

Malcolm Wiener Center for Social Policy

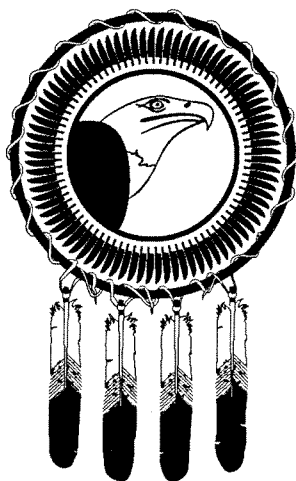
*Designing Native American Management
and Leadership Training:
Past Efforts, Present Endeavors, and Future Options*

by

Manley A. Begay Jr

PRS 91-3

November 1991



Harvard Project on
American Indian Economic Development

John F. Kennedy School of Government
Harvard University

The views expressed in this paper are those of the author(s) and do not necessarily reflect those of past and present sponsors of the Harvard Project on American Indian Economic Development, the Malcolm Wiener Center for Social Policy, the John F. Kennedy School of Government, or Harvard University. Reports to tribes in this series are currently supported by the Christian A. Johnson Endeavor Foundation. The Harvard Project is directed by Professors Stephen Cornell (Udall Center for Studies in Public Policy, University of Arizona), Joseph P. Kalt (John F. Kennedy School of Government, Harvard University) and Manley Begay (Udall Center for Studies in Public Policy, University of Arizona). For further information and reproduction permission, contact the Harvard Project on American Indian Economic Development at (617) 495-1480.

TABLE OF CONTENTS

I.	INTRODUCTION	1
II.	WHY STUDY AMERICAN INDIAN MANAGEMENT TRAINING?	2
	II.A. The Need for Tribal Managers	2
	II.B. Management Development	4
	II.C. The Role of Training	6
	II.D. Problems Training Can Solve	8
	II.E. The Need for Organizational Development in Training	9
III.	CURRENT STATUS OF TRIBAL MANAGEMENT TRAINING	11
	III.A. Higher Education Institutions.	12
	III.B. Consulting Firms.	12
	III.C. Prevailing Problems.	13
IV.	HISTORICAL PERSPECTIVE OF TRIBAL MANAGEMENT	14
	IV.A. Beginning of Contemporary Tribal Management	14
	IV.B. Self-Determination	17
V.	PAST TRIBAL MANAGEMENT TRAINING EFFORTS IN HIGHER EDUCATION	21
	V.A. Past Post-Secondary Management Training Programs	21
	Arizona State University -- Native American Public Administration Program (NAPAP).	21
	Northeastern State University of Tahlequah, Oklahoma -- Tribal Management Program.	23
	University of Washington -- Tribal Administration Program.	24
	Western Washington State College -- Management Education Program.	24
	University of New Mexico.	25
	V.B. Other Notable Management And Leadership Training Programs	26
	Brigham Young University.	26
	Navajo Community College -- National Indian Leadership Training Program.	26
	Ohoyo Leadership Training Program.	27
	V.C. Findings	28
	Problems with University-Based Programs.	28
	Curriculum Overview.	30

VI.	RE-THINKING TRIBAL MANAGEMENT TRAINING	31
	VI.A. The Challenge of American Indian Management	31
	1. What are the Basic Components of a Training Program?	32
	Preliminary Strategy Consideration.	32
	Mission and Goals.	35
	Identifying Training and Development Needs.	36
	Job and Organizational Analysis/Diagnosis.	37
	Development of Performance Objectives.	38
	Development of Criterion Assessment/Evaluative Instruments.	38
	Development of Curriculum/Course Content.	39
	Implementation of Training Strategies.	39
	Evaluation of Training Strategies.	40
	Revision.	41
	2. Who Should Be Trained?	41
	The Tribal Manager.	43
	The Distinctive Character of the Tribal Manager.	44
	Problems Faced by Tribal Managers.	44
	Other Issues.	46
	3. What Curriculum Content Areas Should The Tribal Management Training Program Consider?	46
	The Upper-Level Manager: Tribal Chairperson and Council Member or Business Leader.	47
	The Middle-Level Manager: Department or Enterprise Head.	50
	The Lower-Level Manager: Supervisor.	50
	The Student: Secondary and Higher Education.	51
	4. What Should The Instructional Methods Be?	52
	The Adult Learner.	53
	Classroom Instructional Methods.	54
	Non-Classroom Instructional Methods.	55
	5. Where Should Training Occur?	55
	The Importance of Facility.	56
	The Responsibility of Educational Institutions Serving Native Peoples -- Moral Obligation.	57
	The Responsibility of Educational Institutions Serving Native Peoples - Legal Obligation.	58
	The Role of the External Program and the Upper-Level Tribal Manager.	59

	The Role of Local Colleges and Universities and the Middle and Lower-Level Managers.	61
	The Role of Local Colleges, Universities, High Schools, and the Native Student.	63
	Role of Post-Secondary Institutions.	65
	Role of Secondary Schools.	65
6.	Who Will The Trainers Be?	66
	The Role of the Trainer.	66
	Subject Matter Competence.	68
	Instructional Design Competence.	69
VI.B.	What Are The Funding Sources To Be Considered?	69
1.	Human Resource Development Needs	70
2.	Tribal Responsibility	72
VII.	FINANCIAL STRATEGY FOR MANAGEMENT DEVELOPMENT	72
VIII.	CONCLUSION	73
APPENDIX A	76
APPENDIX B	77
APPENDIX C	78
APPENDIX D	79
APPENDIX E	81
APPENDIX F	82
APPENDIX G	84
REFERENCES	85
LIST OF INTERVIEWS AND CONTACTS	89

I. INTRODUCTION

This paper is a report to the Harvard Project on American Indian Economic Development.¹ Its purpose is to add to the research currently being done on American Indian economic development. Its major goals are to: construct a framework for human resource development; suggest development strategies in business management and public administration training of Native Americans; assess the design of Indian management training approaches; and establish a criteria which can be used to design management training programs. It is anticipated that examining tribal management training will have beneficial and far-reaching educational, socioeconomic, and political implications for American Indian nations.

The Harvard Project recognizes the importance of tribal management training in developing the capacities of American Indians to manage their own affairs. Consequently, one of the three components of the Harvard Project is devoted specifically to the study of tribal management and leadership training. The other segments deal with research in assessment of causes and consequences of economic development of American Indians and provision of technical support to tribes.

This paper is divided into the following sections, all of which deal with various aspects of tribal management: an assessment of the present challenges of tribal management training, a discussion of the current status of training, an historical overview of contemporary tribal management, an account of past training efforts in higher education, a discussion of training

¹ The author is a doctoral candidate in the Graduate School of Education, Harvard University and executive director of the Harvard Project on American Indian Economic Development. The Harvard Project is co-directed by Stephen Cornell, associate professor in the Department of Sociology at the University of California, San Diego and Joseph P. Kalt, professor of political economy at the John F. Kennedy School of Government, Harvard University.

locations, the requirements for trainers, the funding sources to be considered, and financial strategy for management development.

II. WHY STUDY AMERICAN INDIAN MANAGEMENT TRAINING?

This section addresses questions which must be considered in the development of management training programs for Native Americans by those interested in such programs. The questions to be considered are: 1) Why is there a need for Native managers? 2) Why develop management capacities? 3) What is the role of training? 4) What problems can training solve? and 5) What part does organizational development play in management training?

II.A. The Need for Tribal Managers

There is a socioeconomic demand for effectively trained tribal managers and administrators. The American Indian Policy Review Commission of 1976 states that:

the full scope of manpower skills that will be required to achieve and manage fully Indian controlled reservations include large numbers of highly skilled professionals, technicians, and managers.²

This demand is inextricably linked to developing tribal capacities. In other words, if tribes are to develop their economic and governmental capacities, then appropriate training of Native management personnel must become a high priority. Furthermore, with the legislation, known as the Indian Self-Determination and Education Assistance Act of 1975, tribes have been given the opportunity to become effective and meaningful participants in the planning,

² American Indian Policy Review Commission. **Final Report to the American Indian Review Commission: Report on Reservation and Resource Development and Protection.** Task Force Seven. (Washington: U.S. Government Printing Office), 1976, p. 110.

implementation, and administration of services and programs provided for by the federal government.³ The impact of this legislation has slowly begun to change the legal as well as political status of American Indian tribes. Tribes can no longer be thought of as wards of the federal government for they are emerging as more politically and economically autonomous entities.⁴

Progress toward achieving self-determination has allowed many tribes to develop their own economic and political policies, instead of continually yielding to federal dominance. New challenges await many tribal governments as they experience a resurgence of political authority gained in part through economic development. However, for tribes to meet this challenge, the American Indian Policy Review Commission contend that, they must fulfill:

the need for Indian managers of projects and enterprises on reservations...this goal should not outweigh the more basic need for competent management. The management of Indian enterprises may require additional skills and approaches, but the need for basic management skills remains.⁵

The apparent scarcity of skilled Native managers has plagued tribal organizations. This scarcity is a result of failure to develop managers to meet the needs of the Indian organizations rather than a lack of managerial talent among Native people. To be effective, training programs must focus on skills required by the development process. The training process, furthermore,

³ Indian Self-Determination and Education Assistance Act of January 4, 1975, 88 Statute 2203, 25 U.S.C. 8450 et seq. (1976 supp.).

⁴ For further discussion see: Kalt, Joseph, **The Redefinition of Property Rights in American Indian Reservations: A Comparative Analysis of Native American Economic Development**, Harvard University, Energy and Environmental Policy Center, Harvard Project on American Indian Economic Development, Kennedy School of Government, June, 1988.

⁵ American Indian Policy Review Commission. **op. cit.**, p. 111.

must meet the needs of tribal governments as well as individuals.⁶ In order for indigenous governments to be successful on their terms, Native people must contend with how their nations will be governed and by whom. Since, Native Americans, also face a wide array of social problems, how these leaders and managers are trained becomes vital to the socioeconomic development process of Indian communities. Effectively and efficiently trained Indian leaders and managers are essential in attaining socioeconomic independence. In this light, tribes need to assert their right to seek and plan for the training of Native managers to administer their progress.

II.B. Management Development

Sound management is fundamental to the success of tribes. There is, however, at present a shortage of effectively trained tribal managers. Therefore, development and maintenance of a sound tribal infrastructure have been difficult. This section will emphasize the importance of managerial training to tribal organizational effectiveness.

In **Pathways from Poverty**⁷ and **Kalt's Redefinition of Property Rights**, the authors drew important comparisons and contrasts among tribes. Some tribes were found to be constructing effective institutions and others were not as productive. Interestingly, even among

⁶ American Indian Policy Review Commission. *op. cit.*, p.110.

⁷ Cornell, Stephen and Joseph Kalt. **Pathways from Poverty: Development and Institution-Building on American Indian Reservations**. Harvard University, John F. Kennedy School of Government, Harvard Project on American Indian Economic Development, May, 1989.

tribes that had sizable amount of natural resources, there continued to be wide variations in development performances.⁸

Cornell and Kalt show that there is evidence that tribes which have demonstrated poor economic performance, "lack institutions capable of effectively regulating both individual and collective behavior."⁹ This suggests that there are important management differences between tribes.

American companies within a given industry with roughly the same potential access to resources can have markedly different actual access. Camp, Blanchard, and Huszczo's point to Peters and Waterman's 1982 study that organizational management capacity has significant impact on companies "acquiring more than their share of the desired resources while others fare less well."¹⁰ They further state, since "managers are responsible for the planning, organizing, and controlling of activities, they are ultimately responsible for the effectiveness of their organizations."¹¹

Thus, the makeup of the specific tribal organizational structure and its internal conditions determine to a large extent how management performs. These facts have serious training implications for tribes that are making attempts at economic development.

⁸ Cornell and Kalt. *op. cit.*, p.13.

⁹ Cornell and Kalt. *Ibid.*, p. 14-15.

¹⁰ Camp, Richard, P. Nick Blanchard, and Gregory E. Huszczo. **Toward A More Organizationally Effective Training Strategy and Practice.** (Englewood Cliffs, NJ: Prentice-Hall, 1986), p. 271.

¹¹ Camp, Blanchard, and Huszczo. *Ibid.*, pp. 271-272.

Essentially, the designers of tribal management training programs will need to consider Camp, Blanchard, and Huszczo's suggestion that the "importance of matching managerial processes and behaviors of an organization with its internal structure and design components" is paramount to organizational development.¹² It becomes apparent that an explicit understanding of distinct tribal organizations and the nature of Indian managers are prerequisites for the development of successful training programs.

II.C. The Role of Training

Training and development programs should be implemented only when their contributions equal or exceed their costs.¹³ Industrial companies view the value of training in terms of decreases in accidents, customer complaints, employee grievances, and increases in production, sales, and employee morale. For Indian tribes, however, the costs cannot be determined only in dollar amounts. Rather management and development training ought to be viewed as a way out of poverty. Many Native governments are in such dire economic straits that they literally are unable to afford any failures.

In the past, tribes were able to depend on the federal government for assistance, but now the federal government is not as willing to lend a "helping hand" as before. For example, the Ronald Reagan Administration from 1980 to 1984 substantially reduced federal Indian programs (job training and technical assistance projects) by 56 percent resulting in a negative impact on

¹² Camp, Blanchard, and Huszczo. *Ibid.*, p. 272.

¹³ Tracey, William R., *Designing Training and Development Systems*. (American Management Association, 1971), p. vii.

much needed support for development attempts.¹⁴ Thus, training not only makes sound economic sense, but is also an essential part of survival. Malcolm Gillis points out that,

"private and social rates of return to education in developing countries are generally high. In many cases they are higher than the rates of return earned on investments in physical capital. Education therefore looks like a good investment in most Less Developed Countries."¹⁵

Tribal organizations act as controlling entities for Indian communities. These organizations provide goods and services for the people they serve. For these organizations to function at the optimum level of productivity, they must be efficient. Employees in these organizations through their collective effort determine an organization's level of productivity. When individual employees do not work up to an established standard of performance for the jobs they hold, then the optimum level of productivity of the organization is not reached. Similarly, if groups of employees do not consistently produce up to standards, then productivity deteriorates even more.

Training can reduce or eliminate the difference between the actual performance and the established standard. In other words, training can improve productivity by changing the behavior of trainees -- by allowing them the opportunity to acquire needed skills, knowledge, or attitudes to perform up to an established standard.

¹⁴ Cohen, Daniel. *op. cit.* p. 34.

¹⁵ Gillis, Malcolm et al. *Economics of Development*. (New York: W.W. Norton and Co., 1987), p. 210.

II.D. Problems Training Can Solve

Native Americans face a myriad of problems. These problems promote low living standards and, in many cases, insignificant economic growth. The economic dependency on the federal government by tribes has not allowed for increased savings and capital formation, therefore, leading tribes to lack economic growth. Indian Nations are confronted with the economic growth dilemma -- the lack of not only savings, but also improper use of factors of production and an inadequate rise in per capita income or product. The challenge is to increase economic growth. If significant economic growth occurs, then considerable improvement in living standards is possible. Malcolm Gillis asserts that human resource development has:

"an important bearing on economic growth. There is reason to believe that the relationship is two-way and mutually supporting. On the one hand growing economies can and do devote increasing resource to improvement of educational, health, and nutritional standards. But it is also apparent that investment in human resources helps to accelerate economic growth. It does this by increasing labor productivity, encouraging greater physical investment, and reducing the dependency burden of the population."¹⁶

Indigenous governments are faced with continuing underdevelopment not because they lack human and natural resources, but because they lack trained managers and experienced administrators. The 1984 Presidential Commission on Indian Reservation Economics found that business planning, management, and technical assistance capabilities need to be acquired if reservation economic development is to succeed.¹⁷ The need for effective training of human resources is a requirement for improved living conditions. This need for training is what

¹⁶ Gillis et al. *op. cit.*, p. 210.

¹⁷ **Report and Recommendations to the President of the United States.** Presidential Commission on Indian Reservation Economics, November, 1984, p. 49.

Malcolm Gillis refers to as "investment in human capital."¹⁸ Without organized training and opportunities to learn, substandard living conditions of Indian people persist. And maintaining and strengthening Native sovereignty will continue to be difficult.

Manpower problems can be found in all areas of the tribal organization -- line, staff, tribal councils, paraprofessionals, professionals, and lower, middle, and upper management positions. Problems identified can be related to leadership, human relations, management process, labor relations, policy, and organizational structure among others. Furthermore, since tribal managers and administrators are a direct link to the organization, training can benefit not only the individual, but ultimately the entire tribal political and economic structure, as well as the social organization.

II.E. The Need for Organizational Development in Training

Native Americans are living in an increasingly more complex global environment, therefore, a more sophisticated management process is required. Larger organizational structures are coming into their own, and the importance of training Indian managers to participate more efficiently in this more complex environment is paramount. The tribal organization is no longer stagnant, rather it is reacting to change in external environmental conditions. The new formation of organizational structures demands knowledgeable tribal managers not only in economics and Native culture, but also in finance and marketing. The modern tribal manager

¹⁸ Gillis *op. cit.*, p. 210.

must be ready to meet the challenges of continual changes in the political and economic spheres.¹⁹

Tribal management curriculum content will need to consider organizational development as essential in effective and efficient training. Cornell and Kalt emphasized in their report **Pathways From Poverty** that institution-building is a necessity for development to flourish on Indian reservations. They declared, "empowerment comes via institutional capacities."²⁰ In other words, capacity-building comes as a result of training and unless organizational development is made a part of individual training, transfer of knowledge will become meaningless. Training individuals to be effective and efficient must facilitate the transfer of learning to the tribal organization, otherwise, needed change will not transpire. Training will only be a stimulating experience to the individual, if the individual is not permitted to transfer knowledge to tribal institutions.

Training is an important part of the process of organizational change. For training programs to be effective, Camp, Blanchard, and Huszczo, emphasized that they must be viewed as a "continuous process rather than discrete programs."²¹ They further say that:

"trainers have often thought of their activities as discrete programs that have beginnings and endings. However, as the rate of organizational change continues to accelerate, training processes are needed that update the skill and knowledge levels of all human resources on a continuing basis."²²

¹⁹ Adapted from: Tickner, Frederick James. **Training in Modern Society - An International Review of Training Practices and Procedures in Government and Industry.** (Albany, NY: Graduate School of Public Affairs, State University of New York 1966), p. 6.

²⁰ Cornell and Kalt. *op. cit.*, p. 32.

²¹ Camp, Blanchard, and Huszczo. *op. cit.*, p. 6.

²² Camp, Blanchard, and Huszczo. *op. cit.*, p. 301.

Among Native people, there are many anecdotes told of tribal members attending various week-long seminars or workshops (and spending exorbitant amounts of money in the process) where trainers got them excited about economic development possibilities. Upon returning to the reservation, however, they ended up not being able to make necessary changes in the people or the tribal organization. Thus, management training programs must not only view changing the individual tribal member, but also the specific tribal organizational structure. In any case, organizational development is a long-term process. Camp, Blanchard, and Huszczo explain that:

"the knowledge requirements of such a process would logically include understanding an organization's present economic and strategic situation, where it would like to be in the future, and the factors that are likely to promote or hinder movement toward that future. Furthermore, knowledge of effective planning processes and of how individuals, groups, and organizations change across time are also necessary conditions to effectively operationalize this characteristic of organizational development."²³

As tribes grow organizationally, so do the kind and number of problems they encounter and the number of people in need of training. Among these problems is lack of organizational effectiveness. Essentially, if tribal institutions are to be effective and efficient in improving the lives of their people, then organizational development must play a significant role.

III. CURRENT STATUS OF TRIBAL MANAGEMENT TRAINING

Native people presently rely on assorted training mechanisms for developing their management capabilities, among which are: seminars/workshops, tribally-sponsored training programs, and secondary and post-secondary training. These training approaches have demonstrated accomplishments and deficiencies.

²³ Camp, Blanchard, and Huszczo. *op. cit.*, p. 302.

Higher Education Institutions. Today, tribal management training programs can be found in two areas: in higher education and in seminars and workshops, the majority of which are directed by private training and consulting firms. Eleven programs have been located at the higher education level (see Appendix A): at Haskell Indian Junior College (HIJUCO), Scottsdale Community College (SCC), Oglala Lakota College (OLC), Navajo Community College (NCC), Native American Educational Services (NAES), D-Q University (DQU), University of Arizona (U of A), Salish Kootenai College (SKC), Northern Arizona University (NAU), Lac Courte Oreilles Ojibwa Community College (LCOCC), and Eastern Washington University (EWU). Six are tribally-controlled colleges (HIJUCO, OLC, NCC, DQU, SKC, and LCOCC), one is an independent college with study sites serving Indian reservations and communities (NAES), one is a non-Indian college that is situated on an Indian reservation (SCC), and three are state universities (U of A, NAU, and EWU). Of the eleven, however, only four of the programs are fairly well-established (HIJUCO, OLC, NAES, and SCC). They are well-established as evidenced by: 1) their longevity, averaging eight years of application; 2) substantial Native input into curriculum; and 3) adequate continuation of funding. Of the above, SCC has been in existence the longest -- about nine years. Most of the programs, except for HIJUCO, U of A, and EWU are area specific, providing service mostly to tribal members in their immediate vicinity. Also, five higher education institutions were located that are in the planning stages of developing a management training program (see Appendix B).

Consulting Firms. Besides management training programs in higher education, there are fifteen well-known consulting firms that currently provide management/leadership training for many tribes (see Appendix C) on a broad array of topics (see Appendix D) for mostly

managers, rather than leaders. Most of these firms provide day-long to week-long seminars or workshops.

Prevailing Problems. Presently, most tribes rely on these firms for many of their management/leadership training needs. Many tribes feel constrained by the small number of relevant training programs from which they may choose. Furthermore, many seminars and workshops for current managers and leaders often did not address current Indian socioeconomic conditions based on research. Rather, this type of training usually follows the latest training fad, funding opportunity, or innovation, which often does not relate to the deeper socioeconomic development needs of tribes. Moreover, this suggests that the training of managers/leaders has taken reactive and scattershot forms. Seminars and workshops have focused on different issues for different groups when the demand becomes apparent. Therefore, programs that train Native managers/leaders have been driven by current issues, rather than systematic research.

Very little systematic research has yet been done on the education and training of current Native American leaders and managers. Therefore, much of the current management/leadership training appears to be geared to prospective managers/leaders, rather than current Native American leaders and managers. Much of the tribal management and leadership training and educational programs have been developed without first specifying the job demands, needs, and concerns of a wide selection of current Native American managers and leaders. Consequently, in assessing what education and training is needed, there is a lack of focus on key elements of training and educational design, among which are: 1) determining who are Native leaders and managers; 2) defining the context within which the job is accomplished; 3) identifying duties and tasks performed; 4) taking into account not only the skills, knowledge, and abilities required to

perform these duties and tasks, but also the training and skills leaders and managers tend to already have; and 5) establishing acceptable standards for the performance of these duties and tasks.²⁴ In summary, most tribal training and educational programs have not focused adequately on the contemporary demands faced by current Native leaders and managers, therefore, a void exists in providing the most effective education and training needed.

IV. HISTORICAL PERSPECTIVE OF TRIBAL MANAGEMENT

This section of the paper examines the history of modern tribal management through the enactment of two key federal laws: Indian Reorganization Act of 1934 and the Indian Self-Determination and Education Assistance Act of 1975.

IV. A. Beginning of Contemporary Tribal Management

Customary or traditional indigenous management has been in existence since the beginning of the Native people themselves. By contrast, contemporary tribal management is somewhat of a new concept for American Indians. The advent of modern tribal management can trace its roots back to the enactment of the Indian Reorganization Act of 1934 (I.R.A.). Vine Deloria and Clifford Lytle, professors of political science at University of Arizona observed that "modern tribal government can also trace its inception, although not its fruition, back to the New Deal administration of Franklin Delano Roosevelt."²⁵

²⁴ For discussion see: Tracey, William R., **Designing Training and Development Systems**. (American Management Association, 1971).

²⁵ Deloria, Vine and Clifford M. Lytle, **American Indians, American Justice**, (U.S.A.: University of Texas Press, 1980), p.99.

Stephen Cornell in describing the significance of the I.R.A. commented that "for the first time in more than half a century, the United States government brought Native Americans back into the decision-making process "²⁶ which ruled every aspect of their lives. With the inception of modern tribal government and the inclusion of Native Americans in the decision-making process came the realization that contemporary tribal management techniques would be a much needed skill for future generations of Native Americans for survival within the non-Native environment.

Passage of the I.R.A. moved tribes into the era of business and political incorporation. The I.R.A. allowed Indian tribes to develop sophisticated Native business and governmental management allowed tribes:

"to conserve and develop Indian lands and resources; to extend to Indians the right to form business and other organizations; to establish a credit system for Indians; [and] to grant certain rights of home rule to Indians."²⁷

The significant impact of the I.R.A. was transforming traditional forms of tribal decision-making into political as well as business incorporated models fashioned after modern forms of business management and representative forms of government. To do this, Deloria and Lytle observed that "the Act established a special fund from which the Secretary of Interior could make loans to tribally chartered corporations for economic purposes."²⁸ Increasing tribal authority was mandated by the I.R.A., but a large number of the tribes that voted to abide by

²⁶ Cornell, Stephen, *The Return of the Native*, (New York: Oxford University Press, 1988), p. 92.

²⁷ Act of June 18, 1934, c.576, 48 Statue 984, 25 U.S.C. 416 et seq.

²⁸ Deloria and Lytle, *op. cit.*, p.100.

the new mandate did not institute constitutions, organize governments, and establish tribal economic corporations to develop their resources as dictated.²⁹ Furthermore, even though the I.R.A. increased tribal participation in the decision-making process, all decisions made were subject to final authority of the Bureau of Indian Affairs (B.I.A.) thus perpetuating paternalism. The new law, nevertheless, with all its shortcomings represented the beginning of Indian-managed fledgling tribal governments and tribal business operations.

Unfortunately, the advances brought about by I.R.A. in the 1930's were short-lived. The act itself was repealed in 1939.³⁰ The 1950's began the "termination" policy of President Dwight D. Eisenhower. The policy of "termination" was designed to abolish the reservation system and was yet another attempt to assimilate Indians into mainstream American society. This shift in federal Indian policy not only withdrew federal recognition from many tribes, but ultimately suspended development of tribal management capacity that had been encouraged during the 1930's. Not until the early 1960's did tribal decision-making return through Indian political resurgence and the coming of the so-called "Self-Determination" era.

²⁹ Berkhofer, Robert F., Jr., *The Whiteman's Indian*, (New York: Vintage Books, 1978), pp. 185-186.

³⁰ Ranbom, Sheppard and Janice Lynch, "Timeline: The Long, Hard Road to Educational Equality," *Education Record*. 4, 1 (1988) Vol. 68-69, P. 16.

IV.B. Self-Determination

The unilateral policy-making of the 1950's by the federal government, ironically, became the impetus for reviving indigenous political and legal strength. Political resurgence occurred in three ways. First, Native people initiated collective effort to resist the federal government's "termination" policy that sought to explicitly destroy tribal existence. Second, Indian political resurgence of this era emerged largely because of successful Indian legal court cases, legislative battles, and the lobbying efforts of supratribal organizations.³¹ Third, the civil rights movement, "Great Society," and "New Frontier" programs created an atmosphere favorable to tribal political resurgence.

Native political resurgence and recognition of deleterious federal Indian policies in the 1950's and 1960's led to the passage of the Indian Self-Determination and Education Assistance Act of 1975 (P.L. 93-638). P.L. 93-638 granted Indian people more management latitude than the I.R.A. by permitting tribes to become effective and meaningful participants in developing, planning, implementing, and administering social, educational, and economic programs provided by the federal government.

This was the first time in the history of federal Indian policy that Native Americans were allowed to exercise substantial authority to manage their affairs. For instance, section 3 (a) of P.L. 93-638 declared:

Congress hereby recognizes the obligation of the United States to respond to the strong expression of the Indian people for self-determination by assuring maximum Indian participation in the direction of educational as well as other Federal services to Indian communities so as to render such services more responsive to the needs and desires of these communities.

³¹ Cornell, *op.cit.*, p. 7.

This era enabled Native people to resume development of contemporary tribal management and leadership capacities by assuming responsibility for various federally funded social programs. Tribal sponsorship of social programs rapidly increased and, according to Deloria and Lytle, "soon each tribe had developed its own massive bureaucracy to deal with the multitude of programs for which it was eligible."³²

This era was different from the I.R.A. days because of both the greatly increased extent of Native power and the breadth and sophistication of management required by tribes to operate social and economic development programs. The I.R.A. had enabled tribes to operate chartered corporations, but now tribes were faced with directing large and complicated federal ancillaries like housing projects, schools, and development corporations. Management complications resulted because tribal leaders were designated overseers of far too many programs while not being provided sufficient management training. These responsibilities proved extremely difficult for tribal leaders to manage.

Federal efforts to enhance Native management capacity assumed that untrained tribes could handle increased responsibility. The federal government began contracts with and made grants directly to tribal governments for delivery of federal services. This strategy also began under the premise that Indian people knew best what their problems were and could resolve them more effectively than the federal government. Deloria and Lytle, however, asserted that:

"this ideology assumed a [management] sophistication that did not exist and generated tremendous expectations in Congress that the tribes would suddenly respond to new opportunities with the expertise of a modern corporation."³³

³² Deloria and Lytle, *op. cit.*, p.103.

³³ Deloria and Lytle, *op. cit.*, p.103.

Though unintended, one positive outcome of this federal policy was the emergence of a new indigenous leadership to managed federal initiated programs.³⁴

The self-determination era provided tribes with a mixture of problems and learning experiences. On the one hand, Native people were finally allowed to make decisions without bureaucratic interference of the past but, on the other hand, when a project faltered, it further undermined the confidence of Indian people.³⁵ Furthermore, Deloria and Lytle revealed that when projects were fraught with management obstacles, "some opponents of the policy in the B.I.A. were quick to point out that Indian people were unable to function in the white man's world."³⁶ Despite the many difficulties of implementing the "Self-Determination" policy, indigenous management of development efforts was started once again. This policy, nonetheless, was a far cry from the "termination" policy of the 1950's.

These efforts, by and large, have resulted in some positive socioeconomic impacts on Native communities by improving educational and health conditions. More recently, however, the administration of Ronald Reagan has hindered tribal economic development by substantially reducing expenditures for Indian programs. Reduction of federal funds led to a 56 percent decline in job training and technical-assistance projects from 1980 to 1984 resulting in a negative

³⁴ Daniel Cohen's quote of LaDonna Harris in: "Tribal Enterprise," *The Atlantic*, (October, 1989), Vol. 264, No. 4, p.34.

³⁵ Deloria and Lytle, *op. cit.*, p.103.

³⁶ Deloria and Lytle, *op. cit.*, pp. 103-104.

impact on much needed training for development attempts.³⁷ Management development and training for Indian people, therefore, has been adversely affected.

In summary, the only consistency associated with the history of federal Indian policy-making has been the certainty with which it has vacillated from one presidential administration to the next. This constant shifting has been the main problem in Native American affairs. Only twice in the history of federal Indian policy-making have Native people been given a substantial opportunity to take charge of their affairs -- first, through the enactment of the Indian Reorganization Act of 1934 and then through the policy of self-determination beginning in the late 1960's. In the first of these, the degree was slight. The current self-determination policy has for the first time (even with insufficient management training) permitted tribal governments to undertake management and leadership functions of federal programs never before seen in the history of Indian policy. Unfortunately, however, Daniel Cohen, of the *Atlantic* delineated that the federal Indian policy under the present George Bush Administration has sent conflicting signals of continued support for self-determination and it remains to be seen, whether yet "another shift in government policy away from supporting tribal authority will destroy any difference they make."³⁸

As noted above, management development and training (or lack of), nonetheless, has had a tremendous historical influence in Indian progress, thus far. Consequently, further tribal development efforts demands that management training and development continue to be an important part of Native American economic development.

³⁷ Cohen, *op. cit.*, p.34.

³⁸ Cohen, *Ibid.*, p. 43.

V. PAST TRIBAL MANAGEMENT TRAINING EFFORTS IN HIGHER EDUCATION

Major attempts at management/leadership training have occurred in post-secondary institutions since the early 1970's (see Appendix E for list). The passage of the Indian Education Act of 1972 and Indian Self-Determination and Education Assistance Act of 1975 increased opportunities for educational training in this area. These efforts were undertaken to assure that the federal policy of Indian self-determination became a reality. Unfortunately, most of these ambitious undertakings did not continue for more than five years.

This section describes past post-secondary management training programs and other notable management and leadership training programs.

V.A. Past Post-Secondary Management Training Programs

Arizona State University -- Native American Public Administration Program (NAPAP).³⁹ Arizona State University (ASU) administered a management program for the Navajo Nation in the fall of 1979 and during the spring and summer of 1980. The opportunity to earn a Master's degree in Public Administration was offered to Navajo students either through the main campus at ASU or at the Navajo Tribal Training Center in Window Rock, Navajo Nation (Arizona) (see Appendix F for curriculum content). In addition to the graduate level course work, another component instituted optional-credit workshops in leadership for 106

³⁹ Information from: Winchell, Dick G. and Robert J. Esse, **Native American Public Administration Programs** Final Report to the Four Corners Regional Commission. Arizona State University, Center for Public Affairs, College of Public Programs, October 15, 1980.

elected officials at seven Navajo Chapter Houses. The role of local chapters in planning and implementing economic and community development projects was emphasized. The program was geared toward mid-career Navajo tribal and federal employees. The Navajo Nation allowed employees release-time from work to attend classes. 126 students were enrolled.

Funding for the program came from the Four Corners Regional Commission. The Navajo Nation also supported the program by providing classroom space, scheduling of courses, and reimbursement for cost of tuition and supplies for students who successfully completed course work. The program also received funding through a Title IX grant (U.S. Office of Education) from 1980 to 1982.

The program expanded its services in 1980 from a program specifically for the Navajo Nation to a center for tribal government and Native American issues encompassing all tribes in the state of Arizona. A state wide assessment to determine public administration needs for Arizona Indians was conducted. The assessment revealed that there was a significant demand for Native public administrators. Consequently, on-campus courses and workshops were developed to fill this void, and an ad hoc committee on Native American programs at ASU was formed. Workshops provided a direct service to supra-tribal organizations such as, the Phoenix Indian Center and the Affiliation of Arizona Indian Centers.

Also, educational services for Navajo students were upgraded in Window Rock with the hiring of an educational counselor, improvement of recruitment strategies, and an increase in course offerings at Navajo Community College. Additionally, fellowships were awarded to six Native American Master of Public Administration students at Arizona State University and 116 students were enrolled at the Navajo Tribal Training Center.

The expansion of NAPAP was made possible through Title IX funding from the United States Office of Education. The Navajo Tribal Training Center secured supplemental tribal funding to support registration, instruction, and travel costs.

Northeastern State University of Tahlequah, Oklahoma -- Tribal Management Program. This program offered a Master's degree in Business Administration - Tribal Management (see Appendix G for curriculum content). The program billed itself as the first academic program in the United States to treat tribal management as a professional career with performance standards and ethics.⁴⁰

The program had two main emphases. First was Program Development, which had three components: 1) degree granting; 2) continuation of tribal management as an academic discipline; and 3) recruitment and professional development of professors and other personnel.

The *Journal of Tribal Management* was published through the program to facilitate its Program Development component. Student Education, the second component of the program, took into consideration student recruitment and counseling as well as the utilization of graduate assistants and research assistants. Another area of interest by the program was the "externship" which permitted students to gain practical experience in a tribal setting. The program not only enrolled continuing students majoring in Business Administration, but also provided three-to-six weeks of intensive training for mid-career people. Approximately 100 students were enrolled throughout the program, however, only ten graduated.

⁴⁰ Information from: Bread, Donald. **Report of the MBA - Tribal Management Program at Northeastern State University, 1979.**

The program received initial funding from the Bureau of Indian Affairs (BIA), with the primary funding recipient being the Cherokee Nation. The program operated for three years, then lost funding as a result of federal budget cuts. After de-funding, the University supported the program. This support lasted for an additional two years at which time the University also cut funding.⁴¹

University of Washington -- Tribal Administration Program. This program operated from 1978 to 1982 and offered a Master's degree in Public Affairs.⁴² A feasibility study was conducted before the program began to determine appropriate course content. This program not only provided workshops for tribal leaders throughout the Northwest, it actively recruited Native graduate students as well as mid-career professionals. Twenty students graduated from the program in the five-year history of the program.

The initial funding came from "Funding for Post-Secondary Institutions" and was spread over a four-year period. At the end of the funding period, the University elected to support the program for an additional year, then discontinued financial support thus shutting down this tribal management program.

Western Washington State College -- Management Education Program. The emphasis of this program was on management education. Its major goals were to provide

⁴¹ Interview with Don Bread, former Director of Tribal Management Program, and Neil Morton, Dean of Graduate School, Northeastern State University, December 22, 1988 and December 23, 1988.

⁴² Information from interviews with Roberta Wilson, Director of Program on December 22, 1988; January 18, 1989; and April 26, 1989. Some of the courses offered were Tribal Government, Economics, Tribal Personnel Development, Applied Economics, Tribal Leadership, Comparative Tribal Government, as well as Tribal Constitution.

training in the free enterprise marketplace and to develop social welfare programs. This program was built on the premise that in order to improve management, tribes had to increase organizational effectiveness; therefore, organizational development was the basic framework for the program's approach. The program was an eighteen-month pilot project (that did not develop into a full program) for Indians in the northwest area of the state of Washington. It offered a practical orientation to management education. The first academic period encompassed learning of basic management and organizational skills, analysis of cultural and organizational values, and team building. Two-to-five-day workshops were employed as the primary teaching method. During the second academic period, students received up to half-time, on-the-job training in supervisory work positions. No college credit was offered, but on-the-job training was an essential benefit of the program. This approach was established on the premise that learning would occur best through a mentor relationship with supervisory personnel. Additionally, individualized learning packages, which included texts, audio-tapes, and pamphlets, were also utilized. The project was conducted and financed jointly by Western Washington State College and the Lummi Nation.⁴³

University of New Mexico. This management program offered a Master's degree in Public Administration with a concentration in Tribal Administration. The program operated for approximately three years beginning in 1982.

⁴³ Patton, Robert T. et al., "Management Education Model for American Indians," *Education Journal of the Institute for the Development of Indian Law*, Vol.2 (5), 1974, pp.4-9; and "The Future of Lummi Management," *Education Journal of the Institute for the Development of Indian Law*, Vol. 2 (6), p.16, 1974.

The program was tuition-based, according to the number of students that enrolled. Students that were enrolled in the program received free tuition from an outside funding source.⁴⁴

V.B. Other Notable Management And Leadership Training Programs⁴⁵

Brigham Young University. The American Indian Services and Research Center operated a management training program in agriculture and leadership. The Center sponsored a seminar-type leadership training which did not offer college credit. The program used a "grass-roots" approach to enhance local leaders' skills in communication and community development. There was a major emphasis on agricultural development through community education. Changes in University administration priorities, however, led to the discontinuation of the program.

Navajo Community College -- National Indian Leadership Training Program. The National Indian Leadership Training Program (NILT) began in 1970. Although the program was based in Albuquerque, New Mexico, it was sponsored by Navajo Community College in Tsaile, Navajo Nation (Arizona). NILT offered tribes consultation in the areas of community planning, economics, law, education, and Indian Studies. Much of NILT's work occurred "in the field" where a series of training sessions for tribal leaders was conducted.

⁴⁴ Information from interview with Zane Reeves, Dean of Public Administration, January 4, 1988.

⁴⁵ Other programs identified were: American Indian Management Institute, Indian Leadership Training Program at New Mexico State University in Las Cruces, and the Tribal Management Program at Yale University. Unfortunately, further information was not able to be gathered about these programs at this time.

One focus of the training sessions was how to change the land status of tribes from a predominantly Farm Security Administration land to Indian Reorganization land. Other workshops explored the role of Indian Studies as an academic discipline, the issues and problems confronting Indian communities, and leadership roles for Indian youth.

The program also established an eight-week summer internship which allowed participants to earn college credit. This internship was supplemented with extensive classroom discussions designed to examine Indian community issues. In addition, internships were also provided for potential tribal leaders -- individuals with the desire and ability to affect change, but without the power to influence decisions. These interns were selected by the tribe and functioned as researchers for NILT.

NILT targeted three groups and they were defined as: 1) Functional Leaders -- those who were presently responsible for decisions affecting Indian communities; 2) Potential Leaders -- those in the community who demonstrated ability but had no means of influencing decisions; and 3) Future Leaders -- those who would eventually assume increasingly more leadership responsibility. A major portion of the program was geared toward this last group. This program was sponsored by the Ford Foundation.⁴⁶

Ohoyo Leadership Training Program. This program was established to fill the void of trained female leaders. Ohoyo was a year-round, seminar-type program. It emphasized leadership development in the areas of theory and skill development as well as in personal, business, political, and tribal sovereignty concerns. The *Ohoyo Training Manual for Leader-*

⁴⁶ Belindo, John. "Training in Indian Leadership," *Contemporary Indian Affairs*, Vol.1 (3), February, 1985, pp. 6-9.

ship: Self-Help was the primary text used in the program. It covered the following topics: 1) Leadership Development: theories and skill development; 2) Indian Women: most vulnerable to poverty; 3) Non-Traditional Careers: cases, choices, chances; 4) Entrepreneurship: on your own/for your tribe; 5) Campaign Promises: challenges for Indian women; and 6) Tribal Sovereignty: leadership issues.⁴⁷

The program received funding from the United States Department of Education under the Women's Educational Equity Act. Unfortunately, the funding for the program was cut within five years of its inception.

V.C. Findings

In the preceding pages, three aspects of past tribal management and leadership training programs were described and they were: past post-secondary management training programs and other notable management and leadership training programs. The following section of the paper will describe conclusions made as a result of the survey of programs.

Problems with University-Based Programs. One commonality that has surfaced in past tribal management and Indian leadership training programs has been that management/leadership training programs tended to be very short-lived. This seemed especially true in the case of university-based programs, none of which continued for more than five years. In examining the five university-based programs, common reasons were found for the untimely demise of their management programs.

⁴⁷ Sedelta D. Verble and M. Frances Walton, *Ohoyo Training Manual for Leadership: Self-Help American Indian-Alaska Native Women*, Ohoyo Resource Center, 1983.

Many of these programs were ambitiously launched in hopes of providing much needed service to Indian tribes. With the advent of the Indian Education Act of 1972 and the Indian Self-Determination and Education Assistance Act of 1975, these programs began to train managers/leaders because of the desire by tribes for economic development and increased political sovereignty. Economic development was, and is, needed to improve the poor living conditions of Indian people. Consequently, the training of Indian people became an important goal of post-secondary institutions.

My analysis revealed some interesting trends and themes. Five recurring reasons were found that seemed to lead to the dissolution of programs. These are discussed below:

1. **Financial Difficulty:** Most of the programs received some sort of federal monies, either through grants or direct funding. Consequently, there was heavy reliance on the federal government with no real assurance that funding would continue indefinitely. At the end of the initial funding period, most of the programs relied on universities for financial support. When a university was not able to support a program financially, it was discontinued. While all programs go through financial difficulties, it seems that this particular dilemma was endemic to nearly all the programs.
2. **Unclear Goals:** There seemed to be general confusion regarding programmatic goals -- whether a program should be focus more on corporate management or tribal management; be more practically-oriented or academically-oriented; or should it have flexible scheduling to allow practitioners to participate or be more of a traditional full-time program and; finally, whether or not there was a need for practicum training to supplement academic work or not. In addition, many directors felt that they were unable to maintain a truly "tribal perspective" in the programs. This perspective was needed to attract Indian students and to maintain curriculum relevancy. Misunderstandings about the focus of programs often led to discord between tribes and universities.
4. **Institutional Commitment:** A prevailing theme among programs was the lack of a strong commitment on the part of sponsoring institutions. In many cases, universities could have continued the

programs, but decided against doing so for several reasons, including the inability to attract a sufficient number of students, conflict among staff, lack of strong support from faculty, and dissatisfaction with program leadership. In turn, failure to support the program was interpreted by the program staff to be a lack of needed institutional commitment to and ownership of the program. Demonstrated support on the part of universities was not forthcoming and added to the program participants' sense of not belonging and growing dissatisfaction with the program.

5. **Organizational Conflicts:** There were organizational conflicts that adversely affected the programs. Evaluative statements from participants cited difficulties such as, "lack of creative leadership," "personality conflicts," and more "consistent leadership was needed." All five programs manifested conflicts of this type.
6. **Decreased Student Enrollment:** More vigorous recruitment of students was needed to ensure higher enrollment in the programs. Some of the programs did not have sufficient student enrollment to administratively justify continued operation. In addition, it was determined that inadequate academic preparation of students was an impediment to successful completion of the programs. Clearly, academic support services should have been in place to ensure retention of students.
7. **Leadership Issues:** Consistent and capable leadership throughout the entire funding period of a program is vital to the survival of any program. It was found that the leader/advocate of the program played a crucial role in determining the success or failure of a program. In the programs studied, communication problems between the university administration and the program leader(s) caused insurmountable confusion which led to continuing disagreement of goals.

Curriculum Overview. From the study of various programs, two general types of management/leadership training programs emerged. One stressed business administration, while the other emphasized public administration. These university-based programs offered only a Master's degree, consequently students who wanted to enroll had to first successfully complete an undergraduate degree in order to qualify for entry into the programs. Even though these two

types of programs were viewed as being different, much of the curriculum overlapped. For instance, some of the overlapping courses in the programs were: tribal government, Indian law, and macro and micro-economics.

VI. RE-THINKING TRIBAL MANAGEMENT TRAINING

Parts II through V of this paper addressed the reasons for studying tribal management, current status of tribal management training, historical background of tribal management, and past higher education tribal management training attempts. This next section will deal with management training and its application to Native Americans.

VI. A. THE CHALLENGE OF AMERICAN INDIAN MANAGEMENT DEVELOPMENT

Building Native capacities in management through training is one way to address a wide array of problems confronting Indian people. Social, political, educational, and economic problems can be identified and challenged through the development of appropriate management skills. The questions to be analyzed in establishing a tribal management training program are:

- What are the basic components of a training program?
- Who should be trained?
- What curriculum content areas should a tribal management training program consider?
- What should the teaching strategies be?
- Where should training occur?
- Who will the trainers be?

- What are the funding sources to be considered?

VI.A.1. What are the Basic Components of a Training Program?

There are many methods of designing training programs for managers.⁴⁸ This section of the paper will present generalized features of several training models. Major elements of training programs are identified and described (see Figure 1). Researchers find that these elements are common to all types of well-organized human resource development approaches.

Preliminary Strategy Consideration. Pre-planning is a necessary first step in designing a training program. In this strategy, five development steps must occur before establishing a training program. These steps are not in order of priority, rather they are identified as necessary points to be considered before implementation of a plan.

The first stage involves a systematic analysis of historical and contemporary issues affecting the social and economic conditions of Native Americans. Without an in-depth understanding of the historical and contemporary implications affecting the social milieu and economic conditions of tribe(s), any benefits reaped from training programs will be minimal. Analysis of contemporary issues should include such events as: trends in tribal enterprises and marketplace; and technological and social changes.

In the second stage, tribal support (especially by the tribal council) must be secured. This stage is probably the most crucial phase of the training program. Ensuring that there is

⁴⁸ The model in Figure 1 was adapted from: Rose, 1964; Lynton and Pareek; Tracey, 1971; Goldstein, 1974; Patton and Hollow, 1976; Nadler, 1982; Hall and Goodale, 1986; Camp, Blanchard, Huszczo, 1986.

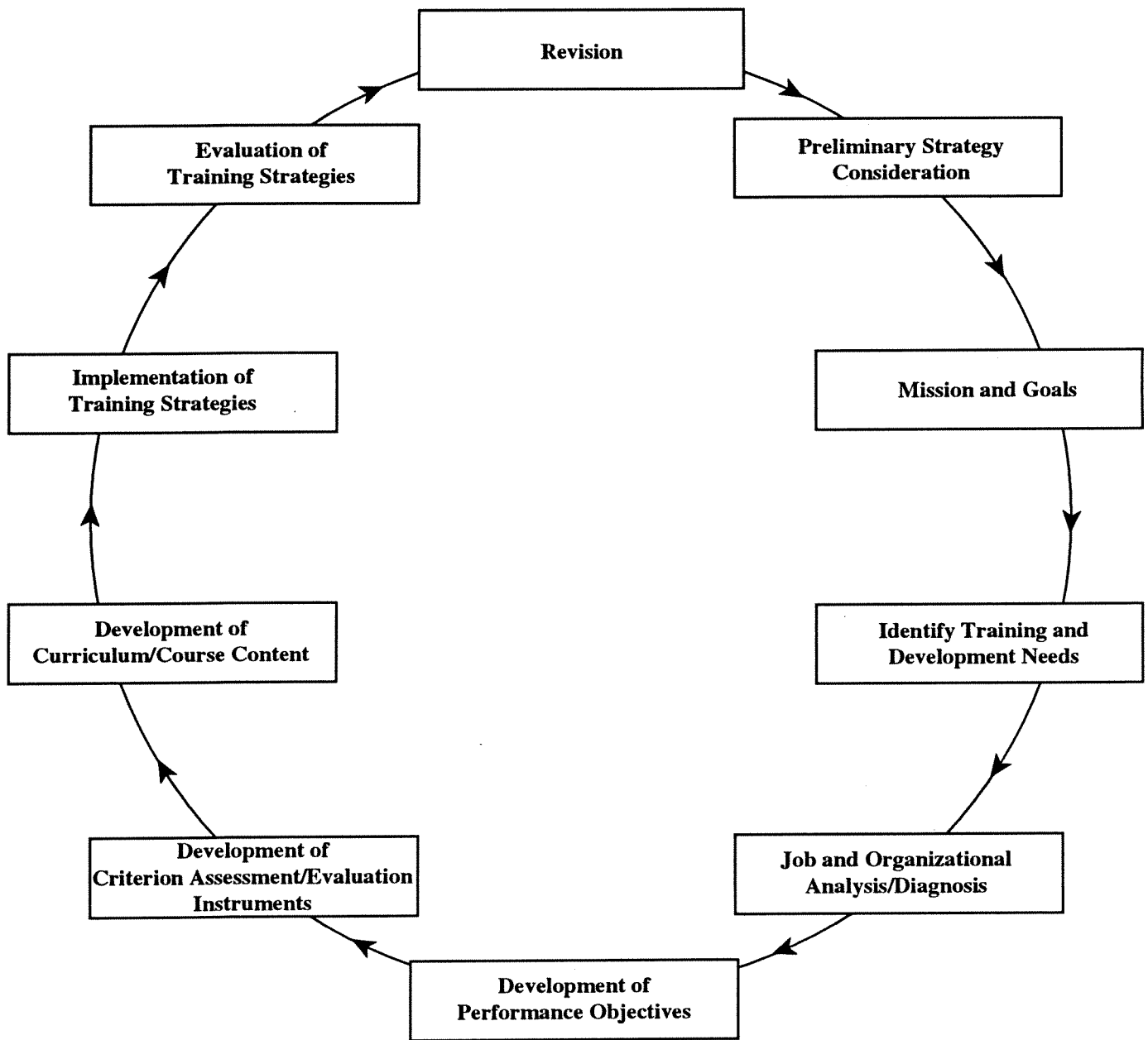


Figure 1
Basic Components of a Training Program

5. Identification and selection of alternative groupings of system components for evaluation in terms of practicability, desirability, and cost benefits, and determination of the tradeoffs involved.
6. Testing of selected alternatives to collect data upon which decision makers may base their choice of the configuration of system components for implementation.⁵⁰

As part of the fourth stage, identifying and evaluating approaches to achieve training goals should be considered. Selecting an approach and doing the pertinent groundwork is a way of ensuring success. Developing such a structure or prototype can provide a model for a training program. Tribal decision-makers should approve the final design and manner of implementing the training structure.

Fifth and finally, sound training programs must have well-defined scheduling requirements before executing training. Simply put, scheduling is determined by the plan. Robert Johnson identifies scheduling as "the sequence in which events will take place, and pinpoints when an event will occur, who will be in charge, where it will take place, for whom it will be held, and how long it will last."⁵¹ In addition, scheduling affects the individuals involved and where the training will take place.

Other concerns that need to be addressed are included in the answers to the following questions:

1. What kinds of training does the tribe have?
2. What will the cost of the training be?

⁵⁰ Tracey. *op. cit.*, p. 4.

⁵¹ Johnson, Robert B. "Organization and Management of Training." In **Training and Development -- A Guide to Human Resource Development**. Robert L. Craig, Ed., 2nd Edition, (McGraw-Hill, Inc., American Society for Training and Development, 1976), p. 2-1.

3. What constraints are there?
4. Will everyone be able to agree with the plan?
5. What unexpected incidents can be anticipated?
6. How will unexpected incidents be handled?

Mission and Goals. In the development of training for tribal managers, a rationale of the tribe in the form of a mission statement -- a conscious and deliberate statement of aspirations of tribal existence -- is mandatory. The mission statement gives a comprehensive overview and philosophy of the nature of the tribe and serves as a primary focus for training.

The goals -- the crucial elements required for the fulfillment of the tribes's mission -- determine the boundaries of the tribe. Among the problems faced by tribal managers is the lack of recognition of goals and functions of tribal organizations.⁵² However, Joseph Kalt and Stephen Cornell found that, in general, most tribes share three primary goals in the development arena:

- **Economic Well-Being:** An improved standard of living as measured by quality of life, and maximum opportunity for productive activity on the part of all tribal members.
- **Political Sovereignty:** Maintenance of the tribe as a distinct political unit with maximum powers of self-governance.
- **Social Sovereignty:** Maximum control over the impact of economic development on socio-cultural aspects of tribal organization and daily life.⁵³

⁵² Interviews with numerous tribal managers, Summer, 1989.

⁵³ Cornell, Stephen and Joseph Kalt. *Ibid.*, p. 17.

In the opinion of the author, educational sovereignty -- maximum control over the formal and nonformal educational structures and optimum opportunity for tribal members to regulate educational policy -- should also be a vital goal of Native people.

A training program must first verify a relationship between the mission of the tribe and its components (such as, enterprises, schools, and members), and the goals and rationale the program is designed to support. Tribes, therefore, must first strongly assert what their mission and goals are before training is planned, otherwise training will have no purpose and validity.

Once tribal goals are determined, a training program will be better able to support the relevant focus of the tribe. Often a goal emerges in recognition of a need, or a standard that is not being met by the tribe. Thus, established goals are the prerequisites for the training endeavor.

Identifying Training and Development Needs. The reason for training is to meet a specified need. Determining exactly what the present and future needs of training and development for the tribal organization is a necessary first step. Douglas Hall and James Goodale, two authorities on human resource management, stress that the most appropriate reason for establishing training is "to improve employee performance and further organizational goals by increasing employees' job-related knowledge and skills."⁵⁴ To ensure that the training program is adequately planned, three components -- employee, job, and organization -- must be analyzed. Furthermore, Goodale and Hall emphasize that answers to the following five questions must be made in this phase of training:

⁵⁴ Hall, Douglas T. and James G. Goodale. **Human Resource Management: Strategy, Design and Implementation.** (Glenview, Illinois: Scott, Foresman and Co., 1986), p. 336.

1. Who is to be trained?
2. In what are they to be trained?
3. By whom are they to be trained?
4. How are they to be trained?
5. How are the results of the training to be evaluated?⁵⁵

Other factors crucial to training are: organizational goals, objectives, and plans; scientific and technological change; the nature of organizational operations; the composition of the employees; organizational policies; the competencies of the training and development staff; facilities for training; and costs.⁵⁶

Job and Organizational Analysis/Diagnosis. Finding out the causes, rather than the symptoms, of the need for change demands an analysis of the organization, individual, and job.

This segment of training should answer such questions as:

1. What are the job requirements?
2. What skills do the employees use?
3. How well does each employee perform their job?
4. What are the knowledge and skill levels of each employee?
5. What kind of employment opportunities are there for trainees?
6. Are jobs available upon completion of training?
7. Is there a deficiency between actual and desired job performance in achieving the goals of the organization? If so, why?

⁵⁵ Hall, Douglas T. and James G. Goodale. Ibid. p. 337.

⁵⁶ Adapted from Tracey. *op. cit.*, p. 8.

8. What is the organizational climate like?
9. How can the climate be improved?

Other information required, according to W. McGehee and P.W. Thayre, is the "number of employees in a job and the number of employees needed for a particular job, potential replacements for a certain job within the organization and outside the organization, and training time required for replacement and novice training."⁵⁷

Development of Performance Objectives. Once the training needs have been identified, then objectives must be established. Objectives are defined in terms of how to go about meeting levels of acceptable performance or a standard. The objectives determine what the specific desired results (measurable and observable, under specified conditions) should be for the individual and organization. More specifically, instructional and performance objectives must be stated in behavioral and/or non-behavioral terminal terms. Garland Wiggs comments that objectives, furthermore, should "reflect the desired results of the learning experience for, in or on an organization."⁵⁸

Development of Criterion Assessment/Evaluative Instruments. Once the training system has been designed, the next step is to develop a method for assessing the training system, organization, and trainees. A method of appraisal is needed to determine the appropriateness and effectiveness of the training system and its components. Organizational evaluative measures

⁵⁷ W. McGehee and P. W. Thayre. **Training in Business and Industry.** (New York: Wiley, 1961), pp. 22-23.

⁵⁸ Wiggs, Garland D. **The Handbook of Human Resource Development.** Leonard Nadler, Ed., (New York: John Wiley and Sons, 1984), p.7.7.

are needed to assess change in climate. Instruments such as, rating scales and questionnaires can be used for evaluation and validation.

For the employee, producing effective measures based on the objectives which correlate to job performance is essential. Standards for criterion must be set in terms of levels of performance; thus, for successful completion of training the trainees must meet or exceed the standard.

Development of Curriculum/Course Content. This section of the training system addresses the question: What is to be taught? Course content is viewed as the means to accomplish objectives. This process involves selecting and sequencing the curriculum content. Content selection is defined as choosing curriculum content based on the selection criteria which uses terminal behavioral objectives to identify facts, concepts, procedures, attitudes, and elements of skill required for job performance.

Sequencing is done to ensure that concepts and skills are developed in an orderly fashion and that prerequisite learning is acquired before more advanced material is presented.⁵⁹ It is important that content be relevant to the job, trainee, and organization. It is, moreover, essential that course content development be viewed in the framework of its eventual presentation. Finally, a didactic instructional strategy must also be adopted to achieve more effective learning.

Implementation of Training Strategies. This step determines how the content will be presented. Method of presentation (lectures, self-study, role-playing, case study, and demonstrations), mediating devices (i.e., audiovisual devices, computers, and video-tapes) and pairing trainees and trainers are all part of the training strategy. If teaching and learning are to be successful, then it is imperative that sound instructional methods be matched not only with objec-

⁵⁹ Tracey. *op. cit.*, p. 11.

tives but with the realities of the educational setting and the characteristics of the trainees and organization.

Evaluation of Training Strategies. Evaluation requires the ability to make sound examinations and value judgments. Richard Sudweeks asserts that "evaluation is the process of investigating a phenomenon (program, product, employee, or curriculum) through careful examination in order to arrive at a defensible conclusion about its worth, merit, or utility."⁶⁰ There are several reasons for evaluating the training program. Evaluation allows for documentation of both shortcomings and merits, thus, suggesting areas in need of improvement. Previously established training goals and objectives are the most appropriate and defensible criteria for evaluating a program. Furthermore, criterion measures developed prior to the implementation phase must be administered and analyzed. The results of these measures will serve the dual purpose of examining the training system and trainee performance.

Designers of sound training programs strongly suggest that both formative and summative evaluations be conducted. Change is supposed to transfer to the trainee, work place and organization as a result of training. Therefore, conducting evaluations throughout the training period, at the conclusion of training, and when the trainee returns to the workplace is essential to ascertain the ongoing effectiveness of the program. Training is not only supposed to improve the job performance of trainee and better the workplace, but also develop the organization; therefore, it is imperative that the organization as a whole be evaluated as well.

⁶⁰ Sudweeks, Richard. "Evaluation in Education." Provo: Curriculum Instruction Department, Brigham Young University. (Unpublished Manuscript), 1984.

Lastly, the training program should be evaluated. How consistent the trainers, methods used, content, strategy, personnel, facilities, and materials were with performance objectives, and how appropriate each was for the trainees and organization must be weighed. Periodic surveys, questionnaires, interviews, observations, and test results are ways of assessing the training program.

Revision. Revision is a necessary step in the training process to ensure viability, relevance, appropriateness, and consistency.⁶¹ Data collected and analyzed in the evaluation phase should be used to revise the system. The primary purpose of revision is to improve the training system through careful and thoughtful analysis of evaluation data.

VI.A.2. Who Should Be Trained?

The trainee selection process determines the essence of the tribal organization's training endeavor -- development of human resources. It is through an effective trainee selection process that the organization will most likely improve or maintain productivity. The selection process is derived from the assessment of the organization's human resource needs. Assessing the abilities possessed by employees or potential employees related to the job to be performed will determine who should be trained. A careful and thorough analysis of various skills is required for each managerial job. Furthermore, in answering the question, who should be trained; David Rhodes affirms that sound training programs have also "based their decisions on management

⁶¹ Adapted from: Johnson, Richard. "Organization and Management." Robert L. Craig Ed., **Training and Development Handbook - A Guide to Human Resource Development**. 2nd Edition. (McGraw-Hill, Inc., 1976), p. 2-16.

style, organizational structure, size, and wealth of organizations."⁶² Many Congressional committees, national Indian task forces, and numerous investigations and researches have determined that there is a need for management training at all levels of the tribal organization - upper, middle, and lower. In the past, it has been determined that many Indian tribes have had little sophisticated management training.

David Holmstrom of *The Christian Science Monitor* in reporting Native American economic development constraints comments that, "case studies show poor management, a thicket of government regulations, and poorly conceived business plans are often causes of [business] failures."⁶³ Lack of appropriate management training, therefore, has been a contributing factor to the failure in businesses of many tribes. A 1977 survey, moreover, identified that tribes overwhelmingly felt that management and staff training will be the number one problem facing them in the future.⁶⁴ This problem still plague tribes today.

As stated previously, past management training efforts have been made: 1) at the graduate school level; 2) in exclusive workshop and seminar-type training programs; and 3) at the tribal college and community college levels. Currently, there are no tribal management programs at the Bachelor's and Master's degrees level, except at Oglala Lakota College and University of Arizona and only a few programs exist at the community college level. Thus, it seems logical

⁶² Rhodes, David. "Management Succession and Development Planning." **Human Resource Planning**. (Vol. 7,4. 1984).

⁶³ Holstrom, David. "The Hard Road to Self-Sufficiency: What We Need is Lots of Jobs," **The Christian Science Monitor**, (October 17, 1989), p. 11.

⁶⁴ **Tribal Planning and Development Survey: Determining Tribal Training and Technical Assistance Needs Under P.L. 93-638**. Prepared by: The Planning Support Group, (Billings: Bureau of Indian Affairs, U.S. Department of Interior), October, 1977.

that training efforts be geared to potential managers (secondary and college students) and current managers (tribal chairpersons and council members or tribal business leaders and middle-level functionaries). These trainees will be discussed later in the paper; now a description of who the tribal manager is and the nature of the tribal managerial job will be examined.

The Tribal Manager. At present, most tribes have a hierarchal structure of management. They have the equivalent of senior level managers or executives -- tribal chairpersons and council members or business leaders. Middle-level managers can be thought of as those in charge of tribal enterprises or social programs. Lower-level managers are those who operate or supervise the daily work of others.

The tribal manager is a problem-solver, innovator, problem-definer, opportunity recognizer, opportunity seeker, team player, and institutional leader.⁶⁵ Furthermore, the senior level tribal manager or executive -- the tribal chairperson and council member or business leader -- typically is a "grassroots" leader assuming the role of advocate, interpreter, spiritual advisor, job provider, and at times a politician for the people. Indeed, the manager has many roles and for many tribes, the manager is the ultimate bureaucrat with wide discretionary responsibilities. As such, the upper-level manager determines to a large extent whether the people receive needed services or not.

For the tribal manager; managing involves the ability to control and predict human behavior as well as lead workers according to established norms of tribal culture. Additionally, considering the recent "self-determination" policy, an added responsibility is placed on the manager -- exercising tribal sovereignty credibly with the idea of maintaining and defending

⁶⁵ Adapted from Camp et al., *Op Cit.*

sovereignty status. In the trainee selection process of tribal management development, taking into consideration this wide-array of responsibilities is essential.

The Distinctive Character of the Tribal Manager. As tribes pursue and capitalize on the current "self-determination" policy, they are beginning to engage in full-scale economic development efforts. Profit-making businesses are being established. It is within this development endeavor that the tribal manager is challenged. Tribal managers not only occupy positions in "for-profit" tribal business organizations, but are also involved in tribal non-profit organizations. Tribal managers, nevertheless, occupy unique positions because of the diverse problems that they have to confront in a variety of difficult situations.

Many managers have to deal with establishing and maintaining accounting systems, and working within inappropriate governmental structures. They may lack understanding of social organizations, personnel management, business practices by the governing body, and conflict resolution skills. They may have to deal with the negative effects of political favoritism and conflict over and recognition of the goals and objectives by the tribe.⁶⁶ These problems have ultimately led to ineffective management of tribal governments and programs, therefore, any training program planned will need to address these areas.

Problems Faced by Tribal Managers. The tribal manager faces problems common to developing countries. Some of these problems are related to: language and communication, customs, time consciousness, culture, values, human behavior, attitudinal differences, labor laws

⁶⁶ Interviews with numerous tribal managers, Summer, 1989.

and regulations.⁶⁷ To be effective, the tribal manager has to deal primarily with human behavioral issues.

Effective management of human behavior requires the creation of an environment conducive to production. The tribal manager has to be cognizant of not only groupings within the tribe, but also groupings within the work-oriented organizations. These groupings can be referred to as sub-tribal allegiances that can also manifest themselves in the workplace as well as in the community. These allegiances can influence production negatively or positively.

Consequently, the tribal manager has to be able to identify the characteristics of the cultures and subcultures. These might include: familial relationships, clan relationships, thought patterns, power structure, communication networks, vested interests, and rivalries within the community. For instance, decisions are often determined by close kinship ties of the manager and the tribe. The manager has to weigh a decision either on strong cultural affinity or prescribed employment procedures. Culturally prescribed customs sometime preempt a manager's decision and can become conflicting demands on management style which ultimately affects the organization.⁶⁸

The tribal manager is in a position that demands sensitivity to environmental as well as social factors. These forces could influence whether the goals of the tribe are achieved. Besides coping with and understanding cultural variations within the tribe, the tribal manager has to be well acquainted with the job task. Consequently, the manager must stay abreast of economic

⁶⁷ Adapted from: Wilson, Robert H. "Training in International Cultures," Robert Craig, Ed., *op. cit.*, p. 30-2.

⁶⁸ Information from extensive interviews with tribal managers, Summer, 1989.

and social trends. Not keeping up with these occupational changes and not staying continually informed of cultural differences can negatively influence employment and production activities within the tribal organization.

Other Issues. The following questions point out additional concerns in deciding, who is to be trained:

1. What is the size and scope of the work force?
2. How are trainees to be recruited?
3. What does the job description entail?
4. What kind of employment opportunities are available for trainees?
5. Are jobs available upon completion of the program?

VI.A.3. What Curriculum Content Areas Should The Tribal Management Training Program Consider?

Three levels of management in tribal organizations have been identified -- upper, middle, and lower. Tribal chairpersons and council members or business heads constitute upper level management; department or enterprise heads comprise the middle level; and supervisors are at the lower level. Secondary and college students as well as those currently employed within tribal organizations have been targeted for training. This section, deals with tribal managers and potential trainees within the tribal organization and their relationship to the curriculum structure.

It has been found that many management courses attended by Indians have been presented in ways that do not have relevance to Indian social and economic conditions.⁶⁹ Some courses have followed the latest training fad or innovation, which often does not relate to the real needs of tribes. Popularity of a training program does not mean that the course content is relevant. The curriculum content, therefore, must be designed to be applicable to the actual tribal setting, it should reflect the expressed needs of specific tribes, and it should also, prepare tribal managers for the rapidly changing world of tomorrow.

Each management level has its own set of roles, responsibilities, and duties within the tribal organization. These roles, responsibilities, and duties determine the most appropriate curriculum content to be taught.

The ability to recruit, train, and retain prospective tribal managers is a critical need in tribal management development planning. Early identification of prospective managers at the secondary and college level is crucial so that vital local human capital is not lost. Therefore, it is imperative that secondary schools and colleges rethink curricula needs so that it is more conducive to the needs and interests of Native secondary and college students.

There are, then, in human resource development of tribes four types of individuals to consider for training programs: the upper, middle, and lower levels of tribal management, in addition those currently attending secondary schools and colleges (see Figure 2).

The Upper-Level Manager: Tribal Chairperson and Council Member or Business Leader. In what subject-matter should the upper-level tribal manager be trained? It is quite

⁶⁹ Patton, C. Duane and Anton Hollow. **Guidelines for a Business Management Training Program for Native Americans.** (Ellensburg: Central Washington State College, September, 1976), p. 106.

WHO

UPPER-LEVEL MANAGERS

**Tribal Council Members:
or
Business Leaders**

MIDDLE-LEVEL MANAGERS

**Department Heads
or
Enterprise Heads**

LOWER-LEVEL MANAGERS

Supervisors

PROSPECTIVE MANAGERS

**Students
(Secondary & Higher Education)**

evident that the upper-level tribal manager is faced with expanding and rapidly changing tribal, social, political, economic, and technological organizational structure. Training the upper-level manager to handle these challenges must be reflected in the curriculum structure of the training program. Five curriculum issues are described below.

First, the effective and efficient tribal manager is concerned with strategic long- and short-term planning as well as policy initiation and formulation. In essence, the leader must not only have vision for what can and should be done, but also the strategy for translating that vision into reality.⁷⁰ Decisions made by these individuals ultimately redirect the focus of tribal organizations. Therefore, it is important that the curriculum imparted in training programs stress management and strategic thinking skills that will train these leaders in effective and efficient planning and policy making.

Skills requiring knowledge of changing social, economic, political, and technological trends not only on the reservation, but also in the United States and the world, are a necessity for effectively trained tribal leadership. These shifting conditions affect the marketplace, and therefore, the effective leader must continually practice innovation and improvement in a positive and persistent manner. Furthermore, knowledge and skills pertaining to, not only tribal, economic and governmental development strategies, but also tribal, social and technological development strategies must also be acquired.

Second, the ability to build a consolidated organizational unit is an important skill to be learned by the upper-level manager. John Gardner states that,

⁷⁰ Kotter, John P. *The Leadership Factor*. (New York: Free Press, 1988), p. 20.

"no individual has all the skills -- and certainly not the time -- to carry out all the complex tasks of contemporary leadership. And the team must be chosen for excellence in performance."⁷¹

An essential part of constructing a supportive network is to set proper goals for subordinates. Goal-setting requires that the manager have a strategic as well as the interpersonal skills needed to implement it and create teamwork. Building teamwork is an essential part of organizing for success.

Third, planning demands that the manager know how to organize. Having the proficiency and competency to organize requires that the manager have the knowledge of and ability to develop control systems in an organization. This involves understanding the nature of leadership in order to assess the organizational climate, possessing knowledge of organizational structures and development, understanding tribal organizational culture and analysis. John Kotter defines organizing as:

"creating a formal structure that can accomplish the plans, staffing it with qualified people, defining clearly what each person's role is, providing them with appropriate financial and career incentives, and then delegating appropriate authority to those people."⁷²

Planning for a sound tribal management curriculum must deal with the subject of organizing.

Fourth, there have been accounts of dishonesty in the business conduct of tribal leaders, just as with many other non-Indian politicians. Emphasizing ethical business conduct is an essential component of any management curriculum for tribal leaders. Part of the leadership

⁷¹ Gardner, John. **On Leadership**. (New York: Free Press, 1990), p. 10.

⁷² Kotter, John P. *Ibid.*, p. 21.

commitment the leader makes to the mission of the tribe is to uphold the appropriate standards of the people. In so doing, the leader becomes a positive example for others.

Fifth, technical skills are essential to any manager. The top-level tribal manager should have practical knowledge of financial analysis, budgeting, forecasting, managerial accounting, micro/macro economics, marketing goods and services, among others. These tools are necessary for any business leader.

The Middle-Level Manager: Department or Enterprise Head. The middle-level manager is primarily responsible for the operation of a department or enterprise. This job entails managing subordinates as well as reporting to the upper-level manager. The curriculum of training programs, therefore, should reflect these job responsibilities. The middle-level manager must be concerned not only with being a problem-solver and goal-setter, but also a planner, organizer, and decision-maker. The middle-level manager must be knowledgeable of the lower-level manager's responsibilities, but also the duties of upper-level management as well. Thus, a training program curriculum would need to consider technical and interpersonal skills as essential in management training at this level. Subject matter should include participative management, creative strategizing and organizational development.

The Lower-Level Manager: Supervisor. These managers are usually concerned with the day-to-day management of workers. Their basic responsibility is operational implementation of the project. Some planning, decision-making and delegating is expected for these managers. Curriculum for these individuals should consider: leadership, technical, and interpersonal skill development.

Courses that focus on delegation, grievance-handling, performance appraisal, motivating employees, and human relations skills are needed for the lower-level manager. Other subjects might include: personnel procedures, problem-solving, role of the supervisor, and decision-making.

The Student: Secondary and Higher Education. For Native American management development to be truly effective, strong educational emphasis must be placed on the secondary and higher education Indian student. Currently, many prospective managers are accepting managerial positions with off-reservation corporations or companies because of a number of reasons, among which are: poor economic conditions of tribes and curriculum irrelevancy of colleges and universities. Tribes are experiencing the serious problem of "brain drain" -- departure of talented Indian managers from the reservation.

The "brain drain" problem emphasizes that educational systems and tribes must increase their capacity to attract, develop, retain and motivate the kind of people needed in tribal managerial jobs today. Indian students must be offered courses which will motivate them to pursue careers in tribal management, otherwise they will continue to leave reservations.

Large-scale curriculum differences, obviously, exist between what is offered to the secondary and higher education students, but some course content is common to both groups. The following are some parallel components or themes: leadership development, decision-making, career management,⁷³ problem-solving, team-building, interpersonal communication, conflict management, reading and writing skill development, tribal organizational knowledge, tribal cultural knowledge, and management of time and resources.

⁷³ See Kotter, John. *Ibid.*, Chapter 10, for full discussion of this topic.

Higher education students will need to consider courses relevant to their particular career choice. Besides the regular course requirements (which might include: market research and strategy, financial and personnel management, macro and micro-economics, and budgeting), the higher education student would need courses in ethical management, strategic planning, organizing, coalition-building, and overall leadership skill development.

In any case, it becomes apparent an explicit understanding of distinct tribal organizations and knowledge of the nature of a tribal manager's job is a prerequisite for relevant curriculum development. Furthermore, a fit is important between what is taught and what is needed on the job, otherwise training will not be productive.⁷⁴ The four types of people to be trained and determining what they should be trained in is important in management development (See Figure 3).

VI.A.4. What Should The Instructional Methods Be?

A management program will need to consider various teaching strategies that will be most beneficial to the Indian trainee. The teaching strategy to be relevant to specific tribes would need to take into consideration the following culture components: time modes, language barriers, skill level of students, and traditional philosophies. Secondary teaching strategies will not be covered in this section, however, a partial listing of possible instructional considerations are discussed.

⁷⁴ Gillis et al. *op. cit.*, p. 218.

WHAT

**Strategic Planning,
Team Building, and
Policy Initiation**



MIX



**Interpersonal Skills,
specific Job Skills, and
Some Leadership Skills**

**Accounting,
Economics, and
Tribal Government**

Figure 3

The Adult Learner. An important dimension of management training is what Malcolm Knowles refers to as androgogy ("adult learning")⁷⁵ since the vast majority of potential trainees will probably be adults. In formulating a base for development of Indian managers; principles of adult learning must be taken into account. Research on adult learning has revealed that:

1. Adults have a natural tendency to learn; thus they tend to be self-directed.
2. Adults learn best when instructors provide a mechanism of mutual planning.
3. Adults tend to improve their performance when they set goals that are specific and difficult.
4. Complex abilities like analytical thinking and interpersonal skills can be learned.
5. Learning is a cyclic process consisting of four movements: reflecting, forming new concepts, and testing them in action.
6. Adults who have "learned to learn" name the main cause of their success to:
 - instructor attention and empathy in coaching
 - practice and feedback
 - learning through self-assessment
 - verification in the professional field
 - modeling
 - peer learning⁷⁶

The adult learner must be able to relate their background into learning. For the Indian adult being able to link past historical or cultural experiences with learning will most likely

⁷⁵ Knowles, Malcolm S. "Adult Learning: Theory and Practice, Leonard Nadler, Ed., **The Handbook of Human Resource Development**, (New York: John Wiley and Sons, 1984), pp. 6.4 - 6.5.

⁷⁶ Loacker, G., "What Research Says about Adult Learning," **NASSP Bulletin**, Vol. 70 (486), January, 1986, pp. 38-40.

prove to be successful. Adults are independent learners and desire to take responsibility for their learning.⁷⁷ These principles should be an integral part of developmental programs, if effective tribal management is to materialize.

Classroom Instructional Methods. There are many ways of instructing the trainee in a classroom setting. A list compiled by Ellen Malasky⁷⁸ includes: 1) Discussion; 2) Action Maze; 3) Brainstorming; 4) Buzz Group; 5) Case Study; 6) Delphi Technique; 7) Demonstration; 8) Exercise; 9) Fishbowl; 10) Game; 11) In-Basket; 12) Incident Process; 13) Interactive Modeling; 14) Interview; 15) Learning Contracts; 16) Lecture; 17) Panel; 18) Programmed Instruction; 19) Questioning; 20) Readings; 21) Role Playing; 22) Simulation; 23) Skit; and 24) Work Group. Camp, Blanchard, and Huszczo also identified several strategies and they are: 1) Vroom and Yetton decision-making model; 2) Managerial role theory; 3) rational manager training; 4) conference method; 5) leader match; 6) grid management; 7) path-goal theory; 8) social learning theory and behavior modification; 9) interactive skills training; 10) role motivation; 11) need for achievement; 12) Laboratory (T-group) training; and 13) transactional analysis.⁷⁹ Of course, these methods can be supplemented by media -- use of hardware and software, such as audiovisual aids and computer programs.⁸⁰

⁷⁷ For further information see: Knox, Alan B. **Helping Adults Learn**, (San Francisco, 1986) and Long, Huey B. **Adult Learning Research and Practice**, (Cambridge, 1983).

⁷⁸ Malasky, Ellen W. "Instructional Strategies: Nonmedia," Leonard Nadler, Ed., **The Handbook of Human Resource Development**. (New York: John Wiley and Sons, 1984), pp. 9.1 - 9.31.

⁷⁹ Camp, Blanchard, and Huszczo. *op. cit.*, pp. 287-289.

⁸⁰ For discussion see: Spector, August K. "Instructional Strategies: Media," Leonard Nadler, Ed., **The Handbook of Human Resource Development**. (New York: John Wiley and Sons, 1984), pp. 10.1 - 10.53.

Non-Classroom Instructional Methods. Non-classroom method of instruction involve training in an actual job-setting. Some methods include: 1) on-the-job coaching; 2) apprenticeship -- on-job structured instruction, off-job related instruction, and off-job supplementary skill training; 3) on-the-job training -- structured job instruction, structured work experience, unstructured work experience, understudy training, and job rotation; 4) off-job training -- observation tours, self-improvement, and intensive or accelerated course; 5) Management-By-Objective; 6) job enrichment; 7) job development; and 8) task-force assignments and 9) committees and junior boards.⁸¹

VI.A.5. Where Should Training Occur?

Planning an appropriate location for conducting management training is critical. Many factors are involved in deciding the most suitable site for training. Besides availability of technical expertise, time constraints, and cost effectiveness of training; appropriateness of facilities, accessibility to location and facilities, and proper supplies and equipment are also important. This section will address the most appropriate locations for training Indian managers. Also, an emphasis is made that challenges educational institutions (both higher education and elementary and secondary education) to rededicate their commitment to providing much needed social, economic, and educational training to Native people.

⁸¹ List compiled from: Wilson, Robert H. "Training in International Cultures," and Daly, Andrew A. "Management and Supervisory Development," Robert Craig, Ed. **Training and Development Handbook - A Guide to Human Resource Development.** 2nd Ed. (McGraw-Hill, 1976), pp. 30-1 - 30-14 and 22-1 - 22-26; and Tracey, William R. *op. cit.*, p. 32.

The Importance of Facility. The instructional facility is an important factor for training. The availability of adequate space, equipment, and other facilities must be weighed before selecting an instructional site. The site selection would depend on the type of training and development planned. "Most importantly," argues Coleman Finkel, "the learning facility or location must provide a match between the environment and learning goals."⁸² Lack of facility consideration can be a constraint in providing an exemplary training effort.

After the type of training and development has been decided, the following are some facility questions that should be given adequate attention:

- Is the facility adequate to handle the number of trainees?
- Are there adequate writing surfaces for trainees?
- Is the facility near transportation, recreational, and housing accommodations?
- Is the facility arranged for easy transport of equipment and supplies?
- Is the facility arranged so that audio-visual equipment can be used without too much difficulty?
- Does the facility have necessary furniture and visual aids?
- Does the facility offer an appropriate learning environment? For instance, does the facility: a) have a proper lighting system that will not cause eye fatigue; b) have comfortable chairs; c) allow for the elimination of distractions; d) allow privacy; e) have a suitable heating and cooling system; f) enhance concentration; g) encourage interaction; and h) allow a fit between type of trainee and learning?

⁸² Finkel, Coleman. "The Learning Environment: Its Critical Importance to Successful Meetings," Leonard Nadler, Ed., **The Handbook of Human Resource Development.** (New York: John Wiley and Sons, 1984), pp. 4.1 -4.26.

- Is the location of the facility cost-effective?⁸³

These are questions that would need to be addressed before a site selection is made in Indian management training.

The Responsibility of Educational Institutions Serving Native Peoples -- Moral Obligation. The history of Native Americans in higher education as well as secondary and elementary education has been characterized by many scholars like Michael Olivas, a professor of law at University of Houston, as "a record of evangelism, majority dominance, paternalism and neglect."⁸⁴ Consequently, Indian education has been marred by this characterization of overt assimilation policy from as early as the late 1500's when European missionaries began establishing schools in North America for formal and religious instruction of Native youths.⁸⁵

This policy was instituted with the expressed purposes of educating and christianizing American Indians.⁸⁶ When white America could not effectively pursue the policies of extermination and assimilation, they waged war. Despite these blatant assimilation practices and genocidal tactics of past federal Indian policy, Native Americans have subsisted and actually

⁸³ Adapted from: Finkel, Coleman. "The Learning Environment: Its Critical Importance to Successful Meetings," Leonard Nadler Ed., **Op. Cit.**, pp. 4-1 - 4-26.

⁸⁴ Mooney, Carolyn J., "In a Barren Land, a Tribal College Flourishes," **The Chronicle of Higher Education**. Vol.xxxiv, 30, 1988, p. A1.

⁸⁵ Center for Education Statistics, **The American Indians in Higher Education, 1975-76 to 1984-85**, Ed. Judith E. Fries, Washington D.C.: U.S. Government Printing Office, 1989, p. 3.

⁸⁶ The following are some early examples: Harvard University charter of 1650 states that it was established to provide for "the education of the English and Indian youths of this country in knowledge and godliness." Several other colleges, most notably Dartmouth College and William and Mary College also specifically expressed in their founding charters their commitment to educating and Christianizing Indians.

gained some cultural momentum. Unfortunately, many current educational institutions (except for many tribal colleges) still have not expanded their social and intellectual frame of reference with Native Americans in mind.

With the coming quincentenary in 1992 (symbolizing 500 years since Columbus' arrival to the Americas), it is a widely known fact that Native people have experienced enough cultural and physical genocide to tax the imagination of all Americans. It would behoove white America to re-commit itself to assist Native Americans in their socio-economic development efforts through a mutually cooperative, educational endeavor between tribes and educational institutions. When this occurs, white America will have come closer to rectifying the past wrongs imposed on the first Americans; and finally, Native Americans will be in a position to determine their own destiny.

Thus, all educational institutions have a moral obligation to assist Native people in battling the life-threatening and demoralizing living conditions which currently plague many Indian reservations today. To the degree that the larger society fails to provide needed assistance to Native Americans, through education and on Indian terms, in improving living conditions and securing sovereignty, they will increase the deleterious mistakes of the past and hurt the dominant society in the process.

The Responsibility of Educational Institutions Serving Native Peoples - Legal Obligation. The charter or founding purpose of colleges like Harvard University and Dartmouth College and many other schools throughout the United States seem to signify a licit educational commitment to Native people (see footnote 83). However, many of these institutions after procuring large amount of funds (i.e., Harvard securing money from the Society for the

Propagation of the Gospel Among the Indian and Others to established an Indian College) have either abandoned or forgotten their charter commitment to Indian education.

Congress has likewise made over 120 treaty agreements with various tribes from 1794 to 1868.⁸⁷ Unlike other ethnic minority groups, these documents form the special trust relationship between Native Americans and the federal government. In exchange for lands that sustained indigenous people, many tribes signed treaties to receive federal assistance for education, health benefits and other services.⁸⁸ This is another example of the legal responsibility of educational institutions to provide needed educational service to Indian tribes. For many of these institutions to fulfill their original commitment, they must increase their Native American student population; develop and implement Native American courses; establish scholarship and faculty chair endowments; set-up programs to meet the needs of Native students; and institute research projects that will have a direct positive impact on Indian communities.

The Role of the External Program and the Upper-Level Tribal Manager. A review of management development and training programs has revealed that there is a need for training and development programs aimed at tribal chairpersons or upper-level managers of tribal organizations. Most tribes do not have internal training programs for their own managers, however, there are some external programs available to tribes. As such, the management development and training needs of a large number of tribal chairpersons or upper-level managers are not being served adequately.

⁸⁷ Carnegie Foundation for the Advancement of Teaching, **Tribal Colleges Shaping the Future of Native America**. Lawrenceville, N.J.: Princeton University Press, 1989, p. 53.

⁸⁸ Mooney, Carolyn J., *op. cit.*, p. A1.

As mentioned previously, establishing a match between learning environment and learning goals is vital to successful training. In this regard, since upper-level managers have a distinct and unique responsibility to the tribal organization, they will require or even demand a different learning environment than lower-level managers. Usually this type of manager finds an off-site retreat training more conducive to learning. The off-site setting permits significant exchange of information, establishment of friendships, and greater concentration, consequently allowing for greater learning. An external training program takes top-level managers out of their organizational setting. Consequently, the program will permit retraining of managers in an atmosphere intended to encourage them to "let down some defense mechanisms." As Lewicki and Gabarro state, "participants in external programs with diverse experiences promote a greater tendency to take risks and experiment without fear, thus establishing a climate of inquiry and experimentation that is seldom found on-site."⁸⁹

External programs are usually sponsored by colleges and universities, professional associations, companies, or private consulting firms; and managers seeking training usually pay a fee to attend. Ingols, also, found in a fourteen nation report that:

External training is oriented towards the individual, above all at the middle and top management levels, and to the smaller enterprises. Its objectives are linked to the development of the person and in content it is concerned rather with

⁸⁹ Lewicki, Roy J. and John J. Gobarro. "Organizational Behavior for Executives," **Exchange: The Organizational Behavior Teaching Journal**, Fall, 1979, Vol. 4, No.4, p. 35, from a paper prepared by Ingols, Cynthia. **Mid-Career Management Education Programs: Their Impact**. Qualifying Paper, Cambridge: Harvard Graduate School of Education, September, 1983, p. 10.

general managerial training necessitating a considerable amount of pedagogical investment.⁹⁰

Management training experience and research shows that training for tribal chairpersons or upper-level managers will be most beneficial and productive at an off-site environment.

The Role of Local Colleges and Universities and the Middle and Lower-Level Managers. The middle-level manager is in a unique position in an organization. This uniqueness is due to the "center station" of the manager in the organization. In terms of course content exposure, the middle-level manager needs most of the training that both the lower and upper manager receive.

In the responsibility realm, this manager is accountable to the upper-level manager and for the lower-level manager. Due to this dual nature of responsibility the middle-level manager, either an external or internal training program will be satisfactory. Again, selection of an appropriate training program for any manager is determined by the expertise of the trainer and subject matter to be taught.

Two factors to be considered in selecting a training site are its cost effectiveness and time-consumption. Tribes for the most part cannot afford to have their managers away from their jobs for a long period of time. Extended training for key managers can be costly for tribes (considering tuition, room and board, travel, and salaries). Due to these impracticalities, management development sponsored by local colleges and universities would be the most logical training preference for the Indian middle-level manager.

⁹⁰ **Management Education in Europe: Towards a New Deal: Internal and External Training.** European Foundation for Management Development, 1977 p. 20, in Cynthia Ingols, *op. cit.*, p. 11.

The design and delivery of tribal training programs by local colleges and universities would be cost-effective and less time-consuming if these institutions were in close proximity to Indian communities. However, if these institutions were not near Indian communities, then two alternatives can be considered: 1) design part-time training on the reservation, or 2) use of high-tech communication (i.e., conferencing sessions via telephone or live television) for training.

Part-time training would involve employed managers attending classes at least once a week after regular working hours for about five hours. Whitlock reports on Reed Powells' study of part-time programs that some of the advantages of part-time training programs are:

- A. The longer intervals between class sessions allows for greater assimilation and integration of the learning experience.
- B. [Managers] have the opportunity of applying work concepts learned during the program and discussing the results at later class sessions. This provides a further understanding and evaluation of the material under study.
- C. A realistically-oriented environment is produced in which the theory, principles, and practices of management are all interrelated elements.⁹¹

These part-time programs sponsored by universities or colleges also have the added advantage of granting degrees.

Use of high technologies for delivering training through local colleges and universities is another alternative for the remote Indian reservation. It is conceivable that computer-based training, audio teleconferencing, and instructional television with personal computers can be

⁹¹ Whitlock, Gerald H. "The Role of Universities, Colleges, and Other Educational Institutions in Training and Development," Robert L Craig, Ed. Ibid., p. 45-8.

brought to the Indian managers' workplace. This alternative form of training can in the long run reduce costs by eliminating travel and living expenses of the manager.

The lower-level manager has more defined job responsibilities than either the middle or upper-level manager. The lower-level manager is more concerned with the day-to-day and operational management of an organization. Consequently, most training for this manager will be internally oriented. Ingols relates that:

"Internal training is orientated to the enterprise as an organization, and towards the lowest hierarchical levels in order to ensure on-the-job training and the integration of the employees within the enterprise. It deals above all with short-term training, based on previous diagnosis."⁹²

Furthermore, she observed that:

"Internal and external training programs are complementary rather than competitive, that external programs benefit the individual whereas internal training benefits the organization, and that the managerial level of participants determines whether or not programs are externally or internally-based."⁹³

The local college or university should be involved in establishing either an internal or external training program for the middle and lower-level manager.

The Role of Local Colleges, Universities, High Schools, and the Native Student. The role of high schools and post-secondary institutions is obvious -- they have an educational responsibility to affect tribal wants and needs. These institutions must accept the responsibility for providing knowledge and skills that will act as catalysts for socioeconomic growth and development for Indian nations. As previously mentioned, there is a need for education and

⁹² **Management Education in Europe: Towards a New Deal: Internal and External Training.** Cynthia Ingols, *op. cit.*, p. 20.

⁹³ Ingols, Cynthia, *op. cit.*, p. 11.

training in tribal administration and management. Secondary schools and colleges, however, have not appropriately focused on the initiative to develop managers and leaders for Indian nations. Post-secondary, secondary, and elementary institutions, in general, have not served Indian people well.

Sandra Reeves, in *Education Week*, revealed that "Native Americans have the highest dropout rates of any racial/ethnic group in the United States."⁹⁴ According to the report, *Feasibility of an Indian University at Bacone College*, Gerald Wilkinson states that, "the college drop-out rate for Indians is 85 percent."⁹⁵ Furthermore, Kathryn Tijerina and Paul Biemer's analysis of data from the **Fall Enrollment Survey** of the U.S. Department of Education's Center for Education Statistics reveals that "there is a decline in number of American Indians enrolling in colleges and universities compared with their overall population."⁹⁶ Nationwide only 55 percent of Native American students graduate from high school, a mere 26 percent go on to college and only 6 percent complete their degree programs.⁹⁷ These low statistics point out that there are significant educational problems. Among these problems is the need for relevant curriculum development in these institutions. The success of any tribal management development depends on the relevancy of its curriculum.

⁹⁴ Reeves, Sandra. "The High Cost of Endurance," *Education Week*, (August 2, 1989), p. 2.

⁹⁵ Wilkinson, Gerald, "Educational Problems in the Indian Community, A Comment on Learning as Colonialism," *Integrated Education*, Vol. XIX, Nos. 1-2 (June-April, 1982), p. 45.

⁹⁶ Tijerina, Kathryn H. and Paul P. Biemer. "The Dance of Indian Higher Education: One Step Forward, Two Steps Back," *Educational Record*, (Fall, 1987 - Winter, 1988), p. 87.

⁹⁷ Solomon, Lewis C., "Traditional College Age Students," *Shaping Higher Education's Future*. (San Francisco, CA.: Jossey-Bass Publishers, 1989), p. 19.

Role of Post-Secondary Institutions. Many local colleges and universities do not offer management-related courses that deal with economic and social conditions similar to Indian reservations. Prospective managers in tribal business and administration, therefore, do not have the opportunity to be educated in the skills necessary for the survival of Indian nations. Lionel Bordeaux, President of Sinte Gleska College and Schuyler Houser, Director of Sinte Gleska College's Institute for Economic Development suggest that:

"The creation of degree programs in tribal administration appears, therefore, to be an essential next step for many colleges. Such programs could have, as goals, the training of students to address social and economic problems of their own communities, and the strengthening of students' abilities to make prudent and informed choices in matters of policy and implementation. While curriculum needs for such programs would vary from college to college, several elements might form a common core: economics, particularly microeconomics; financial management; acquaintance with basic concepts of federal Indian law; and working understanding of tribal, federal and state policy making processes. To balance these skills, students should likewise be firmly grounded in the social, political and organizational patterns of the communities they serve."⁹⁸

Local colleges and universities need to re-examine their curricula, mission, and social investment goals to have an impact on Native economic development.

Role of Secondary Schools. Educational institutions working with Indian youths have a tremendous responsibility to affect social and economic change on reservations. Not only do these schools need to establish or strengthen their curriculum with a focus on leadership and decision-making, they can also function as sites for leadership camps, workshops, or seminars. In any case, unless a concerted effort is made by these institutions to integrate their curriculum with subjects that teach Indian students about their own people, essential socioeconomic changes

⁹⁸ Bordeaux, Lionel R. and Schuyler Houser. "Reservation Economic Development and the Role of Tribal Colleges," *Winds of Change*, Vol. 4, No. 4, (Autumn, 1989), p. 52.

will be further stalled. Tribal governments should establish a cooperative effort with secondary schools in instituting necessary curriculum changes.

Several organizations concerned with the leadership development of Indian youth have commendable records in developing culturally relevant curriculum and strategies. Among these Indian youth organizations are: the American Indian Science and Engineering Society (AISES), Council for Energy Resource Tribes' Tribal Resources in Business, Engineering and Sciences (TRIBES) summer institute, Indian Resource Development's Pre-College Career Seminar, and United National Indian Tribal Youth (UNITY) seminars. These organizations have initiated exemplary leadership skill development programs which should be emulated by all institutions working with Native American youth.

This section has covered who should be trained, what subject matter they should be trained in, and where they should be trained (see Figure 4); the next section will focus on the importance of qualified trainer(s) in a tribal management training program.

VI.A.6. Who Will The Trainers Be?

The selection of instructor(s) is crucial to the success of a training program. This section will address the role of the trainer.

The Role of the Trainer. Relevance of subject matter and competence in instructional design are two criterion used in deciding who is the best instructor.⁹⁹ In addition, it is important that the instructor to be chosen understand Native socio-cultural issues. In other

⁹⁹ Cantwell, J.A. et al. "Using External Programs and Training Package," Robert Craig, Ed. **Training and Development Handbook - A Guide to Human Resource Development**. 2nd Edition, (Mc Graw-Hill, Inc., 1976), p. 47-7.

WHO

UPPER-LEVEL MANAGERS

Tribal Council Members:
or
Business Leaders

WHAT

Strategic Planning,
Team Building, and
Policy Initiation

WHERE

External
and
Off Site Training Programs

MIDDLE-LEVEL MANAGERS

Department Heads
or
Enterprise Heads



MIX



External or Internal Training
and
Local Colleges & Universities

LOWER-LEVEL MANAGERS

Supervisors

Interpersonal Skills,
specific Job Skills, and
Some Leadership Skills

Internal Training Programs

PROSPECTIVE MANAGERS

Students

Accounting,
Economics, and
Tribal Government

Colleges & Universities,
High Schools, and
Indian Leadership Training

Figure 4

Who, What, and Where for Training Programs

words, who knows the most about tribal management development topics? Who is the most proficient in teaching tribal managers? And, who most comprehends indigenous social structures? The scope and intensity of the training process will depend on these three areas.

According to Camp, Blanchard, and Huszczo, the American Society for Training and Development, the major association for professional trainers, suggests that the following are 15 key roles of trainers:

- | | |
|--|----------------------------------|
| A. Evaluator | I. Needs Analyst |
| B. Group Facilitator | J. Program Administrator |
| C. Individual Development Counselor | K. Program Designer |
| D. Instructional Writer | L. Strategist |
| E. Instructor | M. Theoretician |
| F. Manager of Training and Development | N. Task Analyst |
| G. Marketer | O. Transfer Agent ¹⁰⁰ |
| H. Media Specialist | |

Most trainers obviously do not play all of these roles, but the list does indicate that a wide range of competence is required.

In selecting trainers, tribes might consider: 1) selecting a staff of professional trainers; 2) hiring external trainer(s) for a specific training need; and 3) choosing internal trainers.

¹⁰⁰ Camp, Richard et al. *Ibid.*, pp. 6-7.

Subject matter, instructional design competency, and socio-cultural sensitivity of trainer(s), however, should be evaluated before a trainer selection is made.

Subject Matter Competence. The trainer(s) must be competent in the topic to be taught as well as in related issues. Subject matters related to a specific tribe, and Indians in general, are essential to training success. The trainer, furthermore, must tailor instruction to specific tribal needs and problems. The following are some knowledge bases to be considered:

1. Tribal Governments
2. Tribal political, economic, and social trends
3. Knowledge of learning habits of students
4. Knowledge of formal and nonformal educational and training systems.
5. In depth understanding of tribal needs
6. Understanding of how tribal organizations work
7. Understanding of Indian behavior in work settings (e.g., motivation, personalities, leadership)
8. Knowledge of organizational development
9. Interpersonal communications (especially listening)
10. Cultural knowledge (e.g. social structure, history)
11. Knowledge of Indian law
12. Knowledge of managerial job

Not only must the trainer have full knowledge of the subject matter, but instructional role is also a critical factor.

Instructional Design Competence. Trainers of tribal managers must be able to design and execute instruction that will have the most impact in correcting socioeconomic deficiencies of tribes. An important part of designing and executing instruction is creating a learning environment in which learning can take place effectively. The productive trainer develops a supportive learning environment for trainees to acquire knowledge and skills, then stimulates and directs the learner in the process.

A competent trainer ensures that specific instructional objectives relate to actual needs or problems of tribes. The trainer, then establishes a rationale of how instructional activity relates to the objectives and produces criterion tests which indicate whether the student is able to perform as intended. This process is critical because the attainment of training objectives depends on it; otherwise, needed tribal organizational and individual change will not occur. Camp, Blanchard, and Huszycz state that the "trainer must structure the training design in such a way that organizationally valued outcomes are achieved."¹⁰¹

VI.B. What Are The Funding Sources To Be Considered?

Training is an expensive investment for tribes. The cost of obtaining a sound training program is high, but substantial cost is also compounded by time taken away from work by valuable employees. Increased productivity as a result of the training program must at least equal the cost of salary, consultant fees, and other costs spent on training. If, however, the results of a training program exceed its costs, then an adequate return on investment will have occurred.

¹⁰¹ Camp, Blanchard, and Huszycz. *op. cit.*, p. 100.

VI.B.1. Human Resource Development Needs

Whatever the results of investments are, a crucial point for tribal management training is funding. Many tribes lack physical and financial resources and are, therefore, unable to fully finance training programs. Tribal pursuit of socioeconomic improvement has concentrated on investment of capital and physical resources while financial constraints have virtually forced them to overlook human resources. Crispen Grey-Johnson states that:

"The capability of an economy to effectively combine capital with physical and natural resource inputs in order to achieve growth and development is determined to large extent by the way these inputs mix with the quality of available human resources. If that quality is low, the end result will be disappointing, for it is only high quality human resources that can maximize gains in investments in capital and physical resources. Therefore, the lower an economy's quality of human resources, the greater are its chances of being unable to achieve meaningful development. Thus the existing human resource situation -- in terms of the skill levels and numbers in a given economy -- is the principal yardstick for determining that economy's potential to achieve growth and development."¹⁰²

Tribes recognize the importance of adequate managerial, technical, and other types of skilled employees to their development efforts. But the question remains: where will tribes get the funding to begin to plan for growth and development?

An initial research problem plaguing assessment of tribal managerial needs is determining the exact number of managers needed to meet the current development effort of tribes. One tribe, the Oglala Sioux of the Pine Ridge Reservation in South Dakota recently conducted a survey of managerial needs. The survey showed 177 managerial positions required for the

¹⁰² Johnson, Grey-Johnson. "Africa," **The Handbook of Human Resource Development**. Leonard Nadler, Ed., (New York: John Wiley and Sons, Inc., 1984), p. 25.4.

operation of tribal services today.¹⁰³ Obviously, tribes that are substantially larger in terms of population, land base, and those that are more vigorous in their effort to pursue economic expansions, will employ far more individuals in managerial positions.

As such, if modest economic growth is to occur, then thousands of Native managers will need to be trained. The fact remains, however, that the lack of opportunity for human resource development constitutes a most difficult challenge to tribal socioeconomic development due in large part to lack of adequate funding.

The staggering need for Indian managerial talent to influence socioeconomic development is apparent. Management training offers one of the most important solutions to improving the socioeconomic status of Indian people. Grey-Johnson provides insight to how human resource demand can have an effect on a developing country. He states that:

"The demand for high quality human resources does not stop at the direct demand induced by growth within one industry, it has a ripple effect within the entire economy. Thus, growth in agro-industrial production will increase demand not only for a certain type of engineer for that industry, but it will also create a demand in commerce, for example, that will create a need for more commercial and business lawyers, managers, accountants, clerks, typists, and so forth."¹⁰⁴

As tribes develop more and more, one issue is evident, tribes will need more funding from federal and state governments, educational institutions, private foundations, and from the tribes themselves.

¹⁰³ Allen, Tom. "Managers as Warriors: Tribal Leadership/Management Program Proposal Survey," September, 1989.

¹⁰⁴ Grey-Johnson, Crispen. "Africa," *op. cit.*, p. 25.9.

VI.B.2. Tribal Responsibility

Postsecondary, secondary, external and internal institutions have an obligation to assume a greater responsibility for providing needed management training. The challenge for tribal governments is to place a high priority on educating, training, and developing their people. Tribal governments will have to focus on human resource development planning strategies. Grey-Johnson contends that for effective human resource planning to take place, "it must be integrated into economic development planning and be acknowledged of an input into socioeconomic growth equal to that of capital, technology, and land."¹⁰⁵

VII. FINANCIAL STRATEGY FOR MANAGEMENT DEVELOPMENT

Building tribal management capacity is constrained by a shortage of financial resources for training, institution-building, education, and research. The task of funding management training programs becomes the responsibility of tribes as well as private foundations, the business communities as well as federal and state government agencies. Below is a list of some ways to improve the critical management condition of Indian nations:

1. Substantial amount of funds can be provided for grants, scholarships, and fellowships for Indian management students to attend colleges or universities.
2. Funds can be allocated for the development of a National Native American Management Institute responsible for educating and training Indian managers and instructors, designing training programs, developing curriculum, and engaging in research.

¹⁰⁵ Grey-Johnson, Crispin. "Africa," *op. cit.*, p. 25.17.

3. Native American Fellows Programs specifically for Indian management students can be established at colleges and universities.
4. Businesses can provide aid for development of external Indian management training programs.
5. Similar funds can be provided to tribes for development of internal management training programs.
6. A National Indian Youth Leadership/Management Training Center should be established.
7. A International Management Exchange Program should be established.
8. A Tribal Management Exchange Program should be established.

VIII. CONCLUSION

As we reach the year 1992, it will have been 500 years since Christopher Columbus came to the shores of the Americas. This approaching observance has found Native people in low social and economic living conditions.

According to many studies, Native Americans: 1) experience the highest unemployment rates of any minority groups in the U.S.; 2) possess the highest dropout rates of any racial or ethnic groups in the U.S.; 3) suffer the highest teenage suicide rate in the nation; 4) bear the highest poverty rate in the U.S.; and 5) endure the poorest health conditions of any population in the U.S.¹⁰⁶ A question looms over these conclusions: What can be done to lessen these hardships? One point is clear, finding answers is not easy.

¹⁰⁶ See for example: McDonald, Dennis. "A Special Report on the Education of Native Americans: Stuck in the Horizon," *Education Week*, (August 2, 1989) and Cornell, Stephen and Kalt, Joseph. "Pathways From Poverty," *Op. Cit.* (1989).

According to a Crow Chief, however, an answer lies in education. He stated that, "with education we are the whiteman's equal; without it we are his victim." These words of wisdom still holds true today amidst the ever-present changing world of Native Americans. The present times of constant and increasing change on Indian lands across the United States has required formal and nonformal education as absolute necessities to the survival of Native people.

Many indigenous societies have changed substantially from the old style of living of the past to the present lifestyle of modern conveniences, technology, transportation, and communication. Much of the traditions and culture, however, have fortunately stayed alive. Historically, Headmen or Chiefs, closely tied to kinship relationships ruled bands; in the more recent past, leaders were chosen to advise the people of the onslaught of white domination. Today, the Native leader is a person who must contend not only with traditions and culture; changing lifestyles, and continuing interference of the dominant society, but also the contemporary aspects of management for improving tribal livelihood. Native Americans over the last 30 years have experienced tremendous political and social changes which has resulted in greater political autonomy. In the struggle for empowerment, Native people have finally gained a strong foothold in determining how they will control their land and people. With these hard fought achievements comes management responsibility.

How will the Native manager guide the people to economic well-being? How will the Native manager retain social sovereignty for the people? How will the Native manager maintain political sovereignty for the people? How will the manager control educational sovereignty? The answers to these important questions lie in development of training programs that will best

serve the needs of Native Americans. Without appropriate education and training, Native Americans will continue to be the "victim of the whiteman."

APPENDIX A

Present or On-Going College Management Programs

1. Native American Educational Services College at Chicago, Illinois.
2. Haskell Indian Junior College at Lawrence, Kansas.
3. Scottsdale Community College at Scottsdale, Arizona.
4. Oglala Lakota College at Kyle, South Dakota.
5. D-Q University at California.
6. University of Arizona at Tucson.
7. Navajo Community College at Tsaile, Arizona.
8. Salish Kootenai College at Idaho.
9. Northern Arizona University at Flagstaff.
10. Lac Courte Oreilles Ojibwa Community College.
11. Eastern Washington University at Cheney and Spokane.

APPENDIX B

Training Programs presently in the Planning Stages

1. Northwest Indian College - Tribal Management Program
2. Sinte Gleska College
3. University of New Mexico - Gallup Branch in conjunction with University of Colorado
4. Oglala Lakota College - Tribal Management Program
5. University of Minnesota - Tribal Commerce Enterprise Program

APPENDIX C

Present Private Management Training Firms and/or Organizations

1. First Nations Financial Project, Falmouth, VA.
2. American Indian Consultants, Tempe, AZ.
3. Management Concepts, Inc., Vienna, VA.
4. Educational Services, Inc., Falls Church, VA.
5. Falmouth Institute, Springfield, VA.
6. American Training and Technical Assistance, Albuquerque, NM.
7. Sandia Management, Albuquerque, NM.
8. Three Feathers, Norman, OK.
9. Howard Rainer, Provo, Utah
10. Opportunities for Oklahoma Indians, Norman
11. Billy Mills Leadership, Los Angeles, CA.
12. Carolyn Warner and Associates, Phoenix, AZ.
13. National Indian Business Council, Inglewood, CA.
14. American Indian Resources Institute, Oakland, CA.

APPENDIX D

Workshop/Seminar Topic Areas

1. Clerical
 - a. Records Management
 - b. Basic Skills for Office Personnel
2. Federal Policy Analysis
 - a. Indian Self-Determination Acts
 - b. Current Indian Legislation
3. Financial Management
 - a. Accounting
 - b. Budgeting
4. Personnel Management
 - a. Hiring and Staffing
 - b. Grievance Process
 - c. Supervisory Management
5. Indian Law
 - a. Sovereignty
 - b. Constitutional Reform
6. Organizational Development
 - a. Conflict Resolution
 - b. Organizational Management
7. Program Development/Management
 - a. Grants Management
 - b. Program Evaluation

APPENDIX D (CONTINUED)

Workshop/Seminar Topic Areas

8. Non-Profit Management

- a. Headstart Programs**
- b. Child Abuse and Neglect**
- c. Planning for Non-Profit Organizations**
- d. Fiscal Development and Control**

9. Enterprise Development/Management

- a. Marketing Strategies**
- b. Business Math**

10. Economic Development

- a. Resources Development**
- b. Economic Planning**

11. Government

- a. Role of Government**
- b. Comparative Tribal Government**

12. Marketing

- a. Salesmanship**
- b. Advertising and Promotion**

13. Personal Growth

- a. Traditional and Modern Leadership Styles**
- b. Communication**

14. Political

- a. Campaign Techniques**
- b. Sovereignty**

APPENDIX E

Past Post-Secondary Management and Leadership Training Programs

1. Arizona State University at Tempe.
2. Northeastern Oklahoma State University at Tahlequah.
3. University of New Mexico at Albuquerque.
4. University of Washington at Seattle.
5. Western Washington State College at Bellingham Management Education Program

APPENDIX F

Arizona State University Tribal Administration Courses

Fall Semester - 1979

1. Statistics in Administration
2. Government Budgeting
3. Public Policy Analysis

Spring Semester - 1980

1. Health Policy
2. Educational Policy
3. Research Methods
4. Organizational Theory
5. Issue Analysis
6. Issue Analysis Using the Statistical Package for the Social Science (one-week intensive course)

Summer - 1980

1. Public Affairs Economics
2. Seminar: Community Development
3. Issue Analysis and SPSS
4. Introduction to Statistics

Fall - 1980

1. Statistics
2. Community Conflict Resolution
3. Public Management of Land
4. Public Information Systems
5. Seminar: Indian Law

Spring - 1981

1. Research Methods
2. Reports in Public Administrations
3. Seminar: Law and Tribal Government

APPENDIX F (continued)

Arizona State University Workshop and Optional-Credit Courses

1. Evaluating Federal and Local Programs
2. Program Development and Grant Writing
3. The Law and Tribal Government
4. Public Affairs Economics
5. Community Development
6. Issue Analysis Using the Statistical Package for the Social Sciences
7. Statistics
8. Navajo Energy Resources
9. Local Elected Leadership Training

APPENDIX G

Northeastern State University Tribal Management Courses

Student were required to complete 30 hours of undergraduate semester hours in business and economic courses before being admitted as a candidate for the MBA degree in Tribal Management.

1. Indian Law
2. Effective Communications for Tribal Managers
3. Principles of Tribal Management
4. Tribal Control and Accounting Systems
5. Grantsmanship
6. Comparative Tribal Systems
7. Tribal Government and its Relationship to Tribal Managers
8. Tribal Relationship with Federal and State Governments
9. Tribal Problem Identification and Resources Development
10. Advanced Tribal Management
11. Tribal Externship and Practicum Paper
12. Business Research Methods
13. Marketing
14. Business Elective

REFERENCES

Act of June 18, 1934, c. 576, 48 Statute 984, 25 U.S.C. 416 et seq.

Allen, Tom. "Managers as Warriors: Tribal Leadership/Management Program Proposal Survey," September, 1989.

American Indian Policy Review Commission. **Final Report to the American Indian Review Commission: Report on Reservation and Resource Development and Protection.** Task Force Seven, Washington: U.S. Government Printing Office, 1976.

Belindo, John. "Training in Indian Leadership." *Contemporary Indian Affairs*, Vol. 1, 3, February, 1985.

Berkhofer, Robert F. Jr. *The Whiteman's Indian.* New York: Vintage Books, 1978.

Bolman, Lee G. and Terence E. Deal. **Modern Approaches to Understanding and Managing Organizations.** San Francisco: Jossey-Bass, 1987.

Bordeaux, Lionel R. and Schuyler Houser. "Reservation Economic Development and the Role of Tribal Colleges," *Winds of Change*, Vol. 4, No. 4, Autumn, 1989.

Bread, Donald. *The MBA - Tribal Management Program.* Northeastern State University, Tahlequah, Oklahoma, April, 1979.

Camp, Richard, P. Nick Blanchard, and Gregory E. Huszczo. **Toward A More Organizationally Effective Training Strategy and Practice.** Englewood Cliffs: Prentice-Hall, 1986.

Cohen, Daniel. "Tribal Enterprise." *The Atlantic*, October, 1989, Vol. 264, No. 4.

Cornell, Stephen. **The Return of the Native.** New York: Oxford University Press, 1988.

Cornell, Stephen and Joseph Kalt. "Pathways From Poverty: Development and Institution-Building on American Indian Reservations." *Harvard Project on American Indian Economic Development, Project Report Series.* John F. Kennedy School of Government, Harvard University, May, 1989.

Craig, Robert Ed., **Training and Development Handbook - A Guide to Human Resource Development.** 2nd Ed., McGraw-Hill, 1976.

Deloria, Vine and Clifford M. Lytle. **American Indians, American Justice.** U.S.A.: University of Texas Press, 1980.

Goldstein, I.L. **Training: Program Development and Evaluation.** Monterey, Calif.: Brooks/Cole, 1974.

Hall, Douglas T. and James G. Goodale. **Human Resource Management: Strategy, Design, and Implementation.** Glenview: Scott, Foresman, and Co., 1986.

Harkins, Philip L. **Recent Trends in Management Education: A Literature Review.** Qualifying Paper, Harvard University, Graduate School of Education, Cambridge, Ma., July 30, 1988.

Holstrom, David. "The Hard Road to Self-Sufficiency: What We Need is Lots of Jobs." **The Christian Science Monitor.** October 17, 1989.

Indian Self-Determination and Education Assistance Act of January 4, 1975, 88 Statute 2203, 25 U.S.C. 8450 et seq. (1976 supp.).

Ingols, Cynthia. **Mid-Career Management Education Programs: Their Impact.** Qualifying Paper, Harvard Graduate School of Education, September, 1983.

Kalt, Joseph. "The Redefinition of Property Rights in American Indian Reservations: A Comparative Analysis of Native American Economic Development." Harvard Project on American Indian Economic Development, Project Report Series. John F. Kennedy School of Government, Harvard University.

Knox, Alan B. **Helping Adults Learn.** San Francisco, 1986.

Kotter, John. **The Leadership Factor.** New York: Free Press, 1988.

Lewicki, Roy J. and John J. Gobarro. "Organizational Behavior for Executives," **Exchange: The Organizational Behavior Teaching Journal.** Vol. 4, No. 4, fall, 1979.

Loacker, G. "What Research Says about Adult Learning." **NASSP Bulletin,** Vol. 70 (486), January, 1986.

Long, Huey B. **Adult Learning Research and Practice.** Cambridge, 1983.

Lynton, Rolf P. and Udai Pareek. **Training for Development.** Homewood: Dorsey Press, 1967.

Management Education in Europe: Towards a New Deal: Internal and External Training. European Foundation for Management Development, 1977.

Mathis, Robert L. and John H. Jackson. **Personnel/Human Resource Management.** 5th Ed., St. Paul: West Publishing, 1988.

McGehee, W. and P.W. Thayer. **Training in Business and Industry.** New York: Wiley, 1961.

Nadler, Leonard, Ed. **The Handbook of Human Resource Development.** New York: Wiley, 1984.

Patton, Duane C. and Anton Hollow. **Guidelines for a Business Management Training Program for Native Americans.** Center for Career Studies, Washington State College, Ellensburg, Washington State Office of Community Development, Olympia, September, 1976.

Patton, Robert T. et al. "Management Education Model for American Indians." **Education Journal of the Institute for the Development of Indian Law**, 2, 5, 1974.

_____. "The Future of Lummi Management." **Education Journal of the Institute for the Development of Indian Law**, 2, 6, 1974.

Peters, T.J. and R.H. Waterman. **In Search of Excellence.** New York: Harper and Row, 1982.

Report and Recommendations to the President of the United States. Presidential Commission on Indian Reservation Economies, November, 1984.

Rhodes, David. "Management Succession and Development Planning." **Human Resource Planning**. Vol., 7, 4, 1984.

Rose, Homer C. **The Development and Supervision of Training Programs.** American Technical Society, 1964.

Rosow, Jerome M. and Robert Zager. **Training - The Competitive Edge.** San Francisco: Jossey-Bass, 1988.

Schuler, Randall S. **Personnel and Human Resource Management.** 3rd Edition, New York: West Publishing Co., 1988.

Schuler, Randall S., Stuart A. Youngblood, and Vandra L. Huber. **Readings in Personnel and Human Resource Management.** 3rd Edition, New York: West Publishing Co., 1988.

Sudweeks, Richard. "Evaluation in Education." Provo: Curriculum Instruction Department, Brigham Young University, Unpublished Manuscript, 1984.

Tickner, Frederick J. **Training in Modern Society - An International Review of Training Practices and Procedures in Government and Industry.** Graduate School of Public Affairs, State University of New York, 1966.

Toya, Ronald G. **Pueblo Management Development: An Approach Toward the Development of Pueblo Leaders and Their Governmental Operations.** 1976

Tracy, William R. **Designing Training and Development Systems.** New York: American Management Association, 1971.

Tribal Planning and Development Survey: Determining Tribal Training and Technical Assistance Needs Under P.L. 93-638. The Planning Support, Billings: Bureau of Indian Affairs, U.S. Department of Interior, October, 1977.

Verble, Sedelta D. and M. Frances Walton. **Ohoyo Training Manual. Leadership: Self-Help American Indian-Alaska Native Women.** Ohoyo Resource Center, Wichita Falls, Texas, 1983.

Winchell, Dick G. and Robert J. Esse. **Office of Native American Public Administration Programs as Required by Four Corners Regional Commission. Final Report.** Center for Public Affairs, Arizona State University, October 15, 1980.

_____. **Native American Public Administration Program Center for Public Affairs, Annual Report.** Center for Public Affairs, Arizona State University, 1981.

Wolf, William B. **The Management of Personnel.** San Francisco: Wadsworth, 1974.

LIST OF INTERVIEWS AND CONTACTS

Tom Allen, Director of Institutional Development, Oglala Lakota College.

Gerald Alsenay, General Manager, Apache Enterprises, White Mountain Apache Tribe.

Owanah Anderson, Head of Indian Desk, Episcopal Church.

Rose Mary Blanchard, Instructor, Tribal Studies Department, Gallup Branch, University of New Mexico.

Donald Bread, former Director of Tribal Management Program, Northeastern State University, Tahlequah, Oklahoma, December 22, 1988.

Kathy Carruthers, former Instructor, Tribal Administration Program, University of Washington.

Milford Cosen, General Manager, Fort Apache Timber Company, White Mountain Apache.

Marilyn Endfield, Marketing Manager, Apache Manufacturing Company, White Mountain Apache Tribe.

Raymond Endfield, General Manager, Sunrise Ski Resort, White Mountain Apache Tribe.

Bruce Long Fox, Management Instructor, Oglala Lakota College.

Fia Lucero, Director, American Training and Technical Assistance.

Hamp Merrill, Coordinator, Center for American Indian Economic Development, Northern Arizona University.

Neil Morton, Dean of Graduate School, Northeastern State University, Tahlequah, Oklahoma, December 23, 1988.

Duane C. Patton, professor, Central Washington State College.

Howard Rainer, Consultant, American Indian Services and Research Center, Brigham Young University.

Zane Reeves, Dean of Public Administration, University of New Mexico, Albuquerque, New Mexico, January 4, 1988.

Steve Safforn, Director, American Indian Program, Scottsdale Community College.

Terry Strauss, Instructor, Native American Educational Services College.

Kathryn Tijerina, Director, Indian Resource Development, New Mexico State University.

Sedelta Verble, Instructor, Ohoyo Training Program.

Robert Wilson, former Director of Tribal Administration Program, University of Washington, Seattle, Washington, December 22, 1988, January 18, 1989, and April 26, 1989.

