot demand that the grievances procedure be correctly applied if he or she doesn't know what the correct procedure *is*.

### **Back up Reforms with Institutional Support**

The long-term success of reforms will be greatly enhanced if there are mechanisms in place to enforce them. To be more specific, there need to be several overlapping groups who have stakes or strong interest in seeing the new systems implemented. These groups can include government regulatory agencies, independent oversight boards, professional and trade associations, unions and courts, among others. In the WMAT context the tribe needs to assess what kind of "institution" will have (1) sufficient independence and (2) sufficient authority to carry out this mission.

## **(2) TECHNICAL FEASIBILITY**

### **Involve Enterprise and Department Managers**

Only by calling on representatives from the diverse tribal organizations can the Tribe be sure that reforms will be technically possible, given the staff and other resources those organizations possess. The *authority* of elected officials needs to be supplemented by the *expertise* of the Tribe's business and governmental managers. For example, one of the foremost decisions the Tribe must make is the degree of decentralization of HRM. Many enterprise managers that we interviewed stated that they would prefer to have greater autonomy in hiring and other personnel decisions. By involving these officials in the process, the Tribe can better assess the costs and benefits of a centralized or more decentralized personnel system. In addition, the up-dated tribal policy will enjoy greater support from the enterprises and departments.

## **(3) EFFICIENT PROCESS**

### **Use a Small Working Group to Design Changes**

While input may be required from the various sectors of the White Mountain community, the actual work of making the changes needs to be undertaken by a small working group. The size of this group should be limited to make the process of designing, discussing and recommending changes manageable. If it is too large, it will become more a forum for debate than a functional group that can produce recommendations for the Tribe. Nonetheless, it should be large enough to include representatives of all appropriate groups.

### **Make Changes on an Incremental Basis**

Not all tribal organizations need change to a new system at once. We suggest implementation on a trial basis for two main reasons. First, organizational change always brings a certain amount of chaos in its wake. Unless there is a pressing need for immediate and comprehensive change, it is a good idea to make the changes a little at a time, thereby hopefully minimizing the disruption they might cause. Second, a trial can be used to correct unforeseen problems in a timely fashion and to give other organizations a basis for deciding if similar policies and processes will work for them.

## VI. CONCLUSION

The debate over transferring forestry has provided the Tribe with an important opportunity, namely to incorporate Apache values into an administrative system that affects the daily lives of thousands of tribal members. In this paper, we signal the problems with current human resource management, but stress the many opportunities for positive change. We also highlight the fact that the Tribe has the flexibility to fashion a system appropriate to local conditions and the needs of individual tribal organizations, something the federal government is not positioned to do.

Successful human resource management reform will benefit the Tribe on a variety of levels. First, it will provide tribal members with work environments that allow them to realize their potential and make their fullest possible contribution to the Tribe. Second, well-designed policies will support and improve activities of business and governance on the Fort Apache Reservation. Further, successful reform will establish the White Mountain Apache Tribe at the forefront of administrative innovation in Indian Country. And, perhaps most importantly, an effective system will allow the Tribe to take important strides toward sovereignty.

## END NOTES

1. 350 of the 700 employees work for the Fort Apache Timber Company, a tribal enterprise that operates two saw mills. Another 300 work in the BIA Forestry Department. 200 of the BIA's forestry employees work seasonally. There are also Apache loggers working in tribal forests for off-reservation contractors. Finally, the Tribal Forestry Department employs about 15 tribal members. Revenue figure comes from WMAT audited financial statement.

2. There are approximately 15,000 tribal members; we assumed that about 6,000 tribal members are of working age. Using an unemployment rate of 32% (1990 Census), we estimated that approximately 3,500 tribal members are currently employed.

3. In fact, under 638 contracts, tribes are required to address personnel issues. "The adequacy of trained personnel available to the tribal organization to carry out the proposed contract will be presumed if any of the following conditions exist: (i) if the tribal organization has a personnel system that prescribes minimum occupational qualification standards which ensure equal access to all qualified tribal members; procedures for the selection of personnel on the basis of such standards; and the personnel to be used under the proposed contract are to be employed under the personnel system. (ii) If there is no tribal personnel system, it will be assumed that the personnel to be employed under the proposed contract are adequately trained if the tribal organization has established position descriptions for key personnel to be employed under the contract and agrees to establish a personnel system similar to the one described in (i). Indian Self-Determination and Education Act, Section 450f. CFR S.271.15 (5), (4-1-90 edition).

4. Fombrun, Charles J., Noel M. Tichy and Mary Anne Devanna, Strategic Human Resources Management, 1984, New York: John Wiley & Sons, p. 35.

5. These include the Mississippi Choctaw, Navajo, Colville, Warm Springs, Passamaquoddy, Salish and Kootenai, Yakima and Cherokee Tribes.

6. WMAT is in the process of rebuilding financial reserves after having a serious financial crisis in 1990.

7. The estimate of a pay differential of approximately 19% was estimated by the BIA forestry program.

8. U.S. Department of the Interior, Bureau of Indian Affairs, Indian Service Population and Labor Force Estimates, January 1991.

9. These estimates are taken from the "White Mountain Apache Tribe: Disease Incidences vs. National Average," in the Regional Impact Analysis Comparing State and Tribal Proposals for Gaming on the Fort Apache Reservation (1993)

10. See The Western Apache with Special Reference to the San Carlos Apache Sub-Tribal Group, case profile prepared by Marta Gil, Harvard University, Sociology Department, Cambridge, MA, December 18, 1987, pp. 2-4.
11. These estimates are taken from the 1990 U.S. Census.
12. In fact, in the current handbook (9/78), the Tribal Council has the authority to appoint the tribal treasurer, central tribe managers, program directors, enterprise managers ("as provided in the Enterprises' Plan of Operations"), and "such other positions as may be designated from time to time by the Tribal Council." (Tribal Personnel Policies and Procedures Manual, "Authority and Administration of the Personnel System," Section 4, p. 9).
13. See Tribal Personnel Policies and Procedures Manual (9/78), "Disciplinary Action, Grievances, and Appeals," Section 13, p. 41-42.
14. Fombrun, 1984, p. 41.
15. Beer, Michael, et al., Managing Human Assets, New York: The Free Press, 1984, p. 73.
16. Fombrun, pp. 47-48.
17. Fombrun, p. 128
18. The four sections are growth and management; timber sale preparation; timber sale administration; and fire management. Phased Plan for the White Mountain Apache Tribe to Assume All Forest Management Activities, prepared by Erwin Kulosa, Tribal Forester. See Appendix B.
19. Personal conversation with Eileen Johnson, Personnel Department, BIA-Phoenix Office (3/25/93). There are basically three options open to non-Indians when a tribe enters into 638 contracts: (1) Voluntary retirement with accrued retirement benefits for those who are 50 years old and have 30 years of service; 60 years old and 20 years experience; or at least 62 years old and at least 5 years of service; (2) Continue to work for the tribe, transfer within the BIA or work for Indian Health Services, keeping federal benefits, if they are 48 years old with 18 years experience or any age with at least 23 years experience; and (3) Severance pay, with the amount determined by how long they have worked for the BIA.
20. Hall, Strategic Human Resource Management, ed. by Fombrun, Tichy, and Devanna, p. 159.
21. Fombrun, pp. 49-50.

22. To establish the program: (1) The forestry supervisor and division managers would each nominate one or two Apaches to work with them on a regular basis. Trainees would work one half day to one day per week with their supervisors. This arrangement would provide direct management experience without disrupting normal operations. (2) Managers would outline the specific expectations they have of the trainees in the program, including general skills and knowledge that are essential to the position. (3) Trainees would be evaluated informally every six months to determine how they are progressing, how effective the supervisors are, and the value of the program overall.

23. With regard to final authority, the policy states: "The recommendation of the Grievance Committee shall be presented to the Tribal Chairman. . . in cases of alleged discrimination or dismissal [the grievance] may be appealed to the Tribal Council." Taken from Tribal Personnel Policies and Procedures Manual, "Grievance Procedures," Section 13, pp. 41-46.

24. For more information on the historical basis of strong leadership, see Political Organization and Leadership in Three Apache Reservations, memo written by Marta Gil to Professor Steve Cornell, Harvard University, Department of Sociology, June 25, 1988; and Western Apache by Keith H. Basso.

## LIST OF INTERVIEWS

### WMAT Officials and Employees

Wesley Bonito, Director, Tribal Education  
John Caid, Game and Fish  
Marilyn Endfield, Apache Aerospace  
Raymond Endfield, Jr., Tribal Council and Sunrise Park Resort  
Sandy Grant, Controller  
Serinda Goseyun, personnel office  
Russell Henry, Sr., FATCO  
Joseph R. Jojola, Game and Fish  
Edwin Kane, Tribal Treasurer  
Kino Kane, Tribal Council  
Erwin Kulosa, Tribal Forester  
Kenneth Lott, FATCO  
Ronnie Lupe, Tribal Chairman  
Randall Massey, Tribal Council  
Charles O'Hara, Tribal Planner  
John Pacheco, Forestry Department  
Slim Quay, Tribal Council  
Linda Tani, Personnel Director  
Herbert Tate, Tribal Council

### Bureau of Indian Affairs

Fred Aday, Fort Apache  
Paul Bead, Fort Apache  
Arnold Browning, Portland  
Keith Burnette, Fort Apache  
Gloriana Dayaye, Fort Apache  
Robert Lacapa, Fort Apache  
Chris Lyle, Fort Apache  
Dallas Massey, Sr., Fort Apache  
Bud Miller, forestry, Portland  
David Moreland, Fort Apache  
Ray Palmer, Fort Apache  
James Thomas, Washington, D.C.  
Stan Webb, MC/MPA, Kennedy School of Government, Harvard University  
Maurice Wililams, Fort Apache

### Other Tribes

Dale Sarkinen, BIA forestry, Warm Springs Confederated Indian Tribes  
Bill Donohue, BIA forestry, Warm Springs Confederated Indian Tribes  
Jim Eriksen, Tribal Forester, Colville Tribe  
Steve Andrenga, BIA forestry, Yakima Tribe  
Skip Bridge, Planner, Mississippi Choctaw Tribe  
Stanley Smith, Personnel Director, Navajo Nation  
George Cowan, Personnel Director, Confederated Salish and Kootenai Tribes  
Clayton Cleeves, Passamaquoddy Tribe  
Frank Muskrat, Personnel Director, Cherokee Nation

### Others

Manley A. Begay, Jr., Harvard Project on American Indian Economic Development  
(HPAID)  
Ann Calhoun, U.S. Office of Personnel Management  
Felix Garza, U.S. Office of Personnel Management  
Pam Godsey, US Forest Service  
Chris Holmes, US Forest Service  
Joseph P. Kalt, HPAID  
Miriam Jorgensen, Harvard University  
Rod Salee, US Forest Service  
Jonathan Taylor, (HPAID)  
Ron Trosper, Northern Arizona University

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**APPENDIX A**  
**TRIBAL RESOLUTIONS TO TRANSFER FORESTRY**

RESOLUTION OF THE  
WHITE MOUNTAIN APACHE TRIBE  
FORT APACHE INDIAN RESERVATION

WHEREAS, the Tribal Council of the White Mountain Apache Tribe has often expressed its concerns regarding the quality of the BIA Forest Management Practices and the feasibility of transferring forestry management responsibilities from the Bureau of Indian Affairs to the White Mountain Apache Tribe, and

WHEREAS, the Tribal Council has passed Resolution 05-92-142 authorizing the establishment of a planning process for the assessment of the performance of BIA Forest Management activities, comparative review and analyze of other tribal governments that have contracted forestry responsibilities, the review of the administrative systems necessary to support any transferred activities and other forestry transfer related investigations, and,

WHEREAS, this planning process requires the participation of a broadly representative and experienced group of Tribal Members to assist in the exploration, investigation, and analysis of the positive and negative aspects of transferring forest management activities from the control of the BIA to the White Mountain Apache Tribe.

BE IT RESOLVED, that the Tribal Council of the White Mountain Apache Tribe hereby establishes the Forestry Transfer Investigation Team comprised of the following representatives:

Tribal Council Representative - Randall Massey, Jr.  
Tribal Administration Representative - Edwin Kane  
Natural Resource Committee Rep. - Russell Henry  
Natural Resource Committee Rep. - Raymus Albert  
BIA Tribal Member Forestry Employees Rep. - Robert Lacapa  
BIA Tribal Member Forestry Employees Rep. - Guy Massey  
Staff Support - Erv Kulosa, Tribal Forester  
Project Coordinator - Charles O'Hara, Tribal Planner

BE IT FURTHER RESOLVED, that this Forest Transfer Investigative Team will conduct analysis and investigations related to the possible transfer of forestry activities and will make periodic reports to the Tribal Council, and,

BE IT FURTHER RESOLVED that Mr. Edwin Kane is hereby designated as Chairperson for this Forestry Transfer Investigation Team.

RESOLUTION OF THE  
WHITE MOUNTAIN APACHE TRIBE OF THE  
FORT APACHE INDIAN RESERVATION

WHEREAS, the Tribal Council of the White Mountain Apache Tribe has repeatedly expressed its concern regarding the quality of the Bureau of Indian Affairs' (BIA) forest management practices on the Fort Apache Reservation and the perceived depletion of the Tribe's timber resources; and

WHEREAS, the Tribal Council has passed Tribal Resolution No. 11-91-326 directing the Tribal Forester to develop a phased plan for the assumption of forest management activities now performed by the BIA; and

WHEREAS, the Tribal Council is sensitive to the complexity of the forest management technologies and processes, the concerns of tribal member BIA Forestry employees, and the need for detailed planning regarding the transition of any BIA forest management activities to the Tribe; and

WHEREAS, the Tribal Council has indicated a desire to protect the job security and economic well-being of Tribal member BIA Forestry employees and to improve the quality of forest management practices on the reservation; and

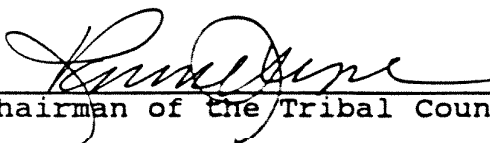
WHEREAS, preliminary planning and analysis by Tribal staff indicates that a more comprehensive planning process is required in order for the Tribal Council to make informed decisions regarding the scope and timeframe of the transition and implementation of any BIA forest management activities to the Tribe.

BE IT RESOLVED that the Tribal Council of the White Mountain Apache Tribe authorizes the submission of a planning grant application to the BIA under the provision of P.L. 93-638 for funding to conduct a planning process to analyze the transition of any of the BIA forest management activities to the Tribe. This planning grant would be for a period of three years commencing September 1, 1992 with a funding level of approximately \$80,000 for the first year.

BE IT FURTHER RESOLVED by the Tribal Council that the planning process anticipated to be supported by the proposed grant will include: a review of current BIA forest management activities, existing staffing profiles, federal benefit plans and administrative systems; the comparative review and analysis of the experience of other tribal governments that have assumed forest management responsibilities from the BIA; a review and evaluation of the Tribe's administrative systems, e.g. the personnel and procurement systems, that will be required to support any transitioned forest management activities; the coordination of any assessment of forest management activities that might be conducted by the Indian Forest Management Assessment Team of the Intertribal Timber Council; and, the development of draft transition and implementation plans for the review, revision and/or approval of the Tribal Council.

BE IT FURTHER RESOLVED by the Tribal Council that this resolution shall supersede any phased plan developed by the Tribal Forester for transition of forest management activities to the Tribe from BIA.

The foregoing resolution was on May 20, 1992, duly adopted by a vote of eight for and one against by the Tribal Council of the White Mountain Apache Tribe, pursuant to authority vested in it by Article V, Section 1 (b) (f) (i) (j) of the Amended Constitution and Bylaws of the Tribe, ratified by the Tribe June 27, 1958, and approved by the Secretary of the Interior on May 29, 1958, pursuant to Section 16 of the Act of June 18, 1934 (48 Stat. 984).

  
Chairman of the Tribal Council

  
Secretary of the Tribal Council

RECEIVED

MAY 27 1992

FORT APACHE INDIAN AGENCY  
WHITERIVER, ARIZONA

**APPENDIX B  
PHASED PLAN FOR THE WMAT TO ASSUME ALL FOREST MANAGEMENT  
ACTIVITIES**

Prepared by Erwin Kulosa, Tribal Forester

Phased Plan for the  
White Mountain Apache Tribe to  
Assume All Forest Management Activities

On November 13, 1991, the Tribal Council of the White Mountain Apache Tribe adopted Resolution No. 11-91-326 which said:

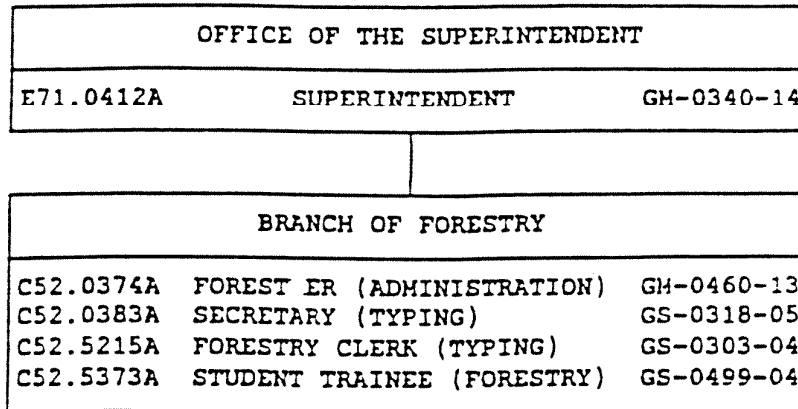
"BE IT FURTHER RESOLVED by the Tribal Council that the Tribal Forester is also directed to submit a phased plan for assumption by the Tribe of all forest management activities now performed by the Bureau of Indian Affairs."

In response to this direction, a phased plan is presented herewith for consideration by the Tribal Council of the White Mountain Apache Tribe. It is the Tribal Forester's proposal based upon his knowledge and perceptions gained after more than four years of employment with the White Mountain Apache Tribe. It is also based upon input obtained from the Tribal Chairman, Tribal Council members, BIA Agency Superintendent Ben Nuvamsa, BIA Forest Manager Dave Reinhold and others.

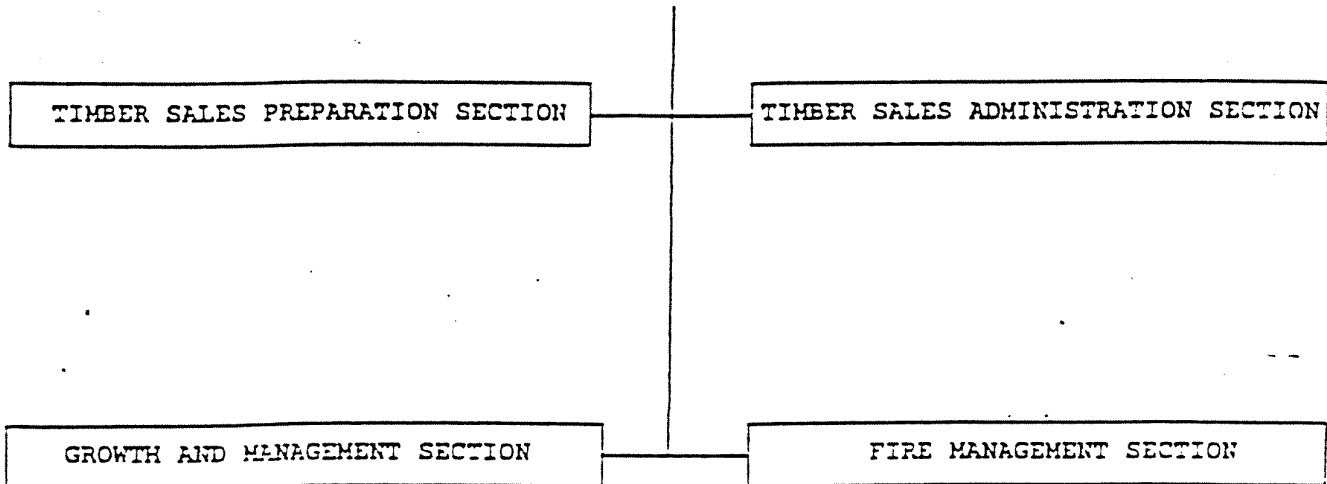
In order to evaluate the plan, it is useful to first understand the size and scope of the BIA Branch of Forestry on the Fort Apache Indian Reservation. Figure 1 (enclosed) shows how the Branch of Forestry is organized by work categories, called sections. The major sections are (1) Growth and Management, (2) Timber Sale Preparation, (3) Timber Sale Administration, and (4) Fire Management. Director and support is provided to all of these sections by the Forest Manager's office. A list of authorized positions and classifications in each section is also shown; however, the actual number currently employed is approximately 260.

POSITION SUMMARY

<u>BIA Forestry Section</u>	<u>Job Classification</u>				<u>Totals</u>
	<u>Permanent</u>	<u>Furlough</u>	<u>Temporary</u>	<u>Intermittent Permanent</u>	
(Branch Admin).	4				4
Growth & Management	15		3	60	78
Timber Sale Preparation	13		9		22
Timber Sale Admin.	14		3		17
Fire Management	19		41	16	166
	65		56	16	226
					363



Section 1



APPROVED:

\_\_\_\_\_  
AREA DIRECTOR

\_\_\_\_\_  
DATE

"SUBJECT TO FINAL CLASSIFICATION ACTION"

October 25, 1991

GROWTH AND MANAGEMENT SECTION		
C52.0375A	SUPERVISORY FORESTER	CS-0460-12
C52.0442A	FORESTER	CS-0460-11
C52.4761A	FORESTER	CS-0460-09
C52. A	FORESTRY TECH	CS-0462-08
C52. F	FORESTRY TECH	CS-0462-07
C52.5131A	GARDENER	WC-0503-08
C52.5135A	SECRETARY (TYPING)	CS-0318-05

TIMBER STAND IMPROVEMENT UNIT		
C52.2664A	SUPVY FORESTER	CS-0460-11
C52.5133A	SMALL ENG REPAIR	WC-8610-07
C52.5136F	SMALL ENG HELPER	WC-8610-05
C52.5132F	CLERK TYPIST	CS-0322-03

GEOGRAPHIC INFORMATION SYSTEM		
C52. A	NAT RESOURCE SPEC	CS-0401-11
C52. A	FORESTRY TECH	CS-0462-09
C52. A	FORESTRY TECH	CS-0462-09
C52. A	FORESTRY TECH	CS-0462-06

FIELD SUB-UNIT I		
C52.2781A	SUPVY FORESTER	CS-0460-09
C52.5300J	LABORER LEADER	WL-3502-02
C52.5309J	LABORER LEADER	WL-3502-02
C52.5400J	LABORER LEADER	WL-3502-02
C52.5401J	LABORER LEADER	WL-3502-02
C52.5402J	LABORER	WC-3502-02
C52.5403J	LABORER	WC-3502-02
C52.5404J	LABORER	WC-3502-02
C52.5405J	LABORER	WC-3502-02
C52.5406J	LABORER	WC-3502-02
C52.5407J	LABORER	WC-3502-02
C52.5408J	LABORER	WC-3502-02
C52.5409J	LABORER	WC-3502-02
C52.5410J	LABORER	WC-3502-02
C52.5411J	LABORER	WC-3502-02
C52.5412J	LABORER	WC-3502-02
C52.5413J	LABORER	WC-3502-02
C52.5414J	LABORER	WC-3502-02
C52.5415J	LABORER	WC-3502-02
C52.5416J	LABORER	WC-3502-02
C52.5417J	LABORER	WC-3502-02
C52.5418J	LABORER	WC-3502-02
C52.5419J	LABORER	WC-3502-02
C52.5420J	LABORER	WC-3502-02
C52.5421J	LABORER	WC-3502-02

FIELD SUB-UNIT II		
C52.2601A	SUPVY FORESTER	CS-0460-09
C52.5422J	LABORER LEADER	WL-3502-02
C52.5423J	LABORER LEADER	WL-3502-02
C52.5424J	LABORER LEADER	WL-3502-02
C52.5425J	LABORER	WC-3502-02
C52.5426J	LABORER	WC-3502-02
C52.5427J	LABORER	WC-3502-02
C52.5428J	LABORER	WC-3502-02
C52.5429J	LABORER	WC-3502-02
C52.5430J	LABORER	WC-3502-02
C52.5431J	LABORER	WC-3502-02
C52.5432J	LABORER	WC-3502-02
C52.5433J	LABORER	WC-3502-02
C52.5434J	LABORER	WC-3502-02
C52.5435J	LABORER	WC-3502-02
C52.5436J	LABORER	WC-3502-02
C52.5437J	LABORER	WC-3502-02
C52.5438J	LABORER	WC-3502-02
C52.5439J	LABORER	WC-3502-02

FIELD SUB-UNIT III		
C52.5134A	SUPVY FORESTER	CS-0462-09
C52.5440J	LABORER LEADER	WL-3502-02
C52.5441J	LABORER LEADER	WL-3502-02
C52.5442J	LABORER LEADER	WL-3502-02
C52.5443J	LABORER	WC-3502-02
C52.5444J	LABORER	WC-3502-02
C52.5445J	LABORER	WC-3502-02
C52.5446J	LABORER	WC-3502-02
C52.5447J	LABORER	WC-3502-02
C52.5448J	LABORER	WC-3502-02
C52.5449J	LABORER	WC-3502-02
C52.5450J	LABORER	WC-3502-02
C52.5451J	LABORER	WC-3502-02
C52.5452J	LABORER	WC-3502-02
C52.5453J	LABORER	WC-3502-02
C52.5454J	LABORER	WC-3502-02
C52.5455J	LABORER	WC-3502-02
C52.5456J	LABORER	WC-3502-02
C52.5457J	LABORER	WC-3502-02

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DATE \_\_\_\_\_

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BRANCH OF FORESTRY		
C52.0374A	FORESTRY (ADMIN)	GM-0460-13

TIMBER SALE PREPARATION SECTION		
C52.0377A	SUPERVISORY FORESTER	GS-0460-12
C52.5142A	HYDROLOGIST	GS-1315-11
C52.2762A	FORESTER	GS-0460-09
C52.5325A	FORESTRY TECH	GS-0462-09
C52.2399A	FORESTRY TECH	GS-0462-07
C52. F	FORESTRY TECH	GS-0462-06
C52.4919A	SECRETARY	GS-0318-05

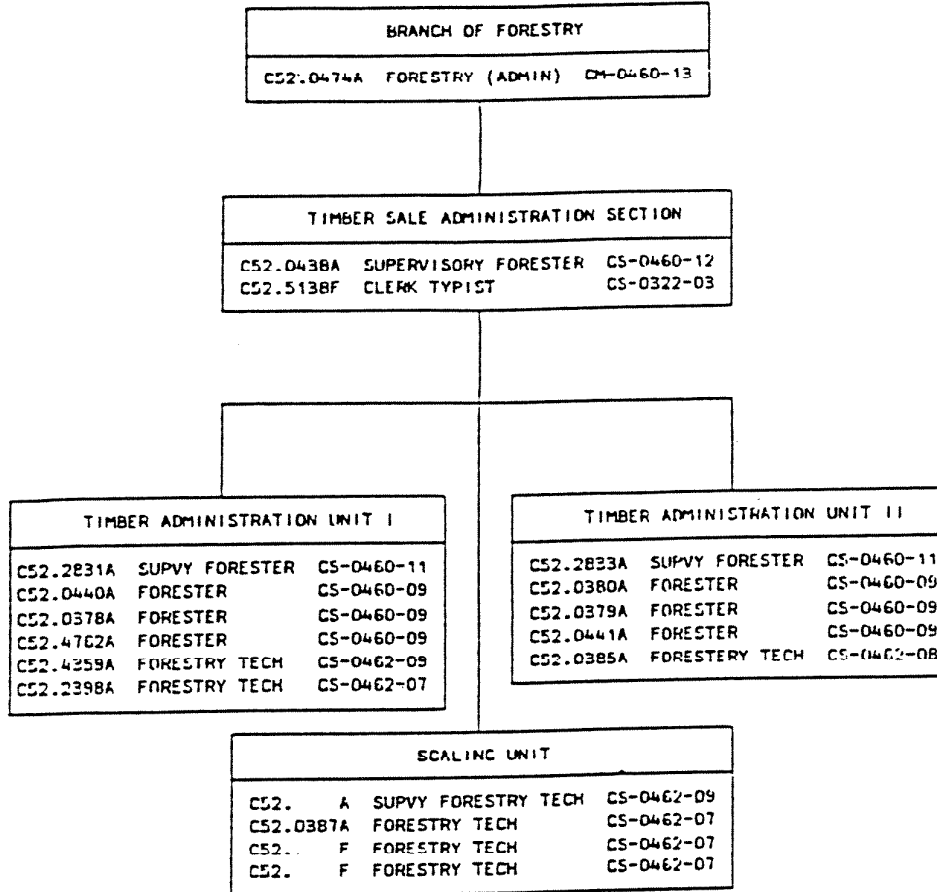
SALE PLANNING UNIT I			SALE PLANNING UNIT II		
C52.5329A	FORESTER	GS-0460-11	C52.5335A	FORESTER	GS-0460-11
C52.0384A	FORESTER	GS-0460-09	C52.2760A	FORESTER	GS-0460-09
C52.2484A	FORESTER	GS-0460-09			
C52.5330A	SUPVY FORESTRY TECH	GS-0462-09	C52.5336A	SUPVY FORESTRY TECH	GS-0462-09
C52.5331F	FORESTRY TECH	GS-0462-06	C52.5337F	FORESTRY TECH	GS-0462-06
C52.5332F	FORESTRY TECH	GS-0462-06	C52.5338F	FORESTRY TECH	GS-0462-06
C52.5333F	FORESTRY TECH	GS-0462-06	C52.5339F	FORESTRY TECH	GS-0462-06
C52.5334F	FORESTRY TECH	GS-0462-06	C52.5340F	FORESTRY TECH	GS-0462-06

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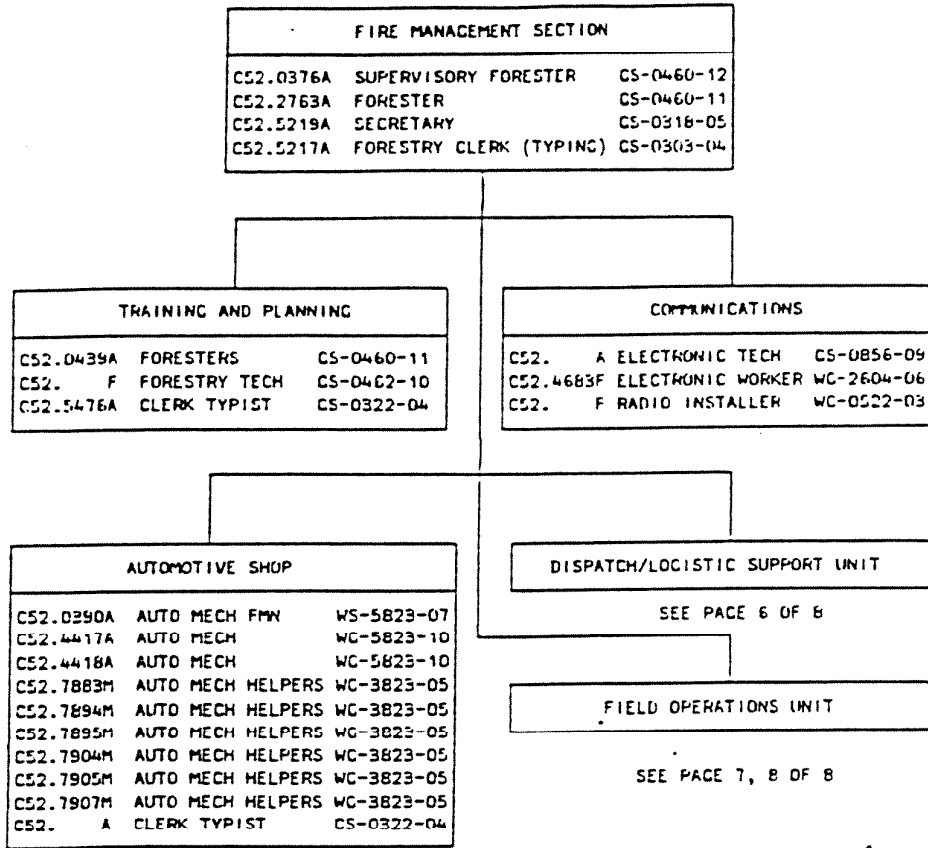
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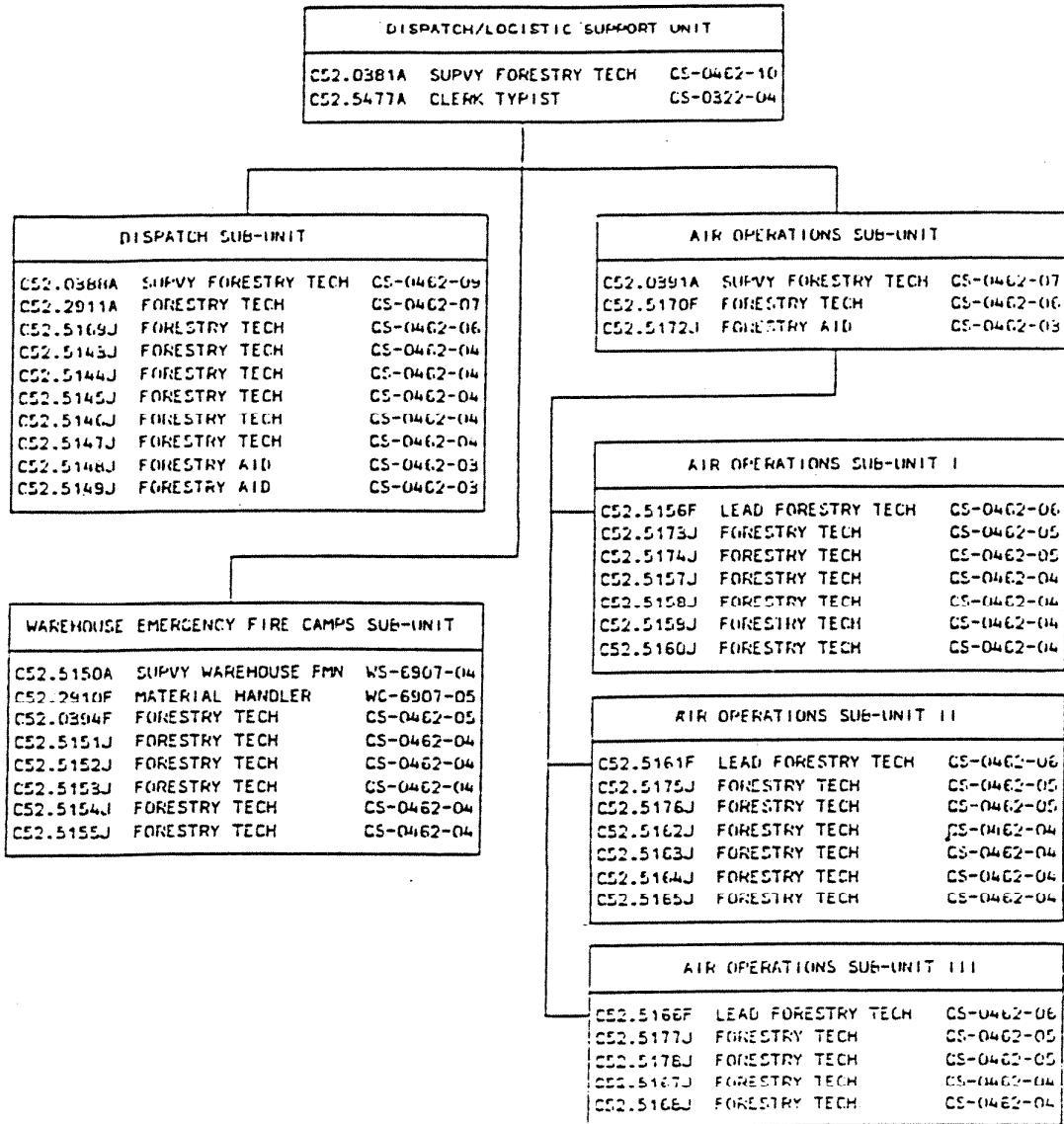
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Permanent 6  
 Furlough 7  
 Intermittent Perm. 32



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 DATE

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FIELD OPERATIONS UNIT		
CS2.0392A	SUPVY FORESTRY TECH	CS-0462-09
CS2.5180F	FORESTRY TECH	CS-0462-08
CS2.5218F	CLERK TYPIST	CS-0322-04

ENGINE ORGANIZATION UNIT		
CS2.0395F	SUPVY FORESTRY TECH	CS-0462-07
CS2.5182J	FORESTRY TECH	CS-0462-04

ENGINE ORGANIZATION SUB-UNIT I		
CS2.5183F	LEAD FORESTRY TECH	CS-0462-06
CS2.5184J	FORESTRY TECH	CS-0462-05
CS2.5185J	FORESTRY TECH	CS-0462-05
CS2.5186J	FORESTRY TECH	CS-0462-05
CS2.5187J	FORESTRY TECH	CS-0462-05
CS2.5188J	FORESTRY TECH	CS-0462-05
CS2.5189J	FORESTRY TECH	CS-0462-04
CS2.5190J	FORESTRY TECH	CS-0462-04
CS2.5191J	FORESTRY TECH	CS-0462-04
CS2.5192J	FORESTRY TECH	CS-0462-04
CS2.5193J	FORESTRY TECH	CS-0462-04
CS2.5194J	FORESTRY TECH	CS-0462-04

ENGINE ORGANIZATION SUB-UNIT II		
CS2.5195F	LEAD FORESTRY TECH	CS-0462-06
CS2.5196J	FORESTRY TECH	CS-0462-05
CS2.5197J	FORESTRY TECH	CS-0462-05
CS2.5198J	FORESTRY TECH	CS-0462-05
CS2.5199J	FORESTRY TECH	CS-0462-05
CS2.5200J	FORESTRY TECH	CS-0462-05
CS2.5201J	FORESTRY TECH	CS-0462-04
CS2.5202J	FORESTRY TECH	CS-0462-04
CS2.5203J	FORESTRY TECH	CS-0462-04
CS2.5204J	FORESTRY TECH	CS-0462-04
CS2.5205J	FORESTRY TECH	CS-0462-04
CS2.5206J	FORESTRY TECH	CS-0462-04

HEAVY EQUIPMENT UNIT		
CS2.0393A	ENC EQUIP OPR FMN	WS-5716-07
CS2.2897F	ENC EQUIP OPR	WC-5716-08
CS2.2896F	ENC EQUIP OPR	WC-5716-06
CS2.2895F	ENC EQUIP OPR	WC-5716-06
CS2.2900F	ENC EQUIP OPR	WC-5716-06
CS2.2901F	ENC EQUIP OPR	WC-5716-08
CS2.5207M	ENC EQUIP OPR	WC-5716-08
CS2.5208M	ENC EQUIP OPR	WC-5716-08
CS2.5209M	ENC EQUIP OPR	WC-5716-08

FIELD OPERATIONS SUB-UNIT I		
CS2.4449F	SUPVY FORESTRY TECH	CS-0462-07
CS2.5210F	LEAD FORESTRY TECH	CS-0462-07
CS2.5212F	FORESTRY TECH	CS-0462-05
CS2.5213F	FORESTRY TECH	CS-0462-05
CS2.5214F	FORESTRY TECH	CS-0462-05
CS2.5215F	FORESTRY TECH	CS-0462-05
CS2.9580T	FORESTRY TECH	CS-0462-04
CS2.9581T	FORESTRY TECH	CS-0462-04
CS2.9582T	FORESTRY TECH	CS-0462-04
CS2.9583T	FORESTRY TECH	CS-0462-04
CS2.9584T	FORESTRY TECH	CS-0462-04
CS2.9585T	FORESTRY TECH	CS-0462-04
CS2.9586T	FORESTRY TECH	CS-0462-04
CS2.9587T	FORESTRY TECH	CS-0462-04
CS2.9588T	FORESTRY TECH	CS-0462-04
CS2.9589T	FORESTRY TECH	CS-0462-04
CS2.9290T	FORESTRY TECH	CS-0462-04
CS2.9591T	FORESTRY TECH	CS-0462-04
CS2.9592T	FORESTRY TECH	CS-0462-04
CS2.9593T	FORESTRY TECH	CS-0462-04
CS2.9594T	FORESTRY TECH	CS-0462-04
CS2.9595T	FORESTRY TECH	CS-0462-04

FIELD OPERATIONS SUB-UNIT II
FIELD OPERATIONS SUB-UNIT III
FIELD OPERATIONS SUB-UNIT IV
FIELD OPERATIONS SUB-UNIT V

(See page 8 of 8)

APPROVED: \_\_\_\_\_  
 AREA DIRECTOR  
 \_\_\_\_\_  
 DATE



## F O R E S T   A D M I N S T R A T I O N

The Forest Manager serves as the principal resource manager on the Fort Apache Indian Reservation for its forestry program. The Forest Manager is responsible for providing short and long-range resource planning, resource management, program direction and coordination, and evaluation of the forest management program and related activities in all sections within the Bureau's forestry program on the reservation jurisdiction. Provides leadership, coordination, and direction in the formulation of standards, methods, and guides for; (1) the administration of the allocation of personnel, funds and equipment to the various sections in the forestry branch, (2) the administration of stand improvement and regeneration programs, including the establishment of priorities and the application of research findings to local programs; (3) the direction of silvicultural and tree improvement programs; (4) the promotion of improved utilization of timber products; and (5) the promotion of improved fire management techniques.

Prepares and directs the preparation of budgets and personnel actions for the forestry branch. Administers and manages the expenditure of funds allocated and personnel assigned to the agency's forestry program by the federal government and Tribal Council. Will budget these resources to the various section supervisory and make changes or adjustments where necessary between these sections.

Will sign all purchase orders and necessary personnel documents for these funds and personnel as the requestor.

Prepares or directs the preparation and revision of the short and long-range functional timber management plans, timber sale plan and contracts, fuel management plans and fire management plan for the reservation. Includes the collection, compilation, analysis, and interpretation of data relative to the volume and quantity of standing or down timber by species, as well as information concerning disease attacks, soils, topography, accessibility and other factors necessary to the development of the plans and the establishment of cutting budgets.

Reviews annual or periodic plans and schedules for individual sections in the forestry branch to determine compliance with long-range resource management plans; and to set up or directs the setting up of areas and priorities for reforestation, timber stand improvement, timber surveys and fuels management.

Provides technical direction for timber harvesting activities including the collection of appraisal data, appraisals, sale administration, trespass, and sale plans; provides technical advice and guidance in the adaptation of policies and standards received from higher level units to local conditions.

Makes functional inspections of timber management activities on-the-ground for compliance with approved plans, rules, regulations, policies, and standards; inspects timber sales for compliance with timber sale contract; prepares, institutes changes in management direction or operating procedures.

Prepares, or directs the preparation of timber stand improvement instructions; counsels and gives technical training to personnel on organization, improved tools and equipment.

Inspects timber stand improvement and planting projects for conformance with approved plans and specifications.

Plans, conducts, oversees, or directs the preparation of administrative studies designed to review and improve procedures for timber resource development activities, fuels management, fire management or timber utilization practices.

Maintains close coordination with experimental research units in carrying out various studies and in keeping abreast of new findings in forest development, timber sales, fuels management and fire management.

Is responsible for the development of overall multi-use forest resource and functional programs including formulation of local policies and objectives, coordination between activities, and the establishment of program priorities for Bureau and Tribal Council concurrence.

Personnel:	<u>No.</u>
Branch Forester	1
Secretary	1
Forestry Clerk	1
Student Trainee	1

Classification:	
Permanent	4

## GROWTH AND MANAGEMENT SECTION

This Section is responsible for providing specialized technical assistance and advice in planning and administering forestry growth and management programs, pest control, forest greenhouse operations and reforestation activities. It develops program guidelines, standards, procedures, reviews and evaluates the results of programs.

In the development of long-term management plan, it plans for acquisition of aerial photography, maintains a geographic information system, prepares forest cover-type maps, analyses of forest inventory data, develops forestry stratum and descriptions, develops silvicultural treatments, formulates objectives and goals, and calculates annual allowable harvest schedules for sustained yield forest management. These are integrated with other overall land management objectives.

It plans, coordinates and administers technical phases of agency reforestation program including tree planting, seeding and natural regeneration activities. Reviews and approves project plans, method and techniques for regeneration, site preparation and tree improvement projects, inspects all phases of field reforestation, appraises the degree of conformance with policies, procedures and silvicultural plans and takes corrective action as required. Conducts inventories of development areas, prescribes treatment, makes survival checks for regenerated areas and maintains inventory maps and records.

It locates and administers precommercial thinning performed by agency personnel, force account crews and oversees the 638 thinning program.

It manages, coordinates and administers the technical phases of containerized tree seedling production in a multi-agency five-greenhouse complex. Consults with other specialists such as nurserymen and horticulturist to determine optimum requisites for facilities, economics, growing mediums, growth schedules, temperatures, light, nutrition, propagation, pest management and storage. Conducts seed collection and superior tree improvement programs.

It advises line and primary staff on silviculture and forest ecology. Examines forest sites and stands, diagnoses treatment needs, prescribes methods, techniques and timing of silvicultural activities and evaluates treatment results. Reviews prescriptions requiring approval by certified silviculturist to verify that management objectives and technical requirements are met. Trains personnel in silvicultural principles. Performs other silvicultural work related to seed collection, planting, monitoring pest-caused damage and other treatments requiring technical silvicultural prescriptions.

It assists with environmental investigations to assess impact of prepared actions on resource base, conducts and prepares pesticide application project reviews for correct procedures and compliance with EPA label and departmental requirements.

Conducts forest pest and disease control activities. Carries out detection surveys, evaluates biological data, recommends treatment proposals, prepares environmental assessments or formal statements, prepares cost/benefit analyses, secures funding, carries out control actions, monitors and evaluates results. Coordinates development of cooperative protection agreements with other Federal, State and private agencies pursuant to applicable statutes and regulations.

It maintains liaison with Federal and State governments, tribal officials, and private organizations or landowners who are affected by or otherwise have a shared interest in the forest and management practices and problems in the forest area. Provides technical assistance on mutual reforestation problems.

It provides guidance and technical assistance in the preparation and monitoring of tribal contracts entered into pursuant to Public Law 93-638 to ensure compliance with Federal responsibility for management of Indian trust resources.

It develops budget requests, financial programs, analysis of funds obligations and accomplishment records. Prepares records, reports and correspondence connected with administration of related activities. Coordinates personnel organization, training, performance, waste, fraud and abuse and safety evaluation.

It conducts grass seedling program on logging roads, skid trails and landings to control erosion and protect resource values. Determines seed species, mix, application rates, and fertilizer requirements. Monitors work accomplishments and results and maintains records, maps, supplies, equipment and inventory.

Personnel:	<u>No.</u>
Supervisory Forester of Section	1
Secretary	1
Clerk/Typist	1
Supervisory Foresters	4
Foresters	2
Natural Resource Specialist	1
Forestry Technicians	5
Small Engine Specialists	2
Gardener	1
Labor Leaders	10
Laborers	50
	<u>58</u>
Classification:	78
Permanent	15
Furlough	3
Intermittent Permanent	60
	<u>78</u>

TIMBER SALE PREPARATION SECTION

This Section is responsible for the development, implementation and administration of all plans and programs, including the development and/or review of silvicultural programs, timber sale cruises, timber sale contracts, Forest Officer's Reports appraisals, reservation and timber sale logging plans, reservation resource mapping projects, hydrological reviews and plans, and participates in development of Forest Management Plans.

Personnel:

Supervisory Forester of Section	1
Secretary	1
Hydrologist	1
Foresters	6
Supervisory Forestry Techs	2
Forestry Techs	11
	<u>22</u>

Classification:

Permanent	13
Furlough	9
	<u>22</u>

TIMBER SALE ADMINISTRATION SECTION

This Section administers all Timber Sale Contracts on the reservation and recommends changes and modification of contracts to keep harvesting techniques, practices and utilization in line with the Tribal Council, Tribal Managers and Bureau goals and objectives while still protecting and enhancing the multiple use aspects of Tribal forest lands. This includes disbursing timber receipts, insuring quality standards of marking and scale are adhered to and timber sale contract enforcement, and determining how timber sales impact upon forest environmental resource values, such as fisheries, wildlife habitat, archeological sites, grazing and watersheds. It also assists in the development of long-range functional timber management plans, including formulation of policies, objectives and priorities, and, subsequently, correlates and integrates timber plans into the overall land management plan.

Personnel:

	<u>No.</u>
Supervisory Forester of Section	1
Clerk/Typist	1
Supervisory Foresters	2
Foresters	6
Supervisory Forestry Techs	1
Forestry Techs	6
	<u>17</u>

Classification:

Permanent	14
Furlough	3
	<u>17</u>

FIRE MANAGEMENT SECTION

This Section is responsible for all presuppression and suppression of all wild fire management activities. Presuppression work is completed prior to the fire season. This includes preparation of the Normal Fire Plan, Annual Fire Plan, annual Contracts with the other government agencies for equipment, such as trucks, tractors, pumpers, aircraft, manpower recruitment requiring physical exams and training. It will also develop and implement prescribed burn plans as specified in the National Environmental Policy Act, Forest Management Plan, and Tribal policies, resolutions and ordinances. It is responsible for containing all wild fires on the Fort Apache Indian Reservation. When requested, it assists other BIA agencies, the U.S. Forest Service, the Bureau of Land Management, the National Park Service and other government agencies.

This Section interacts with other sections in formulating long range fire management plans, objectives, policies and priorities.

Personnel:	No.
Supervisory Forester of Section	1
Secretary	1
Clerk Typists	5
Foresters	2
Supervisory Forestry Technicians	11
Lead Forestry Technicians	6
Forestry Technicians	180
Equipment Operator Foreman	1
Equipment Operators	8
Forestry Aid	1
Warehouse Supervisor	1
Material Handler	1
Electronic Technicians	3
Auto Mechanics	3
Auto Mechanic Helpers	6
Cooks	3
Food Service Helpers	6
Laborers	3
	<hr/>
	242

Classification:	
Permanent	19
Furlough	41
Temporary	26
Intermittent Permanent	156
	<hr/>
	242

Currently, ten persons are part of the BIA Branch of Forestry's workforce. Three work in the Timber Sale Preparation Section, six work in the Timber Sale Administration Section, and one works in the Fire Management Section. These persons should continue these duties under the current supervision until the end of the current federal fiscal year (September 30, 1992) to avoid disrupting the timber sale preparation and timber sale administration they provide that is necessary for the operation of FATCO. They would come under the supervision of the Tribal Forester on October 1, 1992. Depending upon needs, abilities and plans, some of these persons may be reassigned to other duties after October 1, 1992.

Within the Growth and Management Section are some activities that are distinct components: (1) the Geographic Information System (G.I.S.) component is a computerized mapping facility, (2) the Forest Development component performs precommercial thinning, (3) the Greenhouse component grows and plants seedlings, (4) the Management Planning component analyses forest data for the purpose of producing the periodic Forest Management Plan, and (5) the C.F.I. plot measurement component measures 1977 tree plots every ten years (next to be performed in 1994 and 1995).

The Timber Sale Preparation Section can be divided into two functions: the Timber Contract Preparation component and the Timber Marking component.

The Timber Sale Administration Section would be difficult to divide, but primarily performs two functions: (1) timber marking and (2) contract administration.

The Fire Management Section can be divided into two components: (1) the Pre-Suppression component is engaged in education, planning and prescribed burning; and (2) the Suppression component fights wild fires on and off the Reservation.

Upon consideration of how the Tribe should assume all of the current BIA forestry activities, it is necessary to recognize the function and complexity of each section, together with the readiness of the Tribe to perform all of the functions in a section. In order to minimize disruption to Tribal members employed by the BIA, and reductions-in-force (RIF) of non-Tribal members, it is recommended that they be retained for two to four years under the Intergovernmental Personnel Act (IPA) following Tribal assumption of their component or Section. Also, to minimize adverse impact upon Fort Apache Timber Company, it is recommended that there be no assumption of BIA forestry activities by the Tribe during this federal fiscal year which ends September 30, 1992. With this in mind, sections and components of sections are proposed for assumption in a sequence that can be attained within the capability of the Tribe. Beginning time periods are also proposed but should be allowed to slip back in time if the necessary personnel are not at hand on the proposed date. The recommendation is as follows:

<u>DATE</u>	<u>TASK, ACTIVITY COMPONENT OR SECTION</u>	<u>REMARKS</u>
01/21/92	Obtain office	Purchase office trailer and place on lot across from Apache Enterprise Tire Store.
03/03/92	Hire secretary	Several well qualified women are interested in this job.
04/02/92	Hire Woodland Managers	Two men will select and manage areas for firewood and enforce Tribal codes and ordinances.
05/01/92	Hire Resource Monitor	One man will monitor forest regeneration, prescribed burning and smoke.
06/01/92	Hire Assistant Tribal Forester	Understudy to Tribal Forester and replacement one year later.
10/01/92	Tap Geographic Information System	Develop link with BIA system for development of Integrated Resource Management Plan.
10/01/92	638 Timber Sale Preparation	Many qualified Tribal employees already are in this section.
01/04/93	638 Forest Development Component	Performs precommercial thinning and support for tree planting.
10/01/93	638 remainder of Growth and Management Section.	Includes forest management planning, greenhouse, planting and CFI measurements (1994 and 1995).
10/03/94	638 Timber Sale Administration Section	Includes timber sale contract preparation and timber marking.
10/02/95	638 Fire Management Presuppression component	Includes prescribed burning.
10/01/96	638 Fire Management Suppression component	Fights wild fires.

