

Malcolm Wiener Center for Social Policy

Managing Organizational Change

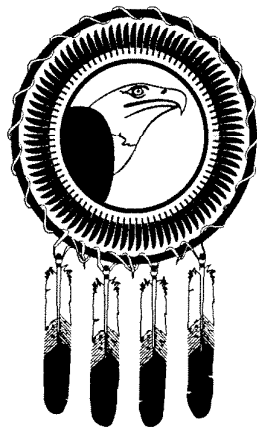
A Report to the Crow Tribe of Montana

by

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INTRODUCTION AND OVERVIEW:

Background

This paper culminates a rather extensive exploration and analysis of potential organizational changes faced by the Crow Tribe of Montana. The initial paper in this study attempted to identify the nature of these inferred changes. On the basis of library research and discussions with knowledgeable informants, and organizational and cultural context was developed that supported the positing of several hypotheses on why the Crow Tribe was on the verge of transition.

The second phase of the study involved interviews with change agents from within the organization. These interviews focused on the perceptions of the change agents in regard to identifying change issues, organizing for change activities and undertaking the change process itself. The information revealed in the interviews was compared and analyzed.

At this stage in the research process it is posited that the Crow Tribe is on verge of change. This potential transition has been affected by growth in the Tribe's awareness of the natural resource development opportunities available to them by a Supreme Court ruling that has empowered the to more effectively exploit their resources, and by the realization that the organizational framework and institutional relationships of the Tribe are inadequate for the tasks of self-government and self determination that lay ahead.

While it is possible that these factors present compelling

impetus and justification for the Crow Tribe leadership to effect the necessary changes, it is important to note that the Crow Tribe has stood at the brink of such change in other times, most notably in the 1940's, only to reject that change in favor of continued dependency and maintenance of status quo. This institutional history should caution any change agents, that short of survival crisis, any change process ultimately adopted by the Crow Tribe will have to be well designed and managed, offer meaningful input to all factions in the Tribe, and allow as much time as necessary for the proposed change to be "owned" by a significant majority of the Tribe.

Why Change

In our analysis the reason change is required is that the structure does not "fit" the strategy (Chandler) 1. The organization's design or structure is the culmination of a host of decisions affecting "how resources and people are arrayed around a necessary set of problems" (Jelinek 1986, 6) 2. Those issues arise from the strategy adopted by the organization.

In designing a structure there are three fundamental requirements that emerge from the major issues. The first is that the organization must have a mission or purpose. The centrality of such a self evident fact is nevertheless lost on many organizational designers, particularly the importance of getting it right. With the mission the organization makes decisions as to the directions in which the resources will be deployed. That network of decisions comprises the strategic plan. The third

element is made up of the decisions about actual deployment of resources in accordance with the priorities and plan laid out. Given the mission, strategy and decisions on deployment of resources the organization designer has three tasks:

"First, he or she must create an overall strategy that keeps the organization and its principal components aligned with the relevant task environment. Second, an internal arrangement of departments, coordinating arrangements, authority patterns, rewards, and procedures that will allow effective management within the organization is needed. Finally, the designer must specify a means for adjusting the organization in response to new needs" (Jelinek 1986,7) 3.

In addition to fitting the strategy of the organization the resulting structure must also serve two (among many other) purposes:

"Structure must direct organization members' attention so that the organization is adequately coupled with its environment to ensure the transmission of needed resources...between the organization and the larger society of which it is a part.

At the same time, structure must protect the organization from undue disturbances in that environment if tasks are to be carried out and goals accomplished" (Jelinek, 1986, 9) 4.

In our view the current structure fails with regard to all of those functions. An examination of the issues and constraints on the Crow tribal government shows that the structure is out of alignment with the present strategy; it does not match resources to meet goals. Also, rather than protecting the organization from internal disturbances or cushion their effects, the structure exacerbates such disruptions.

Purpose of the Paper

This paper will attempt to avoid a reiteration of the historical and organizational background information developed in the previous paper but will of necessity re-analyze issues that

are relevant to the final stage of discussion which is the presentation of a plan for change for the Crow tribe. The paper will address three broad questions: why the perceived change is necessary, what is the proposed change plan and what are the strengths and weaknesses of that plan. These questions will be addressed by reviewing and discussing the objectives of the Crow tribe, the change issues that emanate from these objectives, constraints and opportunities for change and a strategy and operational plan for change.

OBJECTIVES OF CROW TRIBE:

The Crow Tribe issued a mission statement and Tribal goals dated September 17, 1986 (the Statement). A copy of the Statement is attached as Appendix A. The current mission and goals determine whether change is needed and the issues and constraints which must be dealt with.

Given that a mission statement states the reasons for an organization's being, that is, what drives it, then the Crow Tribe is concerned with survival as a "sovereign Nation". To this end the Crow are also concerned about retaining their land and other resources and to strengthen their government. These capacities will enable them to manage the development of Crow human and natural resources for the purpose of improving the quality of life of the Crow people.

We have interpreted the mission as the intention of ensuring the transmission of Crow culture, land, and resources and thus securing the future of the generations of Crow descendants that

follow. The imperative of survival is paramount and provides a long term back-drop to the very urgent pressures that the Crow people are under. It is something which each member can identify with and is expressly mentioned in one of the goals.

The stated Crow goals are as comprehensive as the mission. With the exception of retaining the land base for the benefit of future members, the goals understandably focus on alleviating the dire social conditions on the reservation.

What is abundantly clear is that the Crow tribal leaders have a vision of where they want to be. The fact that the Statement spells out both long and short term intentions has a significant effect on the change process. It dictates that the process needs to be pursued in distinct stages. The initiation of change and sustaining momentum will be important ingredients in both the short and long term. Also, the pace and framework for the change will be governed by the priorities assigned to the objectives that are set for the achievement of the goals.

CHANGE ISSUES FOR THE TRIBE:

Crow Change Issues in Perspective

As is the case with any people, culture or government the Crow Tribe is engulfed in a myriad of issues that affect them directly or indirectly. For the purpose of analysis in this paper, we have defined "change issues" as those conditions or factors affecting the Crow Tribe that are subjects of concern or debate and relate to the potential changes faced by the Tribe. Previous papers by the authors have identified a number of these

relevant issues. This section will provide a comprehensive analyses of these change issues and attempt to provide a rudimentary categorization scheme. The categories of this schema are: a.) external environment issues, b.) internal environment issues, and , c.) organizational issues. Typically, however, these issues are not discrete and tend to overlap into other categories. Whenever these expansions are relevant to the analysis, their dimensions will be identified. Likewise these issues often reflect tensions that are related to the discussion of constraints and opportunities later in the paper.

External Environment Issues:

Sovereignty

Tribal sovereignty is a comprehensive issue in that it defines the status of the Crow Tribe as it relates to institutions in the external environment. While the status of Indian Tribes has been legally defined since the Supreme Court decision, **Worcester v. Georgia**, in 1832 as domestic dependent nations or "quasi-sovereigns", meaning that they are sovereign nations within the limits stipulated by the federal government, the exercise of this sovereignty has been severely circumscribed until recent years. This is particularly true in the case of the Crow Tribe who presently are organized under a Tribal Constitution that fails to recognize and severely limits their ability to exercise that sovereignty. So while the Tribe reasserts its "sovereignty" as if it were a first level change (see Bartunek (5)) the issue incorporates complementary issues

such as self-determination and self-government which necessitate second order changes or modifications in the tribal structure or framework of tribal relationships.

For the Crow Tribe the exercise of their tribal sovereignty involves far more than an aggressive rearticulation of their legal status and rights. At a minimum it entails a reframing of their organizational relationships with the authorizing environment and a redefinition of their governmental authority. But it is this quest for sovereignty that shapes many of the issues that will be discussed in this paper.

Control Over Natural Resources

While the natural resources of the Crow Tribe have been physically located in the local or internal environment, actual control of the resources has been external to the Crow Tribe. The significance of this issue as a change factor was stressed in the initial paper when it was posited that the recent awareness of the potential of the resources has led to an enhanced desire for sovereignty and control of the economic development of these resources.

The issue of control and development of natural resources is not unique to the Crow Tribe. Kalt's observations on this issue as it affects resource rich Tribes was cited in the initial paper (1). Snipp in a recent article states:

"Energy development and its abuses are especially significant in crystallizing a growing recognition of the neo-colonial relationship between American Indians and mainstream society...In an overview of energy development, the American Indian Policy Review Commission compared Indian reservations with developing nations and found numerous similarities, except that lease terms

are usually less favorable for Indians....American Indians are responding by reasserting their tribal sovereignty."

Recent inventory appraisals establishing the assets of the Crow Tribe at approximately 26 billion dollars and a 1988 Supreme Court action affirming the right of the Tribe to severance taxes on coal mined on reservation lands have had a significant impact on the Crow Tribe. These changes in the environment have intensified the drive by the Crow leadership to access the rent from these resources for the purpose of further economic development and general socio-economic improvement of the Tribe.

Autonomy from the Bureau of Indian Affairs

As the principle agency responsible for administering the trust responsibilities of the federal government toward Indians, the Bureau of Indian Affairs (BIA) exerts a great deal of influence and control over the activities of Indian tribes. A certain measure of this control is legislated but much can be assumed either by default or by usurpation. In discussing the perspective of Indian reservations as "internal colonies", Snipp states: "

This perspective emphasizes that the Bureau of Indian Affairs (BIA) has been instrumental in perpetuating the subordinate, colonized status of Indian reservations. The BIA is blamed for actively cultivating Indian dependencies and for being a willing accomplice to their economic exploitation."

The degree of BIA control of day-to-day affairs varies among Indian tribes. In the case the Crow Tribe, their Constitution designates the federal government, i.e. the BIA, as the holder of all real authority. It is no wonder that the BIA is perceived as

one of the major problems facing the Tribe. As it is now, the BIA has approval authority over virtually every decision the Crow Tribal Council makes and has inserted itself into the internal decisions of the Tribe. The Crow Constitution facilitates BIA interference and control, fosters ineffectiveness and instability, and encourages a politically charged tribal government organization. The BIA's exercise of its control and influence is not without supporters among the Crow tribal members. Consistent with dependency theory, there are a sizeable number that support the role of the BIA. This situation will be discussed in greater detail further on in the paper.

INTERNAL ENVIRONMENTAL ISSUES:

Development of Human and Natural Resources of the Tribe

The most important factor compelling change within the Crow Tribe is the abysmal socio-economic conditions existing within the Tribe that impacts tribal members. With an unemployment rate estimated at approximately 80%, the Crow tribal members are enmeshed in a "vicious cycle" of poverty with the full array of concomitant social problems related to poverty. It is ironic that this condition of dire poverty is in juxtaposition to the inventoried wealth of the Tribe. This irony was not lost on Tribal Chairman Real Bird when he pointed out in the interview that despite the wealth of the natural resources of the Tribe, they have nothing to show for it except general assistance welfare, high unemployment, and social problems.

It is the expressed intent of the Tribe to initiate

sustainable economic development of their natural resources. Sustained economic development is seen as critical to breaking the cycle of poverty on the reservation and bringing about a viable economy that provides present and future tribal members with opportunities for growth and prosperity.

Crow Customs and Traditions

As a traditional people, the Crow Tribe place a high priority on the preservation of their language, values and traditions. In the context of a potential change process, it becomes essential that proposed or envisioned changes can be validated as being consistent with the Crow culture. This question of cultural consistency becomes a framing issue in its own right to the extent that proposed changes will have to be framed so that they are in harmony or consistent with majority perceptions of the Crow culture.

To a certain extent this has been partially addressed by comparing the current situation facing the leadership of the Crow Tribe as being analogous to historical war parties where leaders were empowered to take decisive action. But it is doubtful that the Tribe can maintain a "war party" mentality over the long run and so some culturally acceptable framing of the changes will be necessary for long term durability.

Internal Authority and Efficient Organization of Tribal Government

As was previously discussed in relation to the Tribe's desire for autonomy from the BIA, the Crow Constitution affords

the Tribal government little authority over their internal affairs. Most real authority is relegated to the BIA and what remains is a situation somewhat analogous to the "tragedy of the commons" i.e. that when everybody owns the property, nobody owns it. Under the present Tribal Constitution, the Tribal Council, composed of all voting age members, are empowered to make all Tribal decisions. What tribal power and authority exist are so diffuse as to be non-existent. Decisions of the Tribal Council are often based on who attends the meeting and what the issues are. The general council system is prone to political and material self-interest and decisions often take on a character of playing politics with the Tribe's rights and resources. The present Crow leadership views this fusion of local politics and tribal business decision-making as inefficient and counter-productive. The separation of the Tribe's business activities from the day-to-day politics of the Tribe is viewed as a necessary condition for future economic development.

This problem is not unique to the Crow Tribe but seems to be endemic to most Indian tribes. As Linda Medcalf points out in Law and Identity,

"Though most tribes have had paper governments in the past, two factors kept such governments from exercising power. One, of course, was the interference of the BIA, which was the real locus of power, thus removing all responsibility from Native American governments. The other factor is seen by lawyers as involving cultural characteristics such as "personalized politics", or a non aggressive, passive approach on the part of the Native Americans."(8)

The expressed need for an efficient government organization to manage the expanded activities and technological opportunities

of the Tribe generate a tension common to the evolution of consensus organizations or those founded on egalitarian principles. This true for the Crow Tribe and is manifested in the political opponents to the current leadership who resist any centralization of power and authority by that leadership. This tension in Indian tribes has been described by Medcalf and appears to be consistent with the observation that all societies face a basic Gemeinschaft-Gesellschaft value dilemma. Rosner and Tannenbaum's description of this tension in relation to kibbutzim is applicable to the Crow Tribe

"If a commitment to traditional values can coexist with the striving for efficiency, the problem is one of enhancing the capacity of the kibbutz to understand and to formulate prescriptions that further the objectives of each...."

(Menachem Rosner and Arnold S. Tannenbaum, "Organizational Efficiency and Egalitarian Democracy in an International Communal Society" British Journal of Sociology Vol. XXXVIII No. 4 Dec 87)

CONSTRAINTS FACING THE TRIBE:

The Crows are faced with the opportunity to make a qualitatively different change in their lives and for their future generations. The Tribe's victory in the Supreme Court case has provided the "trigger" that Bartunek refers to that "unfreezes a particular way of understanding a situation." Yet, "unfreezing" a situation does not guarantee that an organization will undergo a successful reorganization. The Tribe's understanding of its mission has been challenged but there are many obstacles on the road to implementing successful change for the Crow people. The major hindrances to change are discussed

below.

Socio - Political Factors

The attitudes of the Crow people and the political divisiveness on the reservation in regards to the Chairman's proposed change strategy are constraining factors in initiating change.

Historically, the Crow's have depended upon the federal government for the management of their resources and tribal affairs. The Chairman and his supporters argue that this dependency has lead to attitudes of complacency and apathy among tribal members. This oppression of his people has lead to fear of risk taking, the Chairman concludes. Many Crow people find safety in the predictability of living in their currently poor economic situation with the BIA managing their resources. Despite the unpleasantness of poverty, this lifestyle is familiar and predictable. Whereas the Chairman's strategy of self determination represents the "unknown" and provokes feelings of anxiety for many tribal members.

Resistance to change is a common experience for many who embark upon change. However, for the tribe, 150 years of dependence upon the federal government adds another dimension to this resistance. This means that several generations of Crow people may not know or understand the full meaning of "self determination" since this concept is not in their experience or recent history.

Besides this resistance to change, the leadership is faced

with varying political interests that run contrary to the Chairman's strategy. The Chairman estimates that there are about 50 active politicians; 10 of whom support the Chairman. These local politicians depending upon their interest, put forth strategies that conflict with the prevailing one. Hence, there are competing "visions" on the reservation.

The challenge for the tribal leadership is to mobilize the support of the tribe and simultaneously devise a strategy for dealing with the political opposition. The political divisiveness and attitudes of resistance to change can easily sabotage efforts at reorganization.

Legal

The tribe faces constraints in reorganization due to their constitution since it designates the federal government as the entity which has authority through final approval over decision making of the tribal council.

The tribe's constitution does not promote self determination. In fact, it gives the BIA the right to intervene in tribal concerns. This legal sanctioning of the interference of the BIA in tribal affairs is a major obstacle in initiating a change strategy which attempts to break with the paternalistic, controlling relationship of the BIA towards the tribe.

Time Constraints:

The tribe has both short and long term strategies that they must consider. The challenge that faces the tribe is how to plan for both urgent and future needs without negatively impacting one

or the other.

For example, the tribe needs to set up a taxing structure as required in the Supreme court decision. The Crows need to do this immediately in order to collect revenues for the tribe. The consequences of the tribe delaying the establishment of this taxing entity means that the tribe loses money with each passing day. One can assume that the dollar amount of taxes that is lost because the tribe has not established a structure to collect taxes is significant given that the Westmoreland coal company between 1975 and 1982 paid \$53,800,000 in severance taxes and \$8,100,000 in gross proceeds taxes for a total of \$61,900,000 taxes paid to the state of Montana (Crow Tribe of Indians v. State of Montana 1987).

The tribe is acutely aware of this loss of potential revenue, yet it is important to design an efficient tax structure that will be able to work for the present and in years to come. The tribe has to make many urgent decisions that will have long term consequences; hopefully their short term decision making will lay the groundwork that complements long term decision making.

However, short sighted decision making that does not adequately account for the future will cost the tribe. For example, if the Crows do not develop their natural resources wisely they could easily cause irreparable harm to their environment that would adversely affect the ability of future generations of Crow to reap the social, economic and aesthetic

benefits of the natural resources which have been an integral part of the tribe's heritage.

Human Resources

The tribe is confronted with many important decisions of a technical nature that will continue to persist into the future related to economic development and the practical tasks involved in the realization of self determination. The tribe is dependent upon non Indian, off reservation "experts" many of whom the Chairman considers to be "con men" who are interested in making a "quick buck" at the expense of tribal resources.

The tribe's heavy reliance upon outside experts is antithetical to the concept of self determination. Understandably, the tribe's social and economic history has not provided the opportunity for many Crows to receive the training, education and experience which is necessary to manage and govern a nation.

The lack of technical skills on the reservation is similar to the plight of many developing countries. These countries are faced with many urgent needs that require immediate action, yet many countries often do not have the human resources in their country to draw upon. The Crow tribe, similar to developing countries, is forced at least in the short run to rely on outside expertise. Expertise which is often not sensitive to the unique cultural, political and social needs of the Crow people. This means that the Crows run a higher risk of implementing short sighted policies if they are not careful about screening and

adapting the advise of these experts.

The challenge for the tribe will be to train and educate their people in order that the meaning of self determination can be fully realized. Hopefully, as the Crow send their youth off to be educated these prospective leaders will return to the reservation to utilize their expertise and not face the problem of the "brain drain" that is occurring in some developing countries.

Strategy

The tribe has a general mission of survival through control of their human and natural resources. This mission statement and their tribal goals mention self determination consistently. However, the tribe lacks a practical game plan for implementing these abstract ideas. It is clear that the tribe has short and long term considerations, yet this is not reflected in a strategy that prioritizes the tribe's objectives or a plan that emphasizes stages to this process.

Later in this paper we will recommend a process for which the Crows can begin to assess where to go from here. OPPORTUNITIES

Leadership

The Chairman has a positive vision for his Tribe and the power of personality to lead a process of change to fulfill that vision. He has realized that the internal and external conditions engulfing the Crow Tribe present opportunities for social and economic improvements. To this end he has effectively campaigned for his ideas for change. In shaping this change he

has also sought technical assistance and external credibility from the academic community and other tribal leaders. The spirit of his leadership is reflected in the following remarks delivered in a presentation at the Kennedy School of Government, Harvard University:

"I want to reassert my goal for my Crow people to continue the search for peace and prosperity by struggling for economic sovereignty", Real Bird said. "This year (1988) becomes a critical and decisive year. It can be the year when we finally benefit from the wealth of our own land... We have stood together in the face of adversity - we must continue the fight for our homelands and our economic sovereignty".

The leadership of Chairman Real Bird seems to embody a measure of charisma and cultural legitimacy. To his supporters Real Bird is a traditional Crow leader with a vision for the future that is in harmony with the "Indian Ways" of the Crow people. While this is a necessary condition for leadership, it remains to be seen whether it will be sufficient to lead the Tribe through the envisioned transition. The leadership of Chairman Real Bird provides an opportunity for the change process to be initiated but does not insure its successful completion.

Resources

While the natural resource deposits of the Crow Tribe provide them opportunities for socioeconomic growth and improved economic conditions through control and development of their natural

resources, they provide an additional opportunity that can facilitate change. Beyond the material benefit of the resources is a perceived symbolic value that allows a reframing of the Crow relationship to their external environment. This reframing will be critical to the reversal of 100 years of dependency.

External Threat

The posture of the BIA has provided fertile ground to cultivate the belief in the threat posed by the continued domination of such external agencies. The opportunity has been taken to use that threat as source of unity within the Tribe. The BIA's involvement with the Tribe is so extensive that it is an easily identified culprit for the terrible state of affairs of the Crow Nation.

Momentum

Momentum has been building for changes throughout Indian country, at a noticeable pace since the Indian Self-determination Act 1974. The Crow have been borne along on that wave and are now at a point where they can add to the impetus. There is appears to be more unity within the Tribe in the face of external threats, confidence in their ability to oust the BIA from the seat of power, and optimism in their capacity to manage the gains represented in the newly acquired ability to tax.

These changes coupled with the dynamics of leadership give momentum to the process of change that has been long awaited by the Crow Tribe. al Government.

He think that his people want to have a change, and that they have realized the need to have a social and economic development.

PROCESS OF CHANGE FOR THE TRIBE:

The nature of the Crow mission/goals and the manner in which the issues and constraints must be dealt with places a great deal of emphasis on how the change is carried out. It is absolutely essential that the people affected be committed to the changes for any real change to be brought about. Thus the process should not be rushed and should be open to wide involvement of tribal members. What is most important is that the process that has been initiated be consolidated in a way that generates maximum identification with the goals of change and the benefit of the combined experience the tribal members.

Two further conditions substantiate the importance of the process at this point. Firstly, the Tribe and the Tribal Government are seen as being synonymous. The Government has assumed, over time, the leadership role for the Tribe. Also, the Tribal Constitution establishes the whole tribe as the Tribal Council. Secondly, in a role analogous to developing countries, the Government must be involved in the design of the tribal environment to ensure that development occurs. The internal and external demands at the development level become fused. (Smith 1987).

Furthermore the needs of development expand the needs of organization to include numerous social, cultural and political factors relating to the Crow Tribe.

In the light of these considerations we have analyzed the process of change on the basis of a continuing spectrum of learning (analysis), dealing with the stakeholders (diplomacy, negotiation), and planning (policy, strategy). (Smith op cit).

The framework is called "Organizing Process" (OP), which includes three processes. The first moves from the appreciative level, inward towards control through "planning". The second moves outwards from control to appreciation "learning". The third, a "political" process, keeps the first two in balance.

The OP framework is composed of three systems: learning, power and planning. The approach will include the design of the Crow's relationship with its environment. It is also designed to have a three stage process moving from : (i) the appreciation of variables which the design system has to accept as part of its environmental context, to (ii) the influence over the most important variables affecting its performance, and (iii) finally the control over those variables necessary for implementation.

In the first stage, learning involves processing the various environmental inputs. For the Crows, this entails gaining an understanding of their present condition. The Crow tribe has been through the first stage of this process in writing a mission statement which outlines the policy to be pursued by the tribe.

The second stage, moving from broad policy to formulation of strategy, derives the manner in which the policy will be realized, or to put it another way, causes of the current conditions overcome and positive development undertaken.

We would propose that a systematic process be applied to the learning and appraisal carried out. The advantages is, firstly, to increase the possibilities of obtaining wide ranging agreement and commitment to the strategy. It will also utilize the creative abilities which tribal members possess that might otherwise not be forthcoming. Thirdly, it allows for greater focus on the previously agreed policy and may result in improvement through the re-evaluation that is carried out.

PROPOSED CROW WORKSHOP:

As an example of an activity to initiate the next stage, from policy to strategy development, the Crow could use a program of workshops. One of the major goals to be achieved by the workshop is to strengthen the capacity of the Crow Tribe to act as cohesive group, in an integrated and coordinated manner. The present objectives, the natural resources and the Supreme Court decisions require to a large extent, a full integration of the group under different aspects. The workshop will help in developing a better understanding and knowledge among the Crow's members.

The participants should be quite heterogeneous with people from the Crow Tribal council, executive committee, commissions and committees, Tribal managers, clan representatives, religious leaders and others. These people belong to different groups, have different backgrounds and have worked for the tribe in different experiences and various number of years. While this might lead to differentiation of participants based on seniority

all efforts should be made to diminish that aspect. Every participant should attend as individual and take an active role in the workshop, and try to make contributions even in areas where he/she normally is not responsible for.

Objectives

General objectives of the workshop would be:

(i) To improve the internal and external coordination to harmonize in common actions the Crow objectives;

(ii) To improve within the Crow, team working and internal communications to achieve a better interpersonal relations in a professional and friendly atmosphere; and

(iii) To increase the motivation, enthusiasm and esprit de corps within the Crow, to encourage a deeper commitment and accountability for tasks performed at all levels.

Specific objectives would be:

(i) To establish a clear set of objectives for the Crow to have a good understanding of its goals and tasks, and to achieve better functioning at the social, political, technical and the administrative levels;

(ii) To prepare a strategic plan to help the development and fulfillment of the objectives, and to define the state and federal role of the Crow; and

(iii) To analyze the Crow administrative procedures, and to identify short and long term problems, what their causes and effects are; and follow recommendations.

Strategy

The initial workshops should be attended by those office holders and leaders mentioned above, a group of about fifty people. In order to be effective with such a large group 3-4 days is recommended.

The workshop would aim to evaluate the Crow Tribe, and for that purpose, it will be basically be divided into seven phases: (i) The design of ideal future; (ii) The analysis of present condition; (iii) The preparation of causal map (tying problems to causes); (iv) The definition of objectives; (v) The discussion of strategic options; (vi) The selection of strategy; (vii) The preparation of plan of action. By the end of the workshops a working group to coordinate follow-up work is needed.

During the development of the workshop a systematic approach will be utilized using the planning process. This approach, carried-out through workshop, would include participatory techniques which combines planning and problem solving, brain storming, and nominal group techniques in order to get as much done as possible in the time available. The participants will be performing at three levels: individually, working groups and plenary sessions.

CONCLUSION

The Crow Tribal government is on the brink of change. That conclusion, established on the basis of the analysis above, is also borne by direct observation.

The reasons it is under pressure to change arise from the need to be aligned with strategies being developed as the result

of stimuli from both the internal and external environments. The first part of the external environment, federal agencies embodied in the BIA, are much too restrictive for the realization of the Crow goals. The Tribe itself is also undergoing change which are being transmitted to the its government. The Tribe's mission is a more assertive of sovereignty, the leadership is aggressive and visionary and the potential of resources is beginning to be brought to bear fruit for the Crow rather leached out to other bodies. Internally, the Government also faces a growing need to accomodate the increase in government responsibility. The lines of control and communication are being stretched to the limit. Furthermore the presence of the BIA contradicts the mission and goals.

With regard to how the changes are being made, we would recommend that it is timely to embark on a systematic process of defining then achieving the short and long term goals. The process engaged in is critical to the design of a structure that can meet the multi-layered, complex needs of the Tribe. The structure that emerges will be the result of the creative thinking unleashed by the process. We believe that it is premature to recommend or decide on a structure for all the needs. The difficulty of changing such decisions is inevitable and would have undesriablr residual effects. The matter is one of such gravity that the "quick and dirty" solution is out of the question.

It is also desirable that the Crow are able to learn from the process itself and retain the institutional capacity to change in the future.

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Crow Tribal Mission Statement

**September 17, 1986
Crow Tribal Office
Crow Agency, Montana**

The Crow Tribe is a sovereign Nation expressed in inherent God-given rights, and, Treaty rights, and by reserving unto itself our Crow Tribal Government, Tribal Courts System, and Law and Order. The Crow Tribe has always resided in "Crow Country" since time immemorial, according to ancient legends, history, knowledge, and experiences. The survival of the Crow Tribe depends on the protection and preservation of our land and natural resources, while maintaining our language, morals, and cultural values; and, by strengthening and improving our Crow Tribal Government. The Crow Tribe is committed to the effective management of our Human and Natural resources in an effective and harmonious manner, in the protection of our Health and Welfare, and in maximizing Educational opportunities for the purpose of improving the "quality of life" of the Crow People. In order to ensure peace among all Tribal members in the future, the Crow Tribe will strive to manage the development of our Human and Natural resources for the purpose of meeting the food and shelter needs of our Tribe.

Crow Tribal Goals

1. To upgrade the standard of living among all members of the Crow Tribe: (1) By developing both Human and Natural resource potential; (2) By eliminating apathy, social, and health problems; and, (3) By providing educational opportunities designed to improve the "Crow Standard of Living".
2. To create employment opportunities by attracting various types of Industry to be located on the Crow Reservation, for the purpose of sustaining the immediate needs of the members of the Crow Tribe, and for the purpose of retaining our land and property rights.
3. To protect our land base for the benefit of future members of the Crow Tribe, by managing, maintaining, and developing Crow mineral resources for the "exclusive benefit" of the Crow Tribe and its members, including any right of water usage, or any aspect of "Water Rights" owned by the Crow Tribe.
4. To exercise Crow Tribal Jurisdiction at all levels.
5. To develop our Agricultural potential, including, Natural and Native products, to their highest degree, and by identifying both domestic and foreign markets interested in purchasing our Agricultural products for the purpose of Tribal capital formation.
6. To provide for adequate housing and shelter for all Crow Tribal members, via new housing projects, and via home renovation and maintenance projects.
7. To develop tourism and recreation industries on the Crow Reservation.
8. To encourage competitive Banking, Insurance, and other Financial entities on the Crow Indian Reservation, centrally-owned and managed by Crow Tribal members.

