Feasibility Study of a Tribal Managers Association

Capstone Submission of:

Avreayl Jacobson

Pamela Peters

Lina Perez Taitingfong

June 5, 2006
Abstract

This research examines the feasibility of creating a professional Tribal Managers Association [TMA] to meet the unique needs of Tribal Managers. A survey was conducted and data analyzed from voluntary participants attending the February 14, 2006 Affiliated Tribes of Northwest Indians [ATNI] meeting held in Portland, Oregon. The data suggests a professional organization of tribal managers would be a highly valued setting for interacting with others in tribal government. A majority of the study participants expressed a great deal of interest in using a Tribal Managers Association to meet their professional development/training (72%), networking with others in tribal government (64%), tribal policy development (58%), and employment opportunities (56%) needs. A majority of participants expressed some interest in using a Tribal Managers Association to meet personal support (56%), and problem solving assistance (58.3%) needs. Overall, a majority of participants (58%) expressed some interest in joining a Tribal Managers Association with a notable portion of participants (38%) indicating a high interest. This feasibility study indicates there is interest in creating a professional Tribal Managers Association.
Introduction

The Evergreen State College (TESC) is a public liberal arts and sciences college currently offering three concentrations in a Master of Public Administration (MPA) program: 1) Public and Nonprofit Administration; 2) Public Policy; and 3) Tribal Governance. The Tribal Governance concentration focuses on structures, processes and issues specific to tribal governments. Its purpose is to provide current and future tribal leaders with the knowledge and skills needed to work successfully in Indian Country and in their relationships with federal, state, and county governments. The goal of this program is to develop administrators capable of assisting both tribal governments and the public agencies with which the tribes interact. Students focus on issues of critical importance to tribes, including sovereignty, intergovernmental relations, regulatory policy, and economic development.

The MPA Tribal Governance program is unique in many ways. One unique program characteristic is the matriculating of a group of students, called a cohort, together through a two-year program. The pilot and first Tribal Governance cohort began classes in 2002 and graduated in 2004. A second cohort began in 2004 and is scheduled to graduate in 2006. Hoped for consequences of the cohort program design are to build trust among participants, support for each other, and for some students the development of life long friendships and work relationships. This program is unique, “no other college or university in the United States currently offers an advanced degree or professional credentials that reflect[s] an in-depth
specialization in contemporary tribal governance subject areas”. [Evergreen State College Institutional Research]

One requirement of the Tribal Governance Master in Public Administration [TGMPA] is students must complete a year long course in advanced analytical approaches to applied research in public administration and public policy with an emphasis on issues relevant to tribal governments. Through readings, seminars, class participation, and applying research methodology, students gain skills in conducting research projects. Studies include: research design; identifying verifiable and falsifiable hypotheses; analyzing quantitative and qualitative data; and gaining advanced skills in how to approach, critique, use and present research in public service settings with an emphasis on tribal governments.

This research team first formed during the year long advanced analytical research techniques course and developed the initial first phase of this research exploring the feasibility of a Tribal MPA Alumni Association compared to a Tribal Managers Association [TMA]. The first phase of this current project focused on the feasibility of creating an association to meet the unique needs and interests of the Tribal MPA Program graduates. The research team surveyed and analyzed data from the current Tribal Governance MPA cohort to determine their interest in joining either a Tribal MPA Alumni Association or a Tribal Managers Association. The data from that study strongly suggested a professional organization of tribal managers was a more highly valued setting for interacting with others in tribal government than an alumni association, particularly in the areas of tribal policy development and networking with others in tribal government. The data also revealed some interest in
a Tribal Government MPA Alumni Association for employment opportunities, personal support, and problem solving assistance needs.

The initial research finding that a Tribal Managers Association was highly valued by the current Tribal Governance MPA cohort led to the development of the current research to specifically explore the feasibility of a Tribal Managers Association among a wider audience. Anecdotally, other MPA coursework coupled with the researchers' combined work experiences also suggests a Tribal Managers Association could be a worthwhile undertaking.

Tribal governments continue to grow, expanding their direct administration of tribal programs and services. Tribal governments might also have an interest in a Tribal Managers Association that could provide support to their tribal managers increasing their exposure to current tribal governance issues, concerns, and trends. In analyzing the first study's data, the research team conjectured there might be current tribal government administrators or managers with interests and needs similar to the cohort studied who would also be interested in a Tribal Managers Association.

**Methodology**

The intent of this research project is to assess the feasibility of creating a Tribal Managers Association. This study continues the initial research of Jacobson, Peters, and Taitingfong, completed April 30, 2006, comparing the feasibility of a Tribal MPA Alumni Association to a Tribal Managers Association. The original research surveyed the current TGMPA cohort to determine if either a TGMPA Alumni Association or a Tribal Managers Association would be feasible for the current
cohort. Based on the data gathered, the research team initiated a second study to explore the possibility that both TGMPA cohort members and other tribal managers might be interested in a Tribal Managers Association. The research team’s design process explored how a Tribal Managers Association could benefit tribes and tribal managers.

The interest in this organization is solidly grounded in the experience of the current TGMPA cohort, to which this research team belongs, and the previous TGMPA cohort. The tribal governance program has afforded participants unique and perhaps for some participants, unexpected opportunities. Most students work in very political jobs, situated in very political work environments. The tribal governance program allows students a less political environment to talk honestly and without the restrictions often placed on governmental administrators. This has included sharing questions and struggles, trying out proposals and development ideas, problem solving personnel problems, policy and procedure challenges, failings, frustrations, disappointments, barriers, personal responses to difficult or challenging work situations, etc. Many students have commented to each other how unique this opportunity is to other experiences they have, and how highly they value the opportunity to talk and learn with peers. Many have commented they are fairly isolated in their jobs and given the political intricacies of their positions are particularly cautious at times involving others working at their tribes or in their work environments with the complex issues and strategic decisions they face. Many have commented on how much specific class readings and conversations have improved their ability to do their jobs, strengthened their vision, or enhanced their resolve.
There have been conversations between the two cohorts with a number of the previous cohort commenting they miss the type of opportunities briefly described above and wish there was some way of continuing these valuable experiences outside a classroom experience. The conversations often include discussion about how to support others they know in tribal governance work such as high level tribal administrators actively involved in similar struggles. Participation in a Tribal Managers Association might also meet their needs facilitating similar experiences to those of the program cohorts. It is also a way to expand the knowledge base and intergovernmental problem solving and collaborative sharing outside the limitations of specific tribal governments, graduate programs, etc.

The research team had many conversations on who might be appropriate to seek for membership in a Tribal Managers Association. There were many possible categories of potential membership pools. As mentioned above two categories were thought to be current tribal administrators considering the TGMPA program and those not interested in the program. There are reservation-based bachelor’s programs through TESC. These participants were seen as another potential membership base. Another category of possible membership was administrators working for other non-tribal governments whose specific job description or work tasks were of an intergovernmental nature with tribal governments. In Washington State there are a number of people identified as “tribal liaisons” who work for state, county or municipal governments. There was significant conversation on identifying potential membership. The intent was to replicate the benefits of the TGMPA program for its graduates and for others with similar work responsibilities. The effort was to describe
the population of possible participants so as to accurately explore potential bases for a feasibility study and organizational design issues that could inform the idea being explored.

Limited time and resources were practical limitations for this study. It was thought a simplified feasibility study to explore the idea of a Tribal Managers Association was a good next step. The research team decided to focus this study on the following two research questions:

**Question #1:**

Do Tribal Managers want to participate in a Tribal Managers Association?

**Question #2:**

What interests and needs do Tribal Managers have that could be met by a Tribal Managers Association?

There are many helpful books available to guide researchers as they design their studies. We reviewed Robert Yin’s thoughtful and detailed book, *Case Study Research: Design and Methods*, for his guidance in research design and methods. Using Yin’s epistemology of case study research methodology to evaluate the current study would identify the presence of both exploratory and descriptive elements in this feasibility study of a tribal managers association. This includes the effort to describe types of interests and needs a tribal managers association might meet. Throughout the initial research design delimitation decisions, data analysis and literature review processes, the researchers continued to identify additional questions for future research. Research questions and hypotheses, and research design are all based
on assumptions. The conscious assumptions upon which this research is based follow.

**Assumptions**

This study assumes there is an interest and need for a Professional Tribal Managers Association for current tribal managers. It is also assumed:

1. Representation of tribal managers is non-existent in formal public administration associations.

2. Tribal governments are growing at a very fast pace often leaving tribal managers to resolve, in relative isolation, the conflicts created by working in an intergovernmental context of Eurocentrically-based public administration approaches while striving to maintain and strengthen specific Indigenous cultural values, governance styles, and public administration approaches.

3. An association or organization for tribal managers might be a great asset to tribal governments.

4. An inter-tribal association linking tribal managers is a great way to share and express common interests and concerns.

5. Tribal managers have a need for on-going professional development because tribal government is complex and tribal government professionals need a place to discuss and share ideas and concerns they face with others who understand the challenges of tribal governance.
6. While federal, tribal, state, county, city, education, parks and municipal utility district public administrators work within their specific governmental structures, tribal administrators/managers have additional responsibilities to respond to the communities they represent and in which they work. Tribal managers are often not afforded the relative distance between their work, home, family and/or social circles that other public administrators are more prone to experience. The intricacy of tribal politics is increasing and a Tribal Managers Association can be a link to others who face similar issues. The assumption is many tribal managers are dealing with many of the same issues.

7. Tribal managers taking leadership positions in tribal government may be faced with guarded and mixed responses from tribal community members. Creating a Tribal Managers Association could serve as a support group for tribal people facing these challenges. A Tribal Managers Association may provide networking opportunities for individuals with similar backgrounds and interests. A professional Tribal Managers Association could facilitate support through ongoing community education events and or research in areas of interest to its members. This environment has the potential to become a safe place where tribal managers can discuss tribal governance issues.

**Delimitation--Research Questions not Pursued**

In addition to identifying the specific scope of this study, it is important to identify possible areas of study that were eliminated in the delimitation process of research design. Selections were made based on the time and resources available. They are relevant aspects to the question of how to implement a Tribal Managers Association.
There are many possible aspects to exploring the feasibility of a Tribal Managers Association. The research team chose not to include in the scope of this study a number of questions and areas of research. The information gathered on these aspects in preliminary investigations conducted during the research design phase of this study are gathered here for any wishing to develop further areas of inquiry.

1. There are a number of possible organizational structures.

   a) A Tribal Managers Association could choose to be a non-profit organization. This would necessitate creating Articles of Incorporation and Bylaws in which definitions and types of membership, size of the board of directors, purpose of the organization, etc. are delineated. It would also be necessary to complete an application for federal tax-exempt status.

   b) A Tribal Managers Association in Washington State could explore being attached to the Northwest Indian Applied Research Institute or the Joe DeLaCruz Center for Advanced Studies in Tribal Governance at TESC. The legal opportunities and limitations would need further exploration, including how this organizational structure might affect membership, meeting locations, opportunities for collaboration on tribal policy development and interacting with others in tribal government, etc.

   c) A group of tribal leaders, members of the Affiliated Tribes of Northwest Indians [ATNI], have been planning the development of the Northwest Indian Policy Center [NWIPC]. A resolution was
offered at the May 2006 ATNI meeting to support the establishment of a policy center and to appoint a steering committee for its further development. They plan to have a separate but closely tied organizational structure to ATNI, with the policy center’s board of directors and ATNI’s executive board signing a memorandum of agreement clarifying roles, expectations, and specifying the nature of the relationship between the two organizations. One possible organizational structure for a Tribal Managers Association is to develop some alliance with the policy center being developed.

d) ATNI is a regional chapter of the National Congress of American Indians [NCAI]. NCAI is a national organization for tribal leaders, primarily elected tribal leaders and technical staff, to cojoin their interests into effective lobbying, issue distillation and strategy, and other issues of mutual interest. Another possible organizational structure for a Tribal Managers Association is some direct relationship with the regional chapters of NCAI. This model would organize regional chapters of a Tribal Managers Association in tandem with the regional organizations of elected tribal leaders, possibly facilitating closer inter-tribal working relationships between tribal elected leaders and the layer of tribal administrators/managers who create the policies and procedures, apply for grant funds, develop budgets and economic development proposals, oversee the provision of services to tribal citizens, negotiate working agreements
on specific issues with governments with jurisdictions overlapping the tribes’, collaborate with other parties on issues of land and resource management, etc.

e) A Tribal Managers Association could choose to operate under the umbrella of another pre-existing inter-tribal non-profit organization. A number of agreements related to the nature of the organizational relationships, opportunities and limitations would need to be identified and explored.

f) A Tribal Managers Association could choose to be a chapter or unique affiliate with pre-existing non-profit organization focused on public administration issues, rather that a pre-existing inter-tribal non-profit organization. The benefits of such an affiliation would need to be explored.

2. There are a number of fiscal issues related to creating a Tribal Managers Association. They include answers to questions such as, should there be dues? If so, how much? What minimal number of members is needed to maintain the fiscal viability of such an organization? Who will do the administrative work necessary to keep an organization “alive”?

3. There may be different interests or foci among tribal managers working in different administrative settings: coastal and plateau tribes; small and large tribes; tribes with a primarily aging population and tribes with a primarily under age eighteen population; tribes with land and tribes without land; federally recognized tribes, state recognized tribes and unrecognized
tribes; Urban Indian programs and reservation-based programs; rural reservations and urban reservations, gaming tribes and non-gaming tribes, etc.

4. It is possible differences in culture, language, and issue priorities might be cause for tribal managers to choose not to come together in an organization. This study focused on the questions of common interests and needs. Another type of study might investigate if there are areas important not to approach as part of a Tribal Managers Association.

Literature Review

Overview of literature review

The literature review for this study has three major sections. The first section used various electronic search engines and specific subjects and/or key words to find relevant academic sources to identify background or previous academic research to inform the current research and attempt to answer the following questions. Has anyone else previously researched the idea of a Tribal Managers Association? If so, what did they learn? How did they collect data? How did they structure their research? The second section identifies current public administration associations, their membership, mission, scope of activities, and what overlap, if any, exists between whom they serve and who a Tribal Managers Association would serve. The third section identifies some of the Native American professional organizations that currently exist and explores their membership, mission, activities, fiscal and bureaucratic structures, and what overlap, if any, exists between whom they serve and who a Tribal Managers Association would serve.
Literature Review—First Section

The use of electronic search engines to identify applicable peer reviewed journal articles and texts was conducted in several successive phases. The first phase utilized Google and Dogpile search engines, and existing data available on The Evergreen State College’s Institutional Research website. The search queries used the following key words and phrases: Public Administration, Tribal Government in Public Administration, Native American Public Administration, American Indian Public Administration, and Minority Public Administration.

Literature available on students attending the Evergreen State College provided the following information:

- According to Fall 2004 enrollment statistics for The Evergreen State College, of the total 4,410 students enrolled, 769 (19%) of them were students of color and 272 of the total were graduate level students (TESC).

- The number of students who are Native American broken out by degree program is missing from the data collected and reported at this site. It would be interesting to track the number of Native students enrolled in both the Native American Studies undergraduate program as well as the number of Native students enrolled in the MPA Tribal Program including retention rates and information about whether they were employed in their area of study while attending TESC.

TESC’s institutional data was investigated to explore the assumption several sub-set populations of TESC students might be interested in a Tribal Managers Association. Those populations include: 1) current and previous graduates of the
Tribal Governance Master in Public Administration [MPA] program; 2) current and previous graduates of the reservation-based bachelors programs since many work as administrators and managers at their tribes; and 3) current and previous graduates of the regular MPA program who work for tribal governments or state, county, or city governments in positions that interact with tribal governments. The lack of data on Native Americans in public administration is not limited to The Evergreen State College’s institutional research site. Current public administration literature frequently ignores the topic of tribal government.

Use of Google and Dogpile search engines could not produce any literature on Native Americans in public administration or the topic of tribal governance as a form of public administration. Additional information sources were sought from Alan Parker, Director of the Northwest Indian Applied Research Institute [NIARI] at TESC. He confirmed the initial finding it is very difficult to find sources for categories of inquiry like the focus of this study. He mentioned the 2002 and 2004 TESC Tribal Governance MPA cohorts are the first students being specifically trained in the area of tribal governance public administration and among the first graduate students doing research in areas of interest to tribal governance as a field of inquiry and academic focus. As Tribes continue to assert their sovereign rights, it will become an increasing necessity for all public administrators to interact with tribal governmental entities. The lack of information on tribal governance, tribal governments or related information in the first phase of the literature review indicates it is very likely federal, state, county and municipal public administrators’ advanced academic training and
professional literature is entirely devoid of any information on tribal governance and intergovernmental relations with tribes.

A recent example easily strengthens this concern both for the field of public administration and for tribal governments. David C. Nice in his recent [2002] book, *Public Budgeting*, had many opportunities to comment on concerns of tribal governments as he attempted to write a comprehensive book on public budgeting that could be used as a fundamental textbook in undergraduate and graduate courses on the subject matter. He notes in Chapter 10, *Intergovernmental Aspects of Public Budgeting*:

> An important feature of public budgeting in almost all countries is the existence of multiple governments within the same country. Public budgetary decisions in the United States, for example, are made by the national government, 50 state governments, and over 87,000 local governments, including cities, counties, and special districts. When those governments have some degree of autonomy from one another, have differing responsibilities and are subject to different political pressures and incentives, budgetary dynamics may be very different from one decision-making arena to another. Moreover, the budgetary decisions of one government may be affected in various ways by other governments…

The issues of overlapping jurisdictions and intergovernmental relations are particularly relevant to tribal governance. The book was published in 2002, thirteen years after the Centennial Accord between Washington State and Federally Recognized Tribes was signed inaugurating a new era of intergovernmental relations. [Governor’s Office of Indian Affairs, Washington State] The author is a teacher of public administration for a major university in Washington State, Washington State University, and yet he fails to even list tribal governments in his list of governments in the United States.
For many people the U.S. Supreme Court’s [*Cherokee Nation v. Georgia*, 1831] legal description of Indian Nations as “dependent domestic nations” is a difficult concept to grasp. Including tribal governments and tribal governance issues accurately in public administration texts could perhaps increase the number of people competent to respond to the levels of complexity required of all tribal governments and their administrators. It is reasonable to use Nice’s total silence on the existence of tribal governments and their specific issues as typical of the degree to which public administration as a field has failed to mention tribal governance in their learned journals and textbooks.

The work required to find academic and related sources for this study’s literature review may indicate important missing information on tribal governance resources in general and could underscore the type of void a Tribal Managers Association might be able to fill. The lack of inclusion of tribal governments in Nice’s book provides another window into the tremendous work currently being required of tribal governments as they develop their economies, and their governmental structures including their public administration. When significant texts on essential governance issues, such as public budgeting, entirely leave specific considerations of tribal governance out of the picture, tribal managers and administrators must develop the knowledge often freely provided to other governments by scholars, academic institutions and think tanks.

The absence of tribal governance issues in public administration literature could be a research project in itself. For purposes of this research, it is primarily a statement of fact, that little to no discussion on tribal governance could be found in
any public administration literature resulting from the previously identified queries. A
review of TESC Alumni Surveys completed through 2004, also reflects an absence of
consideration of tribal governance issues in public administration. Future surveys of
TESC graduate and undergraduate alumni will hopefully yield sufficient data to begin
to build a body of tribal governance issues in public administration information.
Previous and current TGMPA cohorts should be able to contribute to an enhanced
TESC database if they are included in future surveys.

A second phase of the literature review was conducted after an initial peer review
and further research revealed related information that could support this study’s
assumptions.

1. Use of the Proquest search engine with a topic query “management in tribal
governance” led to multiple sub-topic options. The first sub-topic,
“management in quality circles” led to an article on culture as a factor in
accomplishing safety in healthcare provisions (Ferguson, 2005, pgs 33-41). It
discusses collaboration of people across various disciplines while actively
exploring the sharing of ideas and how process improvements can enhance
work environments and create answers to practical problems identified by
those people. Our research also has an underlying assumption that a Tribal
Managers Association can become a “quality circle” for tribal managers.

2. A Proquest “management quality teams” query led to an article on developing
a team’s pride by encouraging input. It asserts that “In the traditional vertical-
management structure, it is difficult to have good communication. Feedback
and information have trouble flowing uphill to the decision-makers in
management. Successful corporations are restructuring to a more horizontal model” (Waterman, 1998, p. 9). This article’s content suggests those developing the concept of a Tribal Managers Association explore developing a horizontal organizational management model. This is an example of how a literature review related to the specific questions being explored requires the ability and necessity to extrapolate underlying concepts and practice approaches in mainstream academic and professional writings. The title of the article, *A Team’s Pride Is Sparked By Input*, also reflects our research explorations—how to increase the value and support for the “team” of tribal managers and functionally increase the ‘pride’ tribal managers have in their professions.

3. The “management quality teams” topic query led to the sub-topic of “managerial skills” which led to the sub-topic of “social change”. Tribal managers and tribal governments are involved with facilitating many changes including the growth and development of tribal governments. Interestingly, the article at the end of this search string is titled *Change Management Is An Oxymoron*. The article provides an example of a topic that might be of interest to potential participants in a Tribal Managers Association with content that underscores the potential value of such organizations. The author asserts that “Change management comes from the same dangerously seductive reasoning as strategic planning. They are both based on the shaky assumption that there is an orderly thinking and implementation process which can objectively plot a course of action. To effectively deal with change, people and organizations
must improve themselves. Resistance to today’s change comes from failing to make yesterday's preparations and improvements” (Clemmer, 1996, p.10). A Tribal Managers Association proposes to assist individuals and their related tribal organizations in improving themselves. This may be another example of the need to cast a wider net during a literature review in general and perhaps more so when dealing with tribal governance issues.

4. A sub-topic search "communicating for change" revealed a Canadian article of the Society of Management Accountants which identified a central management issue, "no matter what kind of organization you lead, you are probably asking yourself: How can we help our people understand that things are changing and that we need to change too?” (O'Neill, 1999, p.10) The creation of a Tribal Managers Association would be an example of a change implemented, and necessitate the need to communicate with many people to make the proposed change, the association, happen. The organizational development process would require both organizers and participants to communicate to others that the strategies of tribal management and supporting tribal managers need to change. It should specifically include a focus on Native Americans, just as some academic programming provides a specialization for tribal governance in public administration.

5. Under the search topic “management for change”, another sub-topic was “student organizing”. The article “Approaches to student engagement: Does ideology matter?” is useful in exploring possible ways to create support for a Tribal Managers Association (Vibert, 2003, p.11). It is possible that the idea of
tribal managers’ engagement in learning may have applicable information for tribes across Washington State, the United States and/or Canada that want to engage tribal managers in a relationship with other tribal governments. The article includes the concept of a “curriculum of life” that refused “to skirt potentially controversial or sensitive issues.” Our research explores the viability of an organizational structure which focuses on creating a space where potentially controversial or sensitive tribal governance issues can be discussed and explored. This research presumes participant’s individual interests are a significant factor in engagement. We’ve made the assumption that a Tribal Managers Association would need to meet tribal managers’ interests for them to engage in any organization.

6. Another article on student engagement, Putting the Elephant Into the Refrigerator: Student Engagement, Critical Pedagogy and Antiracist Education has guidance for a Tribal Managers Association. Like the study of public administration “…antiracist multicultural education is an approach that crosses [many] disciplines and [of particular importance to tribal managers] addresses the histories and experiences of people who have been left out…key concepts for the multiculturalists are cultural awareness, equity, and self-esteem…antiracists are more concerned about human rights, power, and justice” (McMahon, 2003, p.1). The Tribal Governance MPA is an active applications focused degree. This article’s concepts provide relevant content of how to guide and focus an action focused organization where the issue of
how to engage participants belonging to diverse groups may be of particular importance.

A third phase of the literature review used a twelve search engine meta-search using the subjects of: Professional Managers, Public Administration Professional Organizations and Tribal Managers. The twelve search engines were: 1) United Nations; 2) JSTOR; 3) WilsonWeb Social Sciences Index; 4) Summit (Orbis-Cascade Alliance); 5) JSTOR Language and Literature; 6) WilsonWeb Humanities Index; 7) OCLC FirstSearch World Almanac; 8) ABC-CLIO America: History and Life; 9) EBSCO Academic Search Elite; 10) ABC-CLIO Historical Abstracts; 11) OCLC FirstSearch Alternative Press Index; and 12) OCLC FirstSearch Papers First. The United Nations and OCLC FirstSearch Papers First search engines revealed no results. A note was displayed stating the lack of results for those three search engines might indicate “the database [wa]s temporarily busy while being used by other patrons at your location.”

The meta-search with the subject “Professional Managers” did not provide articles relevant to this study. The first ten articles listed their URL as http://orbis.uoregon.edu, and the next ten articles listed their URL as http://0-newfirstsearch.oclc.org.cals.evergreen.edu. They had the following titles: 1) Archives and archivists in the information age/Richard J. Cox; 2) Business savvy in nurse managers: how important is it?/Lenora Brown; 3) Nurse managers: a guide to practice/edited by Andrew Crowther; foreword by Reta Creegan; 4) Relocating careers: Hong Kong professionals and managers in Australia/Anita S. Mak; 5)

The meta-search with the subject "Public Administration Professional Organizations" did not provide articles relevant to this study. The first ten articles listed their URL as [http://orbis.uoregon.edu](http://orbis.uoregon.edu). They had the following titles: 1) Careers
7. “Columbia River Inter-Tribal Fish Commission” [electronic resource] with the Commission also listed as its author. “The Columbia River Inter-Tribal Fish Commission (CRITFC) is the technical support and coordinating agency for fishery management policies of the four Columbia River treaty tribes.” (Lewis and Clark 2000) The four member tribes are the Nez Perce, Umatilla, Warm Springs and Yakama. The commission has an Executive Director, Commissioners, and an Inter-Tribal Fisheries Enforcement arm all dedicated to “overall management of the fishery resources, and as managers, to protect reserved treaty rights through the exercise of the inherent sovereign powers of the tribes.” (CRITC) This is an example of intergovernmental cooperation
among tribes on a specific issue. Since it is using treaty rights as part of its reason for existence, it is using a pre-existing legal basis as a conceptual foundation for the organization and also as an extension of the four member tribes’ governments. These conditions are different than the idea of a Tribal Managers Association. There is no pre-existing legal basis for a TMA, nor is it intended to be a direct extension of specific tribal governments. The Commission may be a location to advertise a TMA and recruit members.

The next phase of the literature review used the EBSCOhost Academic Elite search engine with a further delimitation of “peer reviewed journals”. The first search used the key words “tribal” and “Indian” and “Managers”. There was one article.

8. The article, *Cultural Landscapes and Traditional Cultural Properties: A Southern Paiute view of the Grand Canyon and Colorado River* [Stoffle, Halmo, and Austin, 1997] is significant to this study in its identification of a specific Indian, in this case Southern Paiute, perspective on land management, which is different from State and Federal land managers. It translates cultural values and worldview into cultural concerns that can be used to benefit the protection of land and environments under cultural resource protection laws. It couples language and understanding for use by land managers in furthering the values of protecting land, animals, artifacts and specific locations. It is important to note all locations are sacred for Indian people when understood from a worldview where all being has life, all life is sacred, all life is part of an interconnected web of existence and human life is
an integral part of that web. This is in contrast to a Eurocentric worldview which assumes a compartmentalized universe where monetary value can be identified to compensate for the “taking” of land, animals, habitat, and/or specific locations. This worldview further assumes any harm created can be compensated and will not create any lasting damage. This article provides one view of the multiple value conflicts, worldviews and complex administrative negotiations and responsibilities tribal managers must navigate.

A second EBSCOhost Academic Elite peer reviewed journal search using the key words of “tribal” and “Indian” and “administrators” resulted in one article.


The third EBSCOhost Academic Elite peer review article search used the key words “American” and “Indian” and “administrators” and identified ten articles. There were several interesting issues to note in these results. The first is there were ten, not one, peer reviewed article. The second was the ten articles were primarily specific to federal legislative activities and/or federal funding of services to American Indians/Alaskan Natives. The third is none of them were relevant to this study. One of the ten articles was the ICW article mentioned earlier. The ten articles in their listed order by EBSCOhost Academic Elite were:
1. **Recently Published Dissertations on Community and Junior Colleges.** Community College Journal of Research & Practice, Mar2006, Vol. 30 Issue 3, p287-289, 3p; DOI: 10.1080/10668920500388385; (AN 19437459). This article identifies dissertations discussing how many American Indian students matriculated through community and junior colleges and how effective these educational institutions have been in assisting “minority” students’ success in school.

2. **Strategies to improve minority access to public mental health services in California: Description and preliminary evaluation.** By: Snowden, Lonnie; Masland, Mary; Ma, Yifei; Ciemens, Elizabeth. Journal of Community Psychology, Mar2006, Vol. 34 Issue 2, p225-235, 11p, 3 charts; DOI: 10.1002/jcop.20092; (AN 19704147). This study documented and evaluated steps taken by public mental health administrators to recruit members of underrepresented ethnic minority populations into treatment. It identified strategies considered effective for reaching African American, Asian American, Latino, and Native Americans communities and overcoming barriers to treatment-seeking. It discusses a mainstream service system and how to increase the use of its services by possible “minority” [emphasis authors] recipients. It does not discuss those individuals as administrators of those services nor does it relate to tribal governance or a tribal service system.
3. **Ones to watch.** Nursing Management, Nov 2004, Vol. 35 Issue 11, p56-56, 1/2p, 2c; *(AN 15096890)* is a two page article identifying nurses who have been advanced in their field, much as a newspaper’s business section will identify people promoted to significant positions in the business community. It was identified by the search because someone working for the Indian Health Services in management was being promoted and therefore included in the list. It is a list of names, promotional titles, and worksite location for those individuals.

4. **Racial Disparities and Discrimination in Education: What Do We know, How Do We Know It, and What Do We Need to Know?** By: Farkas, George. Teachers College Record, Aug 2003, Vol. 105 Issue 6, p1119-1146, 28p; DOI: 10.1111/1467-9620.00279; *(AN 10193305)* is similar to the first citation. Again it is focused on mainstream services, in this case education. It identifies American Indian children entering kindergarten or first grade with lower levels of oral language, prereading, and pre-mathematics skills, as well as lesser general knowledge, than that possessed by White and Asian American children, and along with African American, and Latino displaying behaviors less well suited to the school’s learning environment. In addition to the fact this article is not applicable to the current study, it provides evidence of cultural conflict and Eurocentric cultural dominance in the characterization of American Indian children as “displaying behaviors less well suited to the school’s learning
environment” rather than questioning a learning environment that does not maximize its cultural compatibility with diverse cultures being educated together or modify its teaching techniques to be culturally compatible.


6. American Indian Perspectives on Addiction and Recovery. By: Lowery, Christine T. Health & Social Work, May 98, Vol. 23 Issue 2, p127-135, 9p; (AN 590885). This is another service delivery cultural perspective article, again from the health field.


9. **Being Gay and Doing Research on Homosexuality in Non-Western Cultures.** By: Williams, Walter L.. Journal of Sex Research, May93, Vol. 30 Issue 2, p115-120, 6p; (AN 9702144231) The article looks at how being gay and doing research on homosexuality assisted the author to gain the trust of informants from a variety of cultures in providing data that he would have otherwise been unable to obtain. It deals with the author’s coming to terms with his closeted homosexual orientation, due to his fear of not being advanced to tenure in U.S. academic institutions, by researching homosexuality in other cultures stigmatized by Eurocentric heterosexual dominance that have some history of accepting of homosexuality.

10. **Editorial.** By: Harper, Frederick D., Journal of Multicultural Counseling & Development, Jul92, Vol. 20 Issue 3, p98-98, 1p; (AN 9707141928). This editorial provides some statistics of the small numbers of ethnic minority members who receive different levels of college degrees, and the small number of ethnic minority members in the Association for Multicultural Counseling and Development.

The fourth EBSCOhost search for “Native American” and “Professional Managers” was also unrevealing of articles that could assist this study. The fifth search with the key words “American Indian Professionals” resulted in one hundred and sixty-six articles. They were similar to the ten mentioned earlier in some detail. None was directly relevant to this study; many were focused in areas of health care and social service delivery that mirror Federal funding, such as Indian Health
Services, and Indian Child Welfare. There were articles on education which might be related to Federal initiatives focused on improving educational access and/or achievement of “ethnic minorities”. These searches indicated another focus was needed for this feasibility study. Sections two and three of the literature review explore organizations and associations that are focused either on public administration or American Indian specific professional interests. Before moving on to those areas of inquiry, a few concluding comments for this section are offered.

While this search uncovered some articles that can be related to this study, it was primarily found that no research has yet been conducted in this area of interest. The team determined a typical academic search for peer reviewed journal articles and literature would yield too few references and hence in itself would be academically insufficient for a formal research project. This was one of the initial challenges the research team faced.

This paper repeatedly comments on the issue of conducting research in the area of tribal governance public administration. One of the findings and continual challenges was how to conduct research which meets the specific rigorous standards of academia in areas to which academia has generally paid no attention. In other words, if a certain number of peer reviewed journal articles and academic books are recognized as the legitimate sources for a research paper and academia has not studied whole areas of governance, there is a kind of dilemma inherent in having tribal governance research such as this study viewed as legitimate. For the researchers the obstacles encountered in performing a literature review are one of the unexpected findings of this study. The team hopes articulating this issue and
how it chose to approach solving this dilemma can provide documentation for future consideration of other standards for academic research in areas lacking previous academic exploration. Also, in the tribal governance arena the rights of tribal governments to own and control data and insure safety for their citizens come in to play, not just the rights of individual human subjects. The experiences lead the team to hypothesize this will be both a discovery and a challenge for all doing formal research work in tribal governance public administration for quite some time until a body of literature in this field is developed.

It may be a somewhat unusual choice to place an initial summary of the literature review process here and not the end of the literature review. It is done in the hope to further highlight the context and issues of this literature review. It is an assertion that the context faced in conducting this literature review is as important a finding as the specific content discovered, and might have relevance to future tribal governance research.

**Literature Review—Second Section**

This section of the literature review identifies current public administration associations and explores their membership, mission, scope of activities, and what overlap, if any, exists between whom they serve and who a Tribal Managers Association would serve.

1. The *American Society of Public Administration* [ASPA] has been in existence since 1939. Its advertising tag line is “advancing excellence in public service”. [ASPA Website] The organization has a central office on Pennsylvania Avenue in Washington D.C., an international membership
with categories of membership fees, local chapters including some affiliated with educational institutions, a code of ethics, library, links to internet sites of related interest, It self describes as:

…the nation’s most respected society representing all forums in the public service arena. We are advocates for greater effectiveness in government-agents of goodwill and professionalism-publishers of democratic journalism at its very best-purveyors of progressive theory and practice and providers of global citizenship. We believe that by embracing new ideas – addressing key public service issues- and promoting change at the local and international levels, we can enhance the quality of lives worldwide.

ASPA state’s its mission to be:

…the leading public service organization that:

- Advances the art, science, teaching, and practice of public and non-profit administration.
- Promotes the value of joining and elevating the public service profession.
- Builds bridges among all who pursue public purposes.
- Provides networking and professional development opportunities to those committed to public service values.
- Achieves innovative solutions to the challenges of governance.

These are theoretically comprehensive and laudable goals. The nineteen ASPA sections include a section on Chinese Public Administration, one on Women in Public Administration, one on International and Comparative Administration; one on Intergovernmental Administration and Management; and mention of a Conference on Minority Public Administrators. None of the ASPA chapter names indicate an American Indian, Alaska Native, Indigenous Hawaiian, First Nations, Maori, or Aboriginal focus. There was evidence of an occasional article on [American] Indians in the ASPA
Journal, but no inclusion of tribal governance concerns in the abstracts of most articles. There is no evidence issues of tribal governance have an accurate home in ASPA. A Tribal Managers Association might fill a need, to meet the needs of tribal administrators and tribal governments; the local chapter of the American Society for Public Administration does not.

2. The Commonwealth Association for Public Administration and Management [CAPAM] “was established in 1994 as a not-for-profit membership association.” [CAPAM website] It describes itself as:

   “an international association of senior public sector practitioners who seek opportunities for professional networking and learning, to improve their capacity to provide excellent public service. CAPAM programmes strengthen the quality and effectiveness of public administration and advance good governance in Commonwealth countries. Membership is open to public sector individuals, organizations, government ministries and departments within the Commonwealth, researchers, students, and individuals and organisations in non-Commonwealth countries…It is currently is a network of more than 1,100 public sector professions.

This organization provides a scholarly newsletter and publications, reduced rates for their biennial conference and access to their database. It’s focus and membership does not overlap with the idea of a Tribal Managers Association.

3. The Institute of Public Administration of Canada [IPAC] is related to CAPPA, the Canadian Association of Programs in Public Administration. [CAPPA website] CAPPA is an association of educational institutions teaching about and researching areas of interest in the public
administration field. IPAC was ‘founded in 1947…as a dynamic association of public servants, academics, and others interested in public administration. [IPAC website]. It is interesting IPAC “was incorporated …as the country emerged from the Depression and the Second World War, and from it’s beginning has been a volunteer-driven organization. “While it identifies one of its aims was to “provide international liaison” it does not mention First Nations public services in the governments it sees as its’ membership. Bylaw B states: “To promote amongst members of the federal, provincial and municipal public services of Canada the study of public administration with a view better to serve the public interest.”

The purposes and focus of IPAC does not overlap with the idea of a Tribal Managers Association. It is reasonable to explore if tribal managers working for First Nations Tribes and Bands might have interest in joining a Tribal Managers Association. There might also be interesting opportunities to link regional Canadian Tribal Managers Association Chapters with the Canadian national organizations of elected tribal leaders. One possible contribution is the choice to be a “volunteer-driven organization”. This is another model those wishing to further develop a Tribal Managers Association might explore.

4. The National Association of Schools of Public Affairs and Administration [NASPAA] is focused on “ensur[ing] excellence in education and training for public service and to promote the ideal of public service.” [NASPAA
website] Its focus is educational institutions and careers in teaching more than supporting the practical collaboration of people doing public administration and governance work. In this way it is similar to CAPPA previously mentioned in item three.

The organizations of public administrators found in a web search have been described. The additional sites located in the web search were chapters of ASPA. There appears to have been no previous or current general public administration organizations that address the needs of tribal governments or tribal managers. The needs of tribal managers are not being met by any of the organizations, societies, institutes or associations discovered during this part of the literature review.

**Literature Review—Third Section**

The third section identifies some of the current Native American professional organizations and explores their membership, mission, activities, fiscal and bureaucratic structures, and what overlap, if any, exists between whom they serve and who a Tribal Managers Association would serve.

1. The [National Congress of American Indians (NCAI)] is an organization of credentialed tribal representatives and members providing national leadership on issues facing tribal communities. It was founded in 1944 to respond to federal Indian policies of termination and assimilation with the vision of strengthening the effective lobbying of American Indian and Alaska Native tribal governments by creating a unified voice of multiple nations thereby
enhancing efforts to protect treaty and sovereign rights. NCAI’s website identifies their current initiatives as: methamphetamine in Indian Country, Native vote, state-tribal relations, embassy capital campaign, sovereignty protection, trust reform, research and policy analysis, human needs in Indian Country, federal appropriations, and NCAI youth. Tribes, individual Indians and individual non-Indians can all be members. Membership dues are charged. Members representing tribes must be properly selected and credentialed through formal tribal council resolutions. There are three main meetings each year, with the winter session always scheduled in Washington, D.C. in February to facilitate tribes’ federal government lobbying and ability to provide input to the federal budget development process.

The organization’s website includes specific policy issue resolutions. Committees are formed to address both ongoing and time-limited issues among members who have a similar interest or need. In late 2003, “NCAI launched a national Policy Research Center which was designed to collect, coordinate, and make available information, data, and analyses that are pertinent to public policy decisions.” The vision was to be proactive in policy development and create a resource that could be used by tribal and other governments in accurately identifying needs and facts related to tribal governments and American Indian/Alaska Native [AI/AN] people. NCAI meetings are attended by elected tribal leaders, some tribal administrators, students and other interested parties.
The meetings are primarily focused on political action activities, rather than day to day administrative governance. An example may help clarify. If a federal guideline related to federal monies, to individual Indians, individual Indians’ property, or specific Indian or Tribal programs is impairing tribal governments’ abilities to govern or serve their members, or restricting individual Indians access to programs, services and/or monies rightfully theirs, NCAI may choose to lobby the appropriate federal legislators and administrators to change those federal guidelines. They may also pass resolutions, develop talking points, identify potential supportive legislators and focus lobbying efforts to achieve a change in the problematic federal guideline, statute or decision making process. While some higher level tribal administrators may attend these meetings, NCAI is not primarily focused on assisting tribal managers and administrators to implement programs, or develop policies and procedures. This type of support may happen tangentially as individuals develop friendships and seek information in an informal manner.

Again, it would be advisable for those interested in developing a Tribal Managers Association to explore partnerships with ATNI’s regional organizations, and it’s Policy Research Center. One possible vision for a TMA could be regional chapters that coordinate with the political action arms of elected tribal leaders. There is some potential value added for both tribal
governments and tribal managers for associations that meet their interests being organized along similar geographic lines where they can be mutually supportive in their efforts. In some sense, the idea of a TMA is to provide a type of support to the layer of tribal governments that are administrators/managers that NCAI nationally, and Affiliated Tribes of Northwest Indians [ATNI] provides in the northwest region of the U.S. While there is the possibility for close productive working relationships, the purposes, mission, and membership of NCAI differs from the vision of a TMA.

2. The National Indian Education Association [NIEA] is also membership based and is “committed to increasing educational opportunities and resources for American Indian, Alaska Native, and Native Hawaiian students while protecting our cultural and linguistic traditions.” [NIEA] It was founded in 1969 and claims to be the largest and oldest Indian education organization in the nation. It is governed by a Board of Directors, with twelve representatives. It has committees that focus on insuring native students and teachers are included in education forums in Washington D.C. and through Indian Country.

The organization was formed to provide AI/ANs a national voice to aid local Indian efforts to “improve access to educational opportunity.” It is clear this organization has a strong political purpose. It’s website states, “Although non-Indian parents and communities in America have always maintained control over their children’s education through elected school boards, Indian tribes and Indian parents have historically been denied this right.” Both this
organization and NCAI have as their purpose the assisting and strengthening of an Indian voice in national political activities and decisions. Again, this is a different focus than those envisioned in a Tribal Managers Association. NIEA is focused on being both a political voice and a profession area support organization where national conferences can share ‘how-to’s’ in educating Indian children, creating Indian curricula, administering and teaching to reinforce indigenous strengths and identities specific to individual tribes, and generally across Indian Country. It is true a TMA is envisioned to support the sharing of “how-to’s” among tribal managers, but it is envisioned as a network of regional groups, rather than a national organization with a political aim. The vision of a TMA is to strengthen the abilities and skills of tribal managers, and provide assistance to tribal managers, and tribal liaisons from other governments in navigating the complex legalities that form the context of tribal governments, intergovernmental relations, tribal policy development and culturally appropriate procedures that also meet the business needs of tribes.

3. The American Indian Science and Engineering Society [AISES] is a national nonprofit organization whose mission is “To substantially increase the representation of American Indian and Alaskan Natives in engineering, science and other related technology disciplines.” It is a membership organization, with national technology business partners such as 3M and Lockheed. Part of its mission is to develop regional chapters to further the organization’s mission, provide support, mentoring, role modeling, workshops and presentations, local scholarships, fundraisers, and other events. It might
be another organization to advertise a TMA, but as an organization has a well-defined mission which is different from a TMA. It does not appear to be in conflict with the concept of a TMA nor does it already appear to be providing an envisioned TMA function.

4. The American Indian Graduate Center [AIGC] mission is to “build, promote, and honor self-sustaining American Indian and Alaska Native communities through education and leadership.” It is a membership organization that has scholarships, an annual conference, and a magazine. It announces fellowships, jobs, research, employment and websites of interest. It purports to be the “first national American Indian association for all fields of study and professional development in Indian country”. It has begun the development of the American Indian Professional Association [AIPA], as an affiliated organization for professional development, and describes this venture as “comprised of corporations, educational institutions, alumni, current students and other groups/individuals interested in promoting professional relationships among association members, linking to Native American communities and culture and supporting the AIGC mission.” The current idea of a TMA is focused on the collaboration and support of those doing tribal administration to assist those people and the Nations for which they work. These organizations might be valuable places to advertise a TMA but do not by their very generalized scope compete with the more focused concept of a TMA.
As the organizations mentioned above indicate, there are several professional organizations in Indian Country. The researchers could find none whose mission focused specifically on the practical needs and issues of tribal managers and administrators. In fact, most Indian organizations tend to be focused as political organizing tools and/or specific professions, such as education, child welfare, sciences and engineering. They may focus on the administration of that specific profession at some of the workshops at annual conferences. The researchers could find no professional American Indian association focused on general issues of tribal governance.

The Research Design

The team: 1) decided to modify the first phase initial research project’s survey; 2) use a survey for the data collection; 3) brainstorm locations or meetings where large numbers of tribal managers would be in attendance and 4) selected the Affiliated Tribes of Northwest Indians’ [ATNI] February 14, 2006 meeting in Portland, Oregon as the location for data collection. ATNI was evaluated as the best meeting for data collection within the time allotted for this project. The compacted timeline for project completion was an externality over which the team had no control. Other externalities were: 1) when the research team would be allowed to distribute the surveys to the general assembly; 2) how many attendees would be in attendance on the day of the survey; 3) how many attendees would be in attendance at the time the survey was distributed; and 4) who might be willing to complete the survey. Over one
hundred twenty-five surveys were distributed. Twenty-five completed surveys were returned.

The survey data gathered contained both quantitative and qualitative questions in a survey [Attachment 1]. The team decided to keep this study’s survey tool similar enough to the previous study’s data collection tool to allow for the possibility of building on the previous research data. This plan resulted in stronger conclusions on several areas of data analysis.

Study participants were surveyed on the following six areas of interests/needs: 1) increased interaction with others in tribal government; 2) tribal policy development; 3) problem solving; 4) personal support; 5) employment opportunities; 6) professional development/training; and 6) interest in joining such an organization. There were seven additional demographic questions: 1) are you a tribal manager?; 2) are you a tribal council member?; 3) what is your gender?; 4) what is your age?, with choices 18-25, 26-35, 36-45, 46-55, and over 55; 5) are you currently working for tribal government; 6) are you an enrolled member of a federally recognized tribe? and 7) are you a manager for the tribe in which you are enrolled? An additional open-ended qualitative question asking participants to “please list suggestions for other areas of support here:” was included in the data collection tool. Need and interest concepts were used interchangeably in the survey tool in part to account for different ways potential participants might think about the areas of interest. Specific results using age and gender as the dependent variables are indicated in a following section.

The survey tool was designed to answer the following questions:

1. What is the level of interest in a Tribal Managers Association?
2. What needs could be met by such an association?

3. What are the benefits to creating a Tribal Managers Association?

The final list of questions to be answered is contained in the attached survey tool [Appendix One]. The survey was the main data source. Likert scales were used to determine the interest of the participants as well as their level of support for a Tribal Managers Association. An open ended question was included to gather information about additional interests not proposed in the Likert scale interest questions. The qualitative question yielded a small amount of data, making analysis of this question’s data less useful than initially anticipated.

ATNI Vice-Chair Mike Marchand introduced the research team to the ATNI general session from the front stage podium, and asked the team to introduce the project. Team member Pam Peters provided a brief introduction to the research team, the survey, the research project and how the survey responses would be used. Assurances typical of those required in human subjects reviews were made to potential participants. Participants were asked to complete the survey and return it to the TESC Tribal Governance MPA recruiting table among the vendor tables in the hallway outside the general session meeting room. Potential participants were informed the research team would be at the TESC recruiting table and available to answers any questions they might have related to the survey and/or the Tribal Governance MPA program. Researcher availability also allowed other willing participants to pick up and complete surveys.

The survey included a simple check box to acknowledge participation was voluntary. The team provided an assortment of individually wrapped candies to
participants as an expression of gratitude for their participation. The distribution of
the survey was conducted during a general session of ATNI.

Excel software was used to enter and graph the data. The process included a
number coding system. During data entry it became clear the single qualitative
question included in the survey tool might have to be thrown out, because of
insufficient response to that question. In the study’s research design phase, it was
hoped the qualitative question would produce additional feedback. Only two
participants answered the question, making it statistically insignificant. The
qualitative content received is identified in the data analysis section of this paper.
The responses indicate the wide ranging content that may be elicited when open-
ended questions are used.

Data Analysis

The study sampled participants attending the Winter 2006 Affiliated Tribes of
Northwest Indians (ATNI) meeting who voluntarily filled out the survey distributed
during a general session meeting. Nearly 125 surveys were distributed and a total of
25 surveys were returned. It is assumed the response rate could be due to several
factors: 1) the number of surveys returned could be an indication of level of interest;
2) the timing of the study and survey announcement occurred right before a lunch
break with participants leaving the general session, focused on being first in line at
the hotel restaurant; and 3) participants may have been engaged in other activities,
such as side conversations, shopping at vendor stalls. The research team had no
control over the timing of the team’s introduction during the general session. Overall,
those who responded identified an interest in having a professional Tribal Managers Association.

For purposes of this study the team chose the demographics of age and gender to compare survey results. Calculations from this type of sample survey are subject to two types of error, sampling error and non-sampling error (McNabb, 2002, p. 119). Sampling error occurs when estimates are calculated from a subset (that is, a sample) of the population instead of the full population. When a sample of the population is surveyed, there is a chance the sample estimate of the characteristic of interest may differ from the population value of that characteristic. Differences between the sample estimate and the population value will vary depending on the sample selected (Salkind, 2004). The team did not select the sample, but assumes the respondents self-selected, based on interest. The team had no information on typical ATNI meeting participants to compare this study’s sample to and therefore is unable to comment on sampling error that may be reflected in this study’s data, and was not able to mitigate for sampling error.

Non-sampling error occurs for a variety of reasons, none of which are directly connected to sampling. Examples of non-sampling error include: non-response, data incorrectly reported by the respondent, mistakes made in entering collected data into the database, and mistakes made in editing and processing the collected data (McNabb, 2002). In an attempt to mitigate non-sampling error the team documented non-responses, conducted multiple proofs on data entry, editing, and processing of the data. Only one non-response to a single question on one survey was noted.
The survey asked respondents to “…tell us to what extent your management needs or interests might be met by a Professional Association of Tribal Managers.” In addition to asking to what extent respondents’ needs or interests might be met, the survey also requested demographic data to better understand the makeup of survey respondents. The accompanying charts provide a visual representation of the survey results.

**Respondent Demographics**

The charts in Figure 1 show respondents were predominately male and over the age of 55 with a 56% response rate for both demographics. It is assumed this outcome is a result of the sample’s self-selection process. Additional statistical data is lacking to make quantitative comparisons between the age and gender of all individuals participating at the ATNI meeting and our sample. This makes determination of the representative nature of the sample not possible.

![Gender of Respondents](image1)

![Age Ranges of Respondents](image2)

Figure 1 – Respondent Gender and Age
Interest in Joining Such an Association

Figure 2.1 shows that many respondents had interest in joining a Tribal Managers Association with the vast majority (58%) having an interest “to some extent” or “to a great extent” (38%). This indicates notable interest, but may also warrant a larger sample to further explore if there is a substantial amount of people with significant interest to warrant the creation of a Tribal Managers Association. This confirms the assumption that those choosing to respond to the survey have some interest in such an association.

![Figure 2.1 – Interest in Joining a Tribal Managers Association](image)

Note: Percentages in Figure 2.1 were calculated based on a total of 24 responses rather than the total number of surveys returned (25) as one male respondent chose not to answer this particular question.
A closer look at the data by gender also indicates that 54% of males showed more interest in joining a Tribal Managers Association than females at 42% (see Figure 2.2).

![Interest in Joining A Tribal Managers Association By Gender](image)

**Figure 2.2 – Interest in Joining a Tribal Managers Association by Gender**

*Note: Percentages in Figure 2.2 were calculated based on a total of 24 responses rather than the total number of surveys returned (25) as one male respondent chose not to answer this particular question.*

Figure 2.3 shows respondent interest in joining a Tribal Managers Association by age group. Overall, all age groups showed interest at least “to some extent”. However, those over the age of 46 showed the greatest interest by responding to this question that they had “a great deal” of interest.

![Interest in Joining A Tribal Managers Association By Age Group](image)

**Figure 2.3 – Interest in Joining a Tribal Managers Association by Age Group**

*Note: Percentages in Figure 2.3 were calculated based on a total of 24 responses rather than the total number of surveys returned (25) as one male respondent chose not to answer this particular question.*
Are You a Tribal Manager?

In responding to “Are You a Tribal Manager?”, the pie chart in Figure 3.1 shows the respondents were close to an even split between those answering Yes (52%) and those answering “no” (48%).

The bar chart in Figure 3.2 shows a look at those responding to this question by age group reveals that the majority of those responding that they were tribal managers were over the age of 46.
The bar chart in Figure 3.3 shows participant responses by gender. The majority responding “yes” to this question were male (36%) with an additional 16% of females also responding “yes”. Another 28% of respondents, both male and female responded they were not tribal managers.

Are You Currently Working For Tribal Government?

The majority (72%) of respondents said they were currently working for tribal government (see Figure 4.1). This data might confirm the assumption the majority of individuals attending ATNI meetings do, in fact, work for tribal government.
In addition, the bar chart in Figure 4.2 shows the majority of participants working for tribal government are also over the age of 46 (60%) and male (44%) versus females who represented a much smaller group (28%).

![Figure 4.2 – Are You Currently Working for Tribal Government by Age Group](image)

The bar chart in Figure 4.3 shows responses by gender and that males (44%) responded affirmatively to this question at a higher rate than females (28%).

![Figure 4.3 – Are You Currently Working for Tribal Government by Gender](image)
Are You A Tribal Council Member?

The majority (60%) of respondents answered they were not tribal council members which leads to the assumption most participants of ATNI meetings are tribal managers (see Figure 5.1).

![Pie Chart: Are You A Tribal Council Member? (25 Respondents)](image1)

Figure 5.1 – Are You a Tribal Council Member?

Those responding to being tribal council members were predominately male (24%) and were all over the age of 46 (32%) as seen in the bar chart in Figure 5.2.

![Bar Chart: Are You A Tribal Council Member? By Age Group (25 Respondents)](image2)

Figure 5.2 – Are You a Tribal Council Member by Age Group
The bar chart in Figure 5.3 shows that the majority of respondents both male and female (60%) stated they are not Tribal Council members with a smaller percentage (40%) reporting they are.

Are You A Tribal Council Member?
By Gender
(25 Respondents)

Are You An Enrolled Member Of A Federally Recognized Tribe?
Respondents were predominately (80%) enrolled members of a federally recognized tribe (see Figure 6.1). One assumption was most tribal managers and attendees of ATNI were likely members of federally recognized tribes and this data seems to confirm that.
The bar chart in Figure 6.2 shows respondents who are members of a federally recognized tribe were predominately over the age of 46 (68%).

![Figure 6.2 – Are You a Member of a Federally Recognized Tribe by Age Group](image)

The bar chart in Figure 6.3 shows the gender of those responding affirmatively to the question of being enrolled members of a federally recognized tribe was mostly (48%) males when compared with females (32%). This closely resembles the overall population of the survey where males (56%) were predominant when compared with females (44%).

![Figure 6.3 – Are You a Member of a Federally Recognized Tribe by Gender](image)
Are You A Manager For The Tribe In Which You Are Enrolled?

While the majority of respondents said they were enrolled members of a federally recognized tribe (80%), most (68%) are not presently working as managers for their own tribes (see Figure 7.1).

The bar chart in Figure 7.2 shows that by age group and gender, the majority of individuals who said they were working for their own tribes were evenly split among males (16%) and females (16%) and predominately over the age of 55 (24%).

Figure 7.1 – Are You a Manager For The Tribe in Which You Are Enrolled?

Figure 7.2 – Are You a Manager for the Tribe in Which You Are Enrolled by Age
The bar chart in Figure 7.3 shows the majority of individuals who said they were working for their own tribes were evenly split between males and females. However, the majority (68%) said they did not work for the tribe in which they are enrolled. This is a significant finding and one that warrants more research.

Overall, the demographics of respondents to this survey showed most had at least some interest (75%) in a Tribal Managers Association and were predominately tribal managers (52%) who are males over the age of 46. In addition, these same tribal managers are currently working for a tribal government other than the one in which they are enrolled (68%).

**Respondent Interests and Needs**

Respondents were asked a series of questions to determine their management needs and interests which may be met by a Professional Tribal Managers Association. This information could be useful for those wishing to create an association in determining what tribal managers might be looking for.
Increased Interaction with Others in Tribal Government

The pie chart in Figure 8.1 shows the majority (64%) of respondents felt their need for increased interaction with others in tribal government could be met “a great deal” through a Professional Association of Tribal Managers. Another 36% percent felt this need could be met “to some extent.” All respondents had some interest.

Figure 8.1 – Increased Interaction with Others in Tribal Government

Thirty-two percent of respondents over the age of 55 had “a great deal” of interest in increased interaction with others in tribal government. Twelve percent of respondents between the ages of 26-55 said they were interested “to some extent” (see Figure 8.2).

Figure 8.2 – Increased Interaction with Others in Tribal Government by Age Group
The bar chart in Figure 8.3 shows both male and female respondents said they had some interest in increased interaction with others in tribal government. The majority (64%) responded to having “a great deal” of interest in increased interaction through a Tribal Managers Association. This same group was evenly split between males (32%) and females (32%). The remaining 36% of the respondents said they were interested “to some extent”.

Figure 8.3 – Increased Interaction with Others in Tribal Government by Gender
Tribal Policy Development

The pie chart in Figure 9.1 shows that 56% of respondents said they had “a great deal” of interest in seeking tribal policy development through a Tribal Managers Association with the remaining 40% expressing interest “to some extent.”

The bar chart in Figure 9.2 shows the majority of respondents (56%) said they had “a great deal” of interest in tribal policy development with responses evenly split among the males (28%) and females (28%). Another 28% of the males and 12% of females said they had interest “to some extent” in policy development through a Tribal Managers Association.
The bar chart in Figure 9.3 shows tribal policy development received high interest among the respondents over the age of 55 (52%). All age groups showed interest in tribal policy development through a Tribal Managers Association.

Problem Solving

All respondents to this survey said they were interested in problem solving with 58.3% of respondents saying they were interested “to some extent” in seeking problem solving through a Professional Tribal Managers Association. The other 37.5% said they had “a great deal” of interest in using a Tribal Managers Association for problem solving (see Figure 10.1).
The bar chart in Figure 10.2 shows that 20% of males and 16% of females expressed “a great deal” of interest in using a Tribal Managers Association for problem solving. Thirty-two percent of males and twenty-four percent of females expressed interest “to some extent” with four percent of females identified “no interest”.

![Figure 10.2 – Problem Solving by Gender](image-url)
Fifty percent of respondents who are over the age of 55 strongly support the idea of problem solving through a Tribal Managers Association. Fifty-eight percent of respondents between the ages of 18-55 agree “to some extent” in seeking problem solving through a Tribal Managers Association. Only 4% of those over the age of 55 said they had no interest in problem solving (see Figure 10.3).

![Figure 10.3 – Problem Solving by Age Group](image-url)
**Personal Support**

The pie chart in Figure 11.1 shows that overall 40% of respondents expressed “a great deal” of interest in using a Tribal Managers Association for personal support with another 56% expressing some interest. Using the “great deal” of interest response as an indicator of significance in the finding, a 40% response rate is notable.

![Pie chart showing personal support responses](image)

*Figure 11.1 – Personal Support*

The bar chart in Figure 11.2 shows a more detailed look at the data by gender and age reveals males (56%) had a greater interest than females (40%) in utilizing a Tribal Managers Association for personal support. It is assumed this is indicative of the fact more males (56%) than females (44%) responded to this survey. However, the team did not define what personal support was in the survey and the differences in response rates by age group may be a result of those differing opinions on the definition.
The bar chart in Figure 11.3 shows that one-third of the respondents between 36-45 years of age (4%) had “no interest” in using such an association for personal support while the remaining respondents (96%) in all age groups said they had at least some interest.
Employment Opportunities

The pie chart in Figure 12.1 shows that at least fifty-six percent (56%) of respondents indicated "a great deal" of interest in using a Tribal Managers Association for employment opportunities and another 36% indicating some interest. Only 8% of respondents said they had no interest at all.

![Employment Opportunities](image)

**Figure 12.1 – Employment Opportunities**

Figure 12.2 provides a closer look at the level of interest in employment opportunities through a Tribal Managers Association by gender and reveals males have a greater interest (56%) in seeking employment opportunities than females (36%). In addition individuals who are over the age of 46 responded with the greatest interest.
The bar chart in Figure 12.3 shows that individuals who are over the age of 46 (68%) responded with the greatest interest in seeking employment opportunities through a Tribal Managers Association. Although the population sampled for this survey is skewed to an older population, these results do indicate tribal managers over the age of 55 want to work.
Professional Development and Training

Seventy-two percent (72%) of the sample indicated “a great deal” of interest in using a Tribal Managers Association for professional development and training, with 20% indicating at least some interest. These findings are significant although the sample had a preponderance of individuals over the age of 55. When combining a previous study’s results in this area, it is reasonable to assume there is significant interest to base the creation of a Professional Tribal Managers Association on interests of professional development and training (see Figure 13.1).

![Pie chart showing interest in professional development and training](chart.png)

Figure 13.1 – Professional Development & Training
The bar chart in Figure 13.2 shows a very small percentage of females (8%) responding to this survey had no interest at all in seeking professional development or training through a Tribal Managers Association. However, the majority of females (32%) and males (40%) had “a great deal” of interest in seeking professional development and training through a Tribal Managers Association making this finding significant and one that may warrant additional research.

![Figure 13.2 – Professional Development & Training by Gender](image)

The bar chart in Figure 13.3 shows that the majority of respondents showing interest in seeking professional development and training through a tribal managers association are over the age of 46.

![Figure 13.3 – Professional Development & Training by Age Group](image)
Quantitative Data Summary Results

This feasibility study confirms tribal managers have interest in a Tribal Managers Association. Specific responses to the direct question of how interested participants were in joining a Tribal Managers Association found fifty-eight percent (58%) expressing interest “to some extent”, and thirty-eight percent (38%) expressing “a great deal” of interest. For the purposes of this study interests that received a greater than 50% response for the “a great deal” of interest option are characterized as “strong”, and those interests receiving at least a 40% response for the “a great deal” of interest option are characterized as notable.

All percentages in parenthesis in this paragraph reference the percentage of respondents indicating “a great deal” of interest. This study’s data found strong interest expressed for using a Tribal Managers Association in the following areas: 1) networking with others in tribal government (64%); 2) tribal policy development (58%); 3) professional development/training (72%); and 4) employment opportunities (56%). The study found notable interest (40%) in using a Tribal Managers Association for personal support, and slightly less than notable interest (37.5) in using a Tribal Managers Association for problem solving.

Additional Questions

There are a number of questions left unanswered by this study which are possible areas for further research.

1. The researchers think an additional study yielding a larger sample would be valuable to evaluate the strength of this study’s finding of tribal manager interest in a Tribal Managers Association prior to further development work.
2. This research used age and gender as the dependent variables in assessing participants’ level of interest for specific categories of interest, i.e. problem solving. The interest data was not explored using other demographic data collected such as job classification, i.e. “are you a tribal manager?” or “are you a tribal council member?” as the dependent variable.

3. This study did not gather more detailed information on participants including those who responded “no” to the question “are you a tribal manager?”, therefore not identifying as a tribal manager. It is therefore unknown if that sub-set of the study participants provided data relevant to the feasibility of creating a tribal managers association. For instance, were they people working as managers in other U. S. governments, i.e., federal, state, county, or city, who work with tribes and are part of the potential intended membership audience the research team envisioned during the research design portion of this study?

4. This study did not explore participants’ definitions of a tribal manager. The study allows participants to self-define this key concept. During the research design phase of this study, preliminary investigation indicated there may be both general definitions in use, i.e., anyone who manages or administers a program, and also more technical and/or hierarchical definitions in use, i.e., managers oversee specific programs, administrators are higher level in a tribal organization chart, having oversight responsibilities for multiple programs, or policy making across tribal programs, administrators report to the tribal council or general manager and managers do not, etc. This is another specific area of
research worthy of further exploration. How are job titles and administrative responsibilities assigned in tribal governments? Is there consistency between various tribe’s organization charts? How do tribal managers, tribal leaders, and tribal citizens describe who a tribal manager is, and who a tribal administrator is? Are those titles viewed as the same or different? Are those job titles/job descriptions in different tribes the same or different? Also for the purposes of developing a Tribal Managers Association, it will be important to define terms, and clarify descriptions of who is envisioned as a potential member.

Recommendations

There are a number of recommendations for possible ways to use the data collected in this research project for further research and practical action.

1. People interested in developing a Tribal Managers Association will find that focusing on tribal policy development, networking with others in tribal government, professional development/training, and employment opportunities will be strong participation motivators for the potential membership pool of tribal managers.

2. This research revealed a Tribal Managers Association might occasionally be used to seek help in problem solving. It would be interesting to conduct further research on this topic. As professional managers are frequently required to solve problems, it could be fascinating to learn if they choose to seek problem solving assistance, and if so, where. This added exploration might investigate where professional managers would most like to seek problem solving assistance if they
could, and if a professional image and/or specific workplace power dynamics affect their choices in seeking problem solving assistance.

3. Tribal Managers as a group are extremely busy people. They have jobs with many responsibilities and types of accountability. They often have family responsibilities, responsibilities to the community in which they live, and if different, to their tribal communities. They often work long hours including weekends and evenings. The community they serve may also expect them to support and participate in community events because of their administrative position.

This context provides important background to evaluate the findings of the study and to evaluate subsequent research of tribal managers. The survey instrument asked respondents to identify their level of interest in six potential areas in one of three ways: 1) not at all; 2) to some extent; and 3) a great deal. Given the high expectations of tribal managers in the areas of job performance, long hours, family responsibilities, community responsibilities, and support of community events, it is likely that a very high level of interest, i.e. "a great deal", is necessary for tribal managers to decide to add another commitment to their schedules. It is the team’s recommendation to those interested in using this research for developing a Tribal Managers Association or further research look closely at responses receiving greater than 50 percent identification of “a great deal" of interest. All interests mentioned in recommendation #1 met or exceeded this threshold of strong interest.
Areas Needing Further Development and Research

This study was intended to explore the feasibility of creating a professional Tribal Managers Association by gathering information on the interest tribal managers have for the idea of a Tribal Managers Association and what areas of interest respondents thought could be met by such an association. There are many questions left unanswered that need additional exploration.

1. Do the majority demographics of this study, enrolled American Indian males over the age of fifty-five [55], accurately reflect the demographics of tribal managers working in tribes?

2. Do the demographics of this study accurately reflect those tribal managers who are allowed to attend ATNI by the tribes they work for? If the answer to question number one above is no, this has implications for those wishing to develop a TMA. They should not plan to make TMA meetings adjunct to ATNI if they intend to reach all tribal managers equitably.

3. Do the study’s demographics reflect who among tribal managers is most able to travel to meetings, such as ATNI? If this is found to be true, it has implications for how to develop a TMA that is organized to meet the needs of all interested tribal managers. Considerations of meeting locations, time of day and choice of days will be important decisions to make thoughtfully. Insuring support for tribal managers who need to supervise children while attending a TMA meeting may be another consideration.
4. Would tribes allow or authorize multiple tribal managers to attend TMA meetings or would tribes and other governmental employers of potential TMA members restrict participation?

Summary

The feasibility study found interest for a Tribal Managers Association among tribal managers. The research team suggests feasibility for creating a Tribal Managers Association is best based on interests that received a greater than 50% response for the “a great deal” of interest option. Further research is warranted to explore if a larger sample would result in a greater than 50% response for the “a great deal” of interest option to the fundamental question regarding interest in joining a Tribal Managers Association. For the purposes of this study that level of interest is characterized as “strong”.

This study's data found especially strong interest expressed for using a Tribal Managers Association for networking with others, tribal policy development, professional development/training, and employment opportunities. Similar previous research of The Evergreen State College’s Tribal Governance Master in Public Administration 2004 cohort found strong interest expressed for tribal policy development and networking with others. The combined “voice” of these two studies indicates the strongest basis for engaging a potential membership in a Tribal Managers Association would be based on interests in tribal policy development and networking with others. The interest expressed by respondents in the first phase research of the TGMPA 2004 cohort and the second phase research of ATNI attendees at the February 14, 2006 Winter meeting suggests further research is
warranted. Many unanswered questions, possible organizational structures, and possible partnership alliances have been identified for future researchers to consider for further investigation.
References

Affiliated Tribes of Northwest Indians [ATNI]. Retrieved from the web at:

American Indian Graduate Center [AIGC]. Retrieved from the web at:

American Indian Professional Association [AIPA]. Retrieved from the web at:

American Society of Public Administration. Retrieved from the web at:


Appendix 1
Tribal Manager’s Survey

☐ By checking this box I acknowledge my voluntary participation in this survey.

Please tell us to what extent your management needs or interests might be met by a Professional Association of Tribal Managers.

Instructions: Place one check mark per line

<table>
<thead>
<tr>
<th>Interests/Needs</th>
<th>Not at All</th>
<th>To Some Extent</th>
<th>A Great Deal</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Increased interaction with others in tribal government.</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>2. Tribal Policy Development</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>3. Problem Solving</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>4. Personal Support</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>5. Employment Opportunities</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>6. Professional Development/Training</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>7. Interest in joining such an association?</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

8. Please list suggestions for other areas of support here:

Additional Demographic Information (Place a check mark in the appropriate box)

<table>
<thead>
<tr>
<th>1. Are you a Tribal Manager?</th>
<th>Yes ☐ No ☐</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Are you a Tribal Council Member?</td>
<td>Yes ☐ No ☐</td>
</tr>
<tr>
<td>3. What is your gender?</td>
<td>Female ☐ Male ☐</td>
</tr>
<tr>
<td>5. Are you currently working for Tribal Government?</td>
<td>Yes ☐ No ☐</td>
</tr>
<tr>
<td>6. Are you an enrolled member of a federally recognized tribe?</td>
<td>Yes ☐ No ☐</td>
</tr>
<tr>
<td>7. Are you a manager for the Tribe in which you are enrolled?</td>
<td>Yes ☐ No ☐</td>
</tr>
</tbody>
</table>

Please return your completed survey to the Evergreen State College recruitment table. Thank you for your participation