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THE CHICKASAW INDIAN TRIBE AND
SELF-DETERMINATION: A STUDY OF ORGANIZATION
AND ORGANIZATIONAL CHANGE.

THE UNIVERSITY OF OKLAHOMA, PH.D., 1978

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GRADUATE COLLEGE

THE CHICKASAW INDIAN TRIBE AND SELF-DETERMINATION:

A STUDY OF ORGANIZATION AND

ORGANIZATIONAL CHANGE

A DISSERTATION

SUBMITTED TO THE GRADUATE FACULTY

in partial fulfillment of the requirements for the

degree of

DOCTOR OF PHILOSOPHY

BY

FRANKLIN DAVID ALEXANDER

Norman, Oklahoma

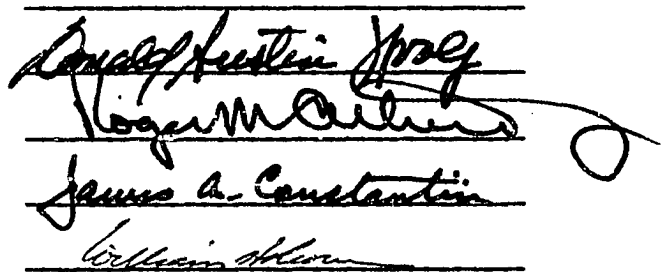
1978

THE CHICKASAW INDIAN TRIBE AND SELF-DETERMINATION:

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ORGANIZATIONAL CHANGE

APPROVED BY

The block contains four handwritten signatures, each written over a horizontal line. The signatures are: 1. Donald Austin Joseph, 2. Roger M. Oliver, 3. James A. Constantine, and 4. William H. Brown. A large, loopy flourish extends from the end of the second signature.

DISSERTATION COMMITTEE

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THE CHICKASAW INDIAN TRIBE AND SELF-DETERMINATION: A STUDY OF
ORGANIZATION AND ORGANIZATIONAL CHANGE

CHAPTER I

INTRODUCTION

A primary achievement of man is the development of diverse social organizations. Kast and Rosenzweig (1973:vii) report that past successes in designing and managing complex organizations might suggest that we already know "everything there is to know," yet comprehensive understanding of how organizations really function and guidelines for improving their performance are still in the developmental stage.

An area in which this lack of knowing "everything there is to know" can be clearly seen in the area of understanding the functioning of American Indian tribes as complex organizations. This study is aimed at increasing knowledge and understanding in this area.

Background

The plight of the American Indian is a matter of record. Statistically, large numbers of Indian people are living in poverty and are subjected to the related problems of unemployment, poor health, substandard housing, and poor education (see for example, U.S. Department of the Interior, The American Indians: Answers to 101 Questions,

1975). Many people, both Indians and non-Indians, are distressed at the current conditions of many Indians living in the "land of plenty." Wax (1971:xiii) points out that attempts to alleviate the conditions, largely through federal government agencies, have been unsatisfactory to both the Indian people and the government agencies. He points out that many programs designed to assist Indians have, instead, been harmful to them.

The latest policy of the federal government toward Indians seems to be promising. The shift toward this policy known as Indian Self-Determination began late in the 1960's and continues today. This policy is basically one in which Indian people assume the administration of their own affairs toward the achievement of goals which, in essence, are "a standard of living equal to that of the nation as a whole, a more proportionate share of the economic growth of the country, more enlightened development of human resources . . . in short, a greater self-determination for the Indian citizen in modern America" (U.S. Department of Interior, Self-Determination, 1974:1). This policy is characterized by a change in the philosophy of the Bureau of Indian Affairs away from "directing" the affairs of the tribes to one of "advising and assisting" tribes to assume the management of their own affairs. As Commissioner of Indian Affairs Morris Thompson stated, "Most of all we seek the involvement of Indian people themselves every step of the way" (U.S. Department of Interior, Self-Determination, 1974:1).

The Role of the Organization and Management Field

The change in policy toward self-determination provided an opportunity to further expand knowledge of complex organizations by

investigating the impacts of this change on a specific Indian tribe. The researcher reviewed the literature on self-determination and did extensive personal and instrumented research among Indian people and one tribal organization. Using the theoretical framework of the management process school combined with organizational change and development concepts, the researcher found that the key variables, as defined by the policy itself and of concern to the members of the tribe were decentralization, participation, cohesiveness, satisfaction, and conflict.

In analyzing the concept of self-determination as it has been defined by policy makers, it is seen that self-determination is concerned with increasing the influence of Indian people over matters which affect them. This attempt to increase the influence of tribal members in decision making implies a change in the distribution of influence to lower levels by decentralization. Additionally, by attempting to involve Indian people in the decision-making processes, self-determination policy is aimed at increasing participation. Increased opportunity for participation within the tribe is central to the policy of self-determination.

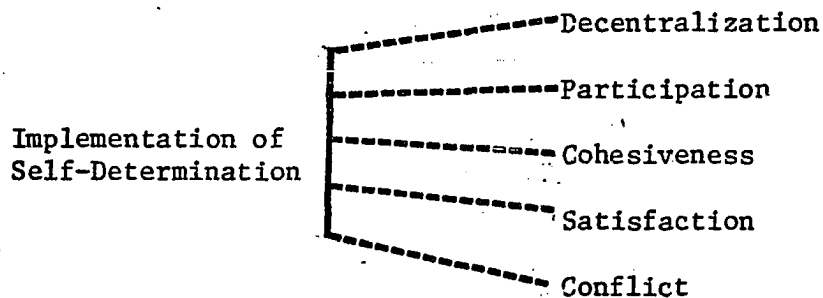
The concept of self-determination seems to be a policy which seeks the accomplishment of goals through increased decision making and organizational activity among Indian people within their tribes. Self-determination then could logically be thought to lead to a strengthening of the tribal unit, or increasing cohesiveness among tribal members.

Of central importance in the writings of those concerned with self-determination is the impact it is felt that the policy will have on meeting the needs of the tribal members. The policy, if successful,

would lead to higher levels of satisfaction among tribal members, as the tribe works to improve the quality of life of the Indian people.

Finally, the implementation of self-determination has implications for the level of conflict in the tribal organization. Changes in the distribution of influence and the level of participation will most likely disturb the power equilibrium in the organization. One result of this change may be change in the level of conflicts.

The researcher further substantiated the relevance of the variables by going into the tribal organization armed primarily with the motivation to investigate self-determination in a tribal organization and with the framework of the functions of management set forth by Koontz and O'Donnell (1973) and Fayol (Wren: 1972), of planning, organizing, directing, and controlling. As the research, the results of which are presented in Chapter III, evolved it became apparent to the researcher that the variables from the organization and management field most related to self-determination and its impact, and of most concern to tribal members, were those set forth. The diagram below shows these variables:



The variables discussed and shown in the diagram above are examined at length in Chapter II of this study. They serve as the basic

concepts used in both the exploratory study and the survey study in examining the implementation of self-determination. At this point, a brief summary of the variables is presented which includes the definition of the variable utilized in the study and the specific questions regarding the variable that was addressed.

1) Decentralization

The degree of relative distribution of influence, with respect to matters involving the tribe and its members, among various groups and people associated with the tribe.

Questions: What changes have occurred in the distribution of influence of various groups and people associated with the tribe?

What changes do members feel should occur in the distribution of influence of various groups and people associated with the tribe?

2) Participation

The extent of involvement of tribal members in decision-making within the tribe.

Questions: What changes have occurred in the degree of participation of tribal members in tribal decisions?

What changes do tribal members feel should occur in the degree of participation of tribal members in tribal decisions?

3) Cohesiveness

The degree of tribal member involvement with and commitment to the tribe and desire to have an active tribal community.

Questions: What changes have occurred in the degree of cohesiveness of tribal members?

What changes do tribal members feel should occur in the degree of cohesiveness of tribal members?

4) Satisfaction

The degree to which the tribe is meeting the needs of tribal members.

Questions: What changes have occurred in the degree of satisfaction of tribal members with the tribe?

What changes do tribal members feel should occur in the degree of satisfaction of tribal members with the tribe?

5) Conflict

The degree of disagreement and dissension within the tribe.

Question: What changes have occurred in the degree of conflict within the tribe?

The Research Objectives

The preceding discussion points to the possibility of analyzing Indian self-determination efforts from an organization and management perspective. The following general objectives are attempted to be met through this analysis:

1) To gain insight and understanding, from an organization and management perspective, as to the current state of Indian affairs from a broad, overall viewpoint. Embarking on a research study of any organization is a complex endeavor. In attempting to analyze and understand variables and relationships within an organization, a knowledge of the

environmental factors and the total situation of which the organization is a part is necessary. In meeting this objective, the researcher is required to obtain some background as to the state of the American Indian.

2) To gain insight and understanding, from an organization and management perspective, as to the current nature and state of a specific tribe as it works toward self-determination. As Likert points out, an organization "needs to understand the fundamental nature of its system, the way in which its component parts function, and the adaptive responses it makes to its environment" (1967:128).

3) To derive information and understanding as to the extent and direction of changes that have occurred and perceptions of what should occur within the tribe. Since the self-determination policy is in itself a change in the philosophy of the relationships between the federal government and the American Indian, one would expect the policy to have ramifications at the tribal level. This objective is required to determine if changes have occurred at the tribal level, and if so, what the nature of these changes is. The achievement of this objective should allow some assessment to be made as to the success or lack of success of the implementation of the self-determination philosophy at the tribal level.

The Research Plan

The research directed at meeting these objectives may be separated into three phases. The first phase, a preparatory study, served as the basis for the other two phases of the research. In order to acquaint the researcher with the general state of Indian affairs, the researcher familiarized himself with the literature on Indian

policy and spent numerous hours in observation and discussion with persons familiar with Indian affairs. The second phase of the research was directed at understanding the efforts of a specific tribe, the Chickasaw Tribe in Oklahoma, as it worked toward self-determination. The primary objective of this portion of the research effort was to gain insight and understanding from an organization and management perspective as to the current nature and state of a tribal organization and to begin to assess the impact of efforts toward self-determination for the variables decentralization, participation, cohesiveness, satisfaction, and conflict. Data were gathered through direct observation, review of secondary data sources relating to the tribal organization, and discussions and interviews with persons knowledgeable in the area. Finally, the third phase of the research was aimed at gaining insight and understanding as to the direction and extent of organizational change and the extent of implementation of self-determination philosophy as perceived by tribal members. Using instrumented research, an attempt was made to assess quantifiably the impact of self-determination on the variables decentralization, participation, cohesiveness, satisfaction, and conflict. The survey was completed by a sample of active members of the Chickasaw Tribe. Appendix I shows the survey instrument which was developed by the researcher using the Survey of Organizations standardized questionnaire instrument (Taylor and Bowers, 1972) as a guide. The Taylor and Bowers instrument, based largely on the works of Likert, Bowers, Seashore, and Tannenbaum, has been used extensively since 1966 in various organizations.

Research Population, Site, and Setting

The research took place primarily in the eleven-county area in Southern Oklahoma comprising the Chickasaw Nation. In addition, the researcher attended conferences and obtained interviews in other areas of Oklahoma (Tahlequah and Oklahoma City), as well as with the Bureau of Indian Affairs in Washington, D.C. Direct observation was especially directed at the Chickasaw Tribal Offices in Sulphur, Oklahoma, and the Chickasaw Housing Authority in Ada, Oklahoma. The instrumented research was done in the Chickasaw Tribal Office and the Chickasaw Housing Authority, as well as at Community Council Meetings in Stratford, Ardmore, and Stonewall.

Although the research population initially includes Indians in general, the key population could be generally described as members of the Chickasaw Nation. The U.S. Department of Commerce, Federal and State Indian Reservations (1974:446) estimated the Chickasaw population to be 5,850. However, many of the Chickasaws are not active in tribal affairs. Thus, the research population is defined for purposes of this study as "active Chickasaws." Active Chickasaws are those members who are spending time and effort working within the tribe either in paid or voluntary positions or both. By concentrating on active members, it was felt by the researcher that the objectives of gaining insight and understanding of the tribe as an organization would be better achieved.

Justification and Contribution

Why is this research project of any importance at all? What relevance do its findings have to either those interested in Indian programs or to students of organizations and management? This section

is addressed to these questions.

To those involved in American Indian matters, this research effort should provide information that is helpful in evaluating the efforts and effectiveness of current programs, as well as providing some basis for policy decisions about future programs. To government officials this research should suggest some indicators as to the success or lack of success of the implementation of the self-determination philosophy. To the tribal leadership, the research should serve as a valuable diagnostic and development tool for discovering the nature, state, and change patterns of tribal organization. For example, the instrumented research might serve as a tentative indicator as to whether members are indeed satisfied with the tribal programs and effectiveness. It should indicate the desires as to their participation in tribal decision making. In short, the research results may help provide information for tribal leaders in planning future programs and increasing the effectiveness of their leadership and of the tribal organization. In addition, the research should serve as a piece of historical evidence of the efforts of Indian people and of the Chickasaw tribe.

One study of various tribal organizations was conducted by Indian law students who reported on the lack of a body of knowledge regarding tribal organization and the need for further research. The following quotation from the study illustrates this concern:

. . . we need to know much more about the nuts and bolts of tribal government. For example, we should have a good idea of the types of governing structures which are commonly used by the tribes, exactly how they are working, if they are working well--why, and if not--why not?

. . . this body of knowledge and expertise remains as a very personal and individual possession and, as such, is simply not communicable on a broad scale. There are no textual materials available

in the field and even the very limited number of government reports, law review articles, etc., which have been published have not been able to treat the subject from a comprehensive point of view nor are such materials designed to give one a working knowledge of tribal government (American Indian Lawyer Training Program, 1975:8).

This statement suggests that this research could contribute to increasing the understanding of American Indian tribal organization and thereby assists those concerned with the future of the American Indian.

The research must also be justified as a contribution to the study and understanding of organizations and management of organizations.

First, whereas much organization and management research has been conducted with a business-type organization, trends in recent years in many business colleges have been toward increasing knowledge and understanding of non-business organizations. This research, conducted with an Indian tribe, will add to our knowledge and understanding of another type of organization.

Second, the results of this study can be utilized for comparative studies with other Indian tribes.

Third, the methods and findings of this study may be of interest to organization theorists and management practitioners who are interested in the concepts of organizational change, decentralization and participative management.

Research Limitations

Central to the limitations of this research are those limitations inherent in most forms of exploratory field research. This research effort attempts to provide understanding and insight, and perhaps some limited, tentative answers to research questions, yet it

does not attempt to provide careful, probabilistic statements describing the Chickasaw tribe. Neither does it provide systematic explanations as to "why" the current state of tribal organization is as it is and is becoming.

This study is limited as to the time frame. The research took place over an eighteen month period. Although this seems to be an asset in terms of providing a longitudinal examination of the organization and the changes taking place, it is still rather limited when compared to the long history of the organization and its changing nature.

Another limitation is that the researcher himself is not an Indian and has had limited exposure to Indian people. Some of the findings may seem trivial or naive to some Indian people who read this study.

The researcher must also consider the possibility that the findings do not accurately reflect the state of affairs of the Indian and the Chickasaw situation. Perhaps the researcher is not objective and sees only what he wants to see. Perhaps those being observed acted differently or took actions to make the researcher reach conclusions that are in error. The researcher does not believe this to be true, yet the possibility must be recognized.

The instrumented research is based on perceptions of members about the organization. Could it be that the changes they perceive having occurred in the organization have not actually occurred? Do people tend to view things better "now" than they "used to be" in all situations, a factor which could account for findings not reflective of the actual state of affairs? What connection with reality do these perceptions have? Of course, it is difficult to determine how valid

the perceptions are of the state of tribal organization, although W. I. Thomas, a noted anthropologist and sociologist who emphasized the use of field research, has been quoted as saying that if men define situations as real, they are real in their consequences. This conveys the idea that to a large extent men create their own social realities (Goffman, 1959:27).

Another limitation of the study is that the population is being defined as active tribal members. Attempts to generalize from findings based on this population to the remainder of the Chickasaw tribe or to American Indians in general would not be justified. Additionally, there exists the likelihood that many of those who were active in the tribe at the time of this research were not the same people who were active in years past.

A final limitation revolves around the study's heavy reliance on official government statements as to the program of self-determination. The variables examined in the study were determined by the implications of these program statements for the tribal organization, i.e., that it was a program aimed at decentralization of influence, increasing participation of tribal members in decision making, strengthening the tribal unit, and meeting the needs of Indian people through an improved quality of life.

Chapter Review

In Chapter I, the researcher has attempted to introduce the research project by providing some background information relevant to the subject of investigation and discussing briefly the research objectives, methods, contributions, and limitations. Chapter II, "The

Preparatory Study," reports on the history of Indian policy, on the relevant literature in the organization and management field employed in examining recent changes in tribal organization, and on the attempts to implement self-determination policy within Indian tribes. Chapters III and IV present the research findings concerning the Chickasaw tribe of Oklahoma. Chapter III concerns the findings of the exploratory study, and Chapter IV presents the findings of the survey study in regard to tribal members' perceptions. The concluding Chapter V presents a short summary of the research effort, its findings, implications, and suggestions for further research.

CHAPTER II

THE PREPARATORY STUDY

The objective of this chapter is threefold. First, an examination is made of Indian policy, including a brief history of Indian policy and the recent changes toward self-determination. Second, a review of organization and management literature of concepts employed in assessing Indian tribal organization and changes since the implementation of self-determination is presented. This includes discussion of the variables decentralization, participation, cohesiveness, satisfaction, and conflict which are employed in both the exploratory study and the survey study. Additionally, the topics of functions of management, organization change, and organization development are discussed as they provide a framework for other discussions in the exploratory study. Third, a discussion is presented of this researcher's findings in regard to the implementation of self-determination. The information gained through the examination of Indian policy, review of organization and management literature, and learning of the numerous instances of implementation of self-determination policy serve as the base upon which the study of the specific tribe (the Chickasaws of Oklahoma) was undertaken.

History of Indian Policy

In order to be prepared to examine the impact of the policy of self-determination on the American Indian and to understand the nature of Indian affairs in general, it is first useful to review the history of government policy toward the American Indian. Naturally, the official government policy as set down in treaties, laws, and regulations does not tell the full story, but it should serve as a useful background. Brophy and Aberle (1966:17) point to six enactments prior to the policy of self-determination which constitute landmarks in Indian policy. These six are as follows:

- 1) Northwest Ordinance, 1787
- 2) Constitution of the United States, 1789
- 3) Trade and Intercourse Act, 1834
- 4) General Allotment Act (Dawes Act), 1887
- 5) Indian Reorganization Act, 1934
- 6) House Concurrent Resolution 108, 1953

The Northwest Ordinance passed by the Confederation Congress spelled out initial policy toward the Indian. The following statement reflects this policy:

The utmost good faith shall always be observed towards the Indian; their land and property shall never be taken from them without their consent; and in the property, rights and liberty, they never shall be invaded or disturbed, unless in just and lawful wars authorized by Congress; but laws founded in justice and humanity shall from time to time be made, for preventing wrongs being done to them, and for preserving peace and friendship with them (quoted in Brophy and Aberle, 1966:18).

The Constitution of the United States gave the federal government power to regulate commerce and make treaties with the Indian tribes. Additionally, the federal government was to control the public

land occupied by the Indians. The Constitution serves as the basic authority for the conduct of Indian affairs.

The Trade and Intercourse Act of 1834 detailed the relationship between Indian tribal members and the federal government. The act defined Indian country, outlined methods for making contracts with the Indians, and granted the commissioner of Indian Affairs the right to appoint traders and to regulate goods sold to Indians. The act set penalties for trespassers on Indian holdings by providing that interests in Indian land, whether by lease or purchase, could be acquired only by treaty or other agreement pursuant to the Constitution (Brophy and Aberle, 1966:18).

The General Allotment Act (Dawes Act) of 1887 gave the right to the President to allot tribal land to individual tribe members. Based on the theory that an Indian who possessed his own land would become a farmer or livestock operator and would have increased contact with Whites, the act was aimed at freeing the government from further supervision of the Indian, as well as opening large quantities of surplus land to non-Indians. Under this 1887 law, tribal landholdings were cut from approximately 138,000,000 acres to roughly 48,000,000 acres. Brophy and Aberle (1966:20) state that this reduction in land holding is one reason for the Indian's present impoverishment and shattered morale. Many Indians, not familiar with the concept of private ownership of land and with no training in farming techniques, sold their allotted lands to non-Indians and returned to the federal government for support (U.S. Department of Interior, "Federal Indian Policies," 1975:3).

Under the Indian Reorganization Act of 1934, government policy was, in effect, reversed and emphasis was changed from individualizing relations with Indians to again revitalizing tribal organization and Indian community life (Tyler, 1973:151). Although the long range policy was still the assimilation of the Indian into White society, the methods to achieve this goal changed. The strengthening of the tribal unit was to assist the Indians in assuming greater responsibility for their own affairs, and hopefully, freeing the federal government from further obligation. Generally, there was little success in this direction. As the act was being implemented, World War II began. This led to inadequate appropriations for the Bureau of Indian Affairs in their efforts to assist the Indians, as well as the draining off of capable Indian leaders as they assumed responsibility in the military. The lack of success caused doubt as to the value of self-directed community life for the Indian. Brophy and Aberle explain some of the problems with the Indian Reorganization Act as follows (1966:22):

The shortcoming of the Indian Reorganization Act in action have stemmed in part from the failure of administrators to understand how to motivate the Indians to take full advantage of its benefits, in part from the skepticism of superintendents about the Indians' ability to look after themselves, and in part from the inadequacy of appropriations for credit facilities, land purchase, and administration.

The House Concurrent Resolution 108, 1953, resulted in considerable administrative action. Its stated purpose was to free Indians from federal control and supervision, basically a policy of "termination," or ending the relationship between the government and Indians. Congress felt that the best thing for the Indian was to get him weaned from his special status with a paternalistic government as soon as possible.

The arguments against termination were primarily that the federal government was trying to push termination upon Indians before they were prepared. Eventually, emphasis began to be placed on the improvement of conditions for Indians in order to prepare them for eventual termination (Tyler, 1973:152).

Self-Determination

This emphasis on the improvement of conditions for the Indians changed from one emphasizing "termination" to one emphasizing self-determination during the 1960's. In a message to Congress in 1968 on "The Forgotten American," President Johnson called for an end to discussion of tribal termination and proposed a new goal for the government's Indian policy:

A goal that ends the old debate about "termination" of Indian programs and stresses self-determination; a goal, that erases old attitudes of paternalism and promotes a partnership self-help.

Our goal must be:

- A standard of living for the Indian equal to that of the country as a whole.
- Freedom of choice: an opportunity to remain in their homelands if they choose, without surrendering their dignities; an opportunity to move to the towns and cities of America, if they choose, equipped with the skills to live in equality and dignity.
- Full participation in the life of modern America, with a full share of economic opportunity and social justice.

I propose, in short, a policy of maximum choice for the American Indian; a policy expressed in programs of self-help, self-development, self-determination (Tyler, 1973:200).

President Nixon continued the policy of self-determination without termination, and in a message to Congress in 1970 outlined specific legislative proposals; affirmed the historic relationship between the federal government and Indian communities, guaranteeing that it would not be terminated without Indian consent; and proposed

that Indian communities be allowed to take over control and operation of federally funded Indian programs when they choose to do so. Nixon stated that the "time has come to break decisively with the past and to create the conditions for a new era in which the Indian future is determined by Indian acts and Indian decisions" (U.S. Department of Interior, Federal Indian Policies, 1975:12).

Marvin Franklin, then Assistant Secretary for Indian Affairs, gave a speech at the 1973 meeting of the Association on American Indian Affairs. The speech, entitled "New Direction in Indian Affairs," is helpful in explaining self-determination. Parts of the speech have been excerpted as follows:

From all of this I learned that we Indians are like most Americans. Given the opportunity, we want to build something. I also learned, once again, something I've known all my life. You can't stereotype the Indian any more than you can the non-Indian. There are unmotivated, incompetent Indians and there are highly-skilled and hard-working ones. I had very little trouble finding workers and management people for these Indian enterprises, which operate today in almost every state.

The psychology of the Indian is not mysterious and not too unlike that of other Americans. He wants a chance to put his skills to work and he wants more of a voice in his own affairs. His special handicap--let's call it a mixed blessing and handicap--is his inherited Indian culture. It has given him a straitjacket that makes it tough for him to compete on equal terms with his fellow citizens.

Our new program in Indian Affairs is designed to go a long way toward answering this problem. First, we start in our own backyard, by making changes in the psychology of the Government agency that serves Indians. For many years I worked in tribal government, at the other end of the stick from Washington--and believe me, I got educated in frustration! In those days I fought many a battle with the Federal bureaucracy--and I was a loser almost every time. I took the position that the Bureau of Indian Affairs could do nothing right, and the buck passing from agency to area office to Washington was an old song to me. Later, working in the private sector, setting up Indian-owned-and-operated businesses, I did learn that the BIA has a good many talented and dedicated people who are immensely helpful.

When the Indian--like anyone else--is too long on the receiving end of Government aid, and at the same time is not permitted sufficient responsibility for his own affairs, two things happen. First, the Government agencies become more and more bureaucratic and tend to move more and more slowly. Second, the "client"--to use that terrible patronizing euphemism--develops a refugee mentality. He is constantly frustrated with the "Do-what-we-tell-you: instructions that come with whatever benefits he receives, and he develops a dangerous lassitude that saps his energy and dries up his ambition.

Here are the countermeasures we are implementing to change this unhealthy atmosphere. In summary, the new program will turn over to tribal government, as rapidly as possible, a maximum amount of administration for Indian affairs. Minimum control will be retained in Washington; policy will be set there, but administration of that policy will be in the hands of tribal representatives or Bureau superintendents.

We are in the process of turning the Washington Bureau into a policy headquarters, with 12 area offices as technical centers to provide special services to tribes across the country. Tribal control will increase in such matters as budget, education, local contracts and economic opportunity.

We are currently restructuring the Washington headquarters of the Bureau to reduce the work force by half. Many specialty operations will be transferred to field offices; the number of headquarters divisions will be reduced from 13 to 6.

Everything we are doing points one way: toward Indian involvement and Indian self-government. This of course implies accountability of tribal governments to their own people and a continuation of Federal services to Indian citizens (U.S. Department of the Interior News Release: 1973).

Conclusion--History of Indian Policy

The policy of the federal government in regard to Indians has been marked with changes in philosophy. The 1960's saw the beginning of a transition away from the negative philosophies typified by the removal of the Indian to Indian country, the allotment of tribal lands to individual Indians, and the termination of the relationship between the government and Indians and toward a more positive philosophy in which Indian people would begin to see that their decisions and actions

would be the key that would unlock the door of future possibilities for Indian development (Tyler, 1973:216). This latest policy, termed Indian self-determination, is the central focus of this research.

Organization and Management Literature Applicable
to the Study of Self-Determination

As outlined briefly in Chapter I (see pages 3-7), the policy of self-determination may be viewed and analyzed with emphasis on five concepts often dealt with in the organization and management literature—decentralization, participation, cohesiveness, satisfaction, and conflict. This section of the chapter is devoted to a discussion of each of these concepts, their treatment in the literature, and their relationship to this study. There exists a substantial amount of research and literature regarding each of the variables studied. Accordingly this review must be limited to a brief overview, with decentralization and participation receiving primary emphasis. In addition to the five variables of central interests, a final section is presented which discusses some additional considerations applicable to an examination of self-determination.

Decentralization

In the discussion of self-determination, it was noted that self-determination calls for the future of tribal organization to be determined by tribal acts and Indian decisions rather than by the paternalistic actions of the federal government. This change seems to imply to a student of organization and management that the concept of decentralization might be usefully employed in analyzing tribal organization as affected by the policy of self-determination.

The concept of decentralization has received substantial

attention in the organization and management literature through the years, yet the meanings of the concept have been varied. Khandwalla (1977:508) discusses these various meanings. Noting that decentralization has been used to refer to the dispersal of capacities or facilities, he cites examples of decentralization such as a bank opening branches in order to be closer to its customers and the distribution of research staff personnel in a firm at the level of various divisions rather than centralized in a single research and development section. Khandwalla notes that more commonly decentralization is seen as the delegation by a group or individual, of authority for making decisions to another group or individual who are usually lower in rank. Atherton (1972:17) points to writers viewing decentralization in terms of decision making, in terms of geographical dispersion of facilities, and in terms of a philosophy of corporate life.

Closely related to the concept of decentralization is the concept of the distribution of control. Tannenbaum (1968:5) uses the word "control" synonymously with the ideas of influence and power. Accordingly, he defines control as "any process in which a person or group of persons or organization of persons determines, that is, intentionally affects, the behavior of another person, group, or organization." His work focuses on the distribution of control and total control within an organization.

Building upon Tannenbaum's concept of distribution of control, Whisler, Meyer, Baum, and Sorensen (1967:283) investigate the centralization of organizational control. They provide definitions of control which focus on compensation, structures, and interpersonal influence.

Centralization is defined (1967:287) as "a condition of concentration of control in the hands of a few members." They note that an extreme case of centralization occurs when one member has all the perceived control and the other members have none. The other extreme, the limits of decentralization, occurs when all members have equal perceived control.

The concept of decentralization used in this study uses the approach suggested by Atherton, Tannenbaum, and Whisler, et al. Decentralization is seen to be concerned with the locus of influence. The definition for decentralization as used in this study will be the degree of relative distribution of influence with respect to matters involving the tribe and its members among various groups and people associated with the tribe. As noted in the work of Tannenbaum, influence is used synonymously with the terms control, authority, and power.

In studying whether there has been a change in the relative distribution of influence in an organization, it is necessary to look into the question of how much influence there is in an organization to be distributed. Is the total amount of influence in an organization a fixed quantity and do changes in its distribution occur only when influence is taken from some and given to others, or can there be an increase in the amount of influence in an organization, therefore allowing some individuals or groups to increase the amount of influence they exert but not at the expense of lost influence among others? Tannenbaum addresses these same questions in discussing the total amount of control in an organization. Tannenbaum points out that traditional analyses of social power assume that the total amount of power in an organization is a fixed quantity and that members of the organization

are engaged in a "zero-sum game" in which increasing the power of one party must be accompanied by a corresponding decrease in the power of the other (Tannenbaum, 1968:12). Pointing to the fact that many social scientists are now questioning this assumption, Tannenbaum states:

The total amount of power in a social system may grow, and leaders and followers may therefore enhance their power jointly. Total power may also decline, and all groups within the system may suffer corresponding decreases.

Tannenbaum suggests that this assumption of a variable amount of power (used synonymously with control and influence) in an organization provides a basis for resolving seemingly contradictory arguments regarding its distribution in organizations. For example, one argument suggests that the enhancement of control in lower echelons is essential for increasing organizational effectiveness because involvement in decision making at that level is necessary to foster conditions of identification, motivation, and loyalty. Another argument, Tannenbaum notes, is that a high degree of control by leaders is necessary for the efficient direction and administration of the organization. Tannenbaum argues that both parties can experience increased control and that such increased control by both parties creates conditions for more effective organizational performance (Tannenbaum, 1968:13).

Assuming that there can be an increase in the total amount of control in an organization, Tannenbaum discusses two classes of conditions which lead to the expansion of the amount of control. The first is that of an external expansion of power into the organization's environment. The second concerns internal conditions that bring about structural conditions expediting interaction and influence among members and motivational conditions implying increased interest by

members in exercising control and a greater willingness of members to being controlled (1968:14-15). Tannenbaum illustrates the possible relationships among the conditions:

For example, extending control by the organization into its environment may bring more decisions within the purview of the organization that are subject to the control of its members, thus increasing the possibility of a greater total amount of control. At the same time such increased opportunities to exercise control within the organization may increase the members' involvement and identification with the organization and hence increase their interest in exercising control and their amenability to being controlled. Members, then, as possible control agents, engage in more frequent influence attempts, and as possible objects of control, provide new opportunities to one another to exercise control. Thus external developments may affect social and psychological processes within the organization conducive to a high level of internal control, just as conditions of a high level of involvement by members and of a high level of control within the organization may contribute to the strength of the organization and hence to its power in its environment (Tannenbaum, 1968:15).

Measures of decentralization have been suggested by several writers, although there naturally exists some controversy in attempting to reconcile the various definitions of decentralization with some of the measures utilized (Whisler, et al., 1967). For this study, decentralization has been defined as the relative distribution of influence with respect to matters involving the tribe and its members among various groups and people associated with the tribe. An appropriate measure for decentralization as defined and one that has been used by other researchers (Atherton, 1972; Whisler, et al., 1967) is derived from the work of Tannenbaum (1968). As discussed earlier, Tannenbaum uses the concept of control synonymously with the concept of influence and measures the distribution of control and control in an organization utilizing a control graph, as shown in Figure 1. Basically, his measure of control relies upon the "averaged judgments by organization members in

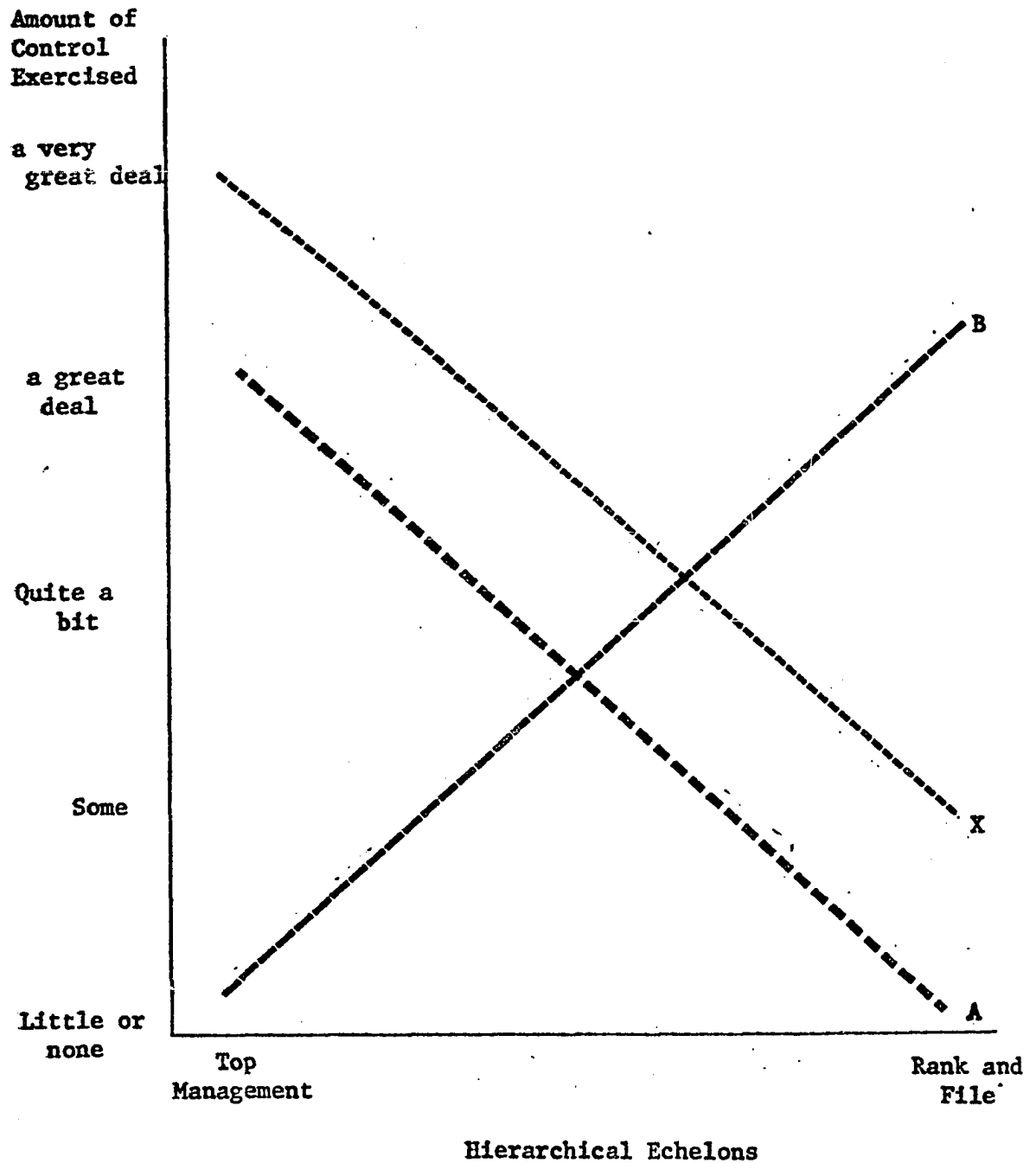


Figure 1

Distribution of Control (Tannenbaum, 1968:13)

response to questionnaire items dealing with the amount of control exercised by various groups in their organization" (1968:24). These results are then plotted in graph form in the format shown in Figure 1. The resulting graph may then be used to interpret the nature of distribution of influence in the organization. Tannenbaum (1968:32) identifies variations of graphic possibilities as follows:

- 1) the democratic model. This is a curve which rises as one moves down the hierarchy. Groups at lower levels have more power than groups at higher levels.
- 2) the autocratic or oligarchic model. This is a curve which falls (i.e., influence decreases) as one goes down the hierarchy.
- 3) the laissez faire or anarchic model. This is a curve which remains low for all hierarchical levels. No one exercises much influence.
- 4) the polyarchic model. This is a curve which remains high. All hierarchical groups have important influence in this type of organization.

To illustrate, in the graph shown in Figure 1, curve A represents a traditional autocratic or oligarchic model. Curve B represents the democratic model. Curve X illustrates the possibilities of greater influence by both upper and lower echelons, in which total influence has increased. A shift in influence from curve A to curve X illustrates the concept that an increase in influence of lower echelons does not necessarily mean that higher echelons have relinquished influence, rather each echelon is experiencing increased influence (Tannenbaum, 1968:13). Distribution of control is defined as who or what hierarchically defined groups exercise control over the organization and is represented by the shape of the curve. Total control is defined as the amount of control exercised within the organization from all sources and is represented

by the average height of the curve. Distribution of control emphasizes the relative power of individuals and groups involved with the organization, whereas total control emphasizes the absolute amount of power (Tannenbaum, 1968:33).

Since this study is concerned with the application of decentralization as it has or has not occurred through the policy of Indian self-determination, it is appropriate to consider the views of several writers regarding the application and impact of decentralization. Of interest is the work of Yates (1976) who discusses decentralization as it has been utilized in attempts to solve urban problems. Parallels may be drawn between the use of decentralization to solve certain problems with the Indian tribe by increasing the amount of influence Indians have over the decisions and policies which affect them and its use in solving the problems of urban areas. Yates notes that although decentralization has been widely hailed as a promising method of urban reform, there is considerable ambiguity in the literature as to what it entails, what impact it will have, and what strategies are best suited to bring it about. The trouble with decentralization, he suggests, is that its advocates often take its meaning for granted, vaguely associating it with greater participation, communication, and responsiveness in government. To understand the meaning and implications of decentralization, Yates suggests that several questions be asked, as follows:

- 1) What is being decentralized?
- 2) What do different forms of decentralization mean for the various power relationships?
- 3) Who gets power in decentralization?

4) How do we measure the impacts of decentralization?

The first and second questions deal with the problem that various elements of government may be dispersed to lower echelons. Yates (1976:147) ranks some of the elements according to the degree of decentralization they entail:

- 1) Intelligence gathering--stationing officials in localities to find out what is going on in the field;
- 2) Consultation and advisory planning--seeking out the opinion of local residents on policy matters;
- 3) Program administration--making local residents the administrative agents of central government programs and policies;
- 4) Political accountability--establishing elected officials at the local level as representatives of local interests;
- 5) Administrative accountability--making district or neighborhood administrators responsible for government programs and accountable to local citizens;
- 6) Authoritative decision making--giving localities control over policy and program development; and
- 7) Political resources--giving localities control over fiscal resources and personnel such that local decision making involves real stakes and capacities.

If decentralization involves only elements such as information gathering or program administration, the system is still basically hierarchical. If decentralization includes shared decision making and shared control over resources, the result is shared power. And if decentralization extends to the point where the local area has both decision making authority and control over resources, it is said to have local autonomy or community control (Yates, 1976:148).

The third question posed by Yates involves who receives what kind of power at the local level as a result of decentralization. He presents three alternatives, political decentralization, administrative decentralization, and community control. Political decentralization

emphasizes citizen participation via advisory boards, elected councils, and the like. These participants typically do not exercise control over local government administrators and employees. Administrative decentralization increases the power of neighborhood officials and administrators, the goal being to increase the flexibility, authority, and accountability of those public employees who deal directly with neighborhood problems. Administrative decentralization typically does not involve citizen participation. The third alternative, community control, gives neighborhood residents both political control in policy making and administrative control of government employees (1976:148).

The fourth question noted by Yates involves assessing the impact of decentralization. The major problem is that decentralization involves multiple objectives and therefore diverse expectations as to what is to be accomplished. Using an urban community as an example, Yates points out that some expect decentralization to make them feel closer to government; others expect decentralization to make the government more accountable, responsive, or efficient; others expect decentralization to foster the development of neighborhood leaders; while some simply expect decentralization to solve some neighborhood problems. Yates suggests that the vagueness of these goals make it difficult to know if decentralization has fulfilled its objectives or even to find an appropriate criteria of success.

In discussing the application and impact of decentralization, Khandwalla (1977:508) discusses the advantages and disadvantages of decentralization of decision making. He points out that decentralization has been considered as a powerful motivator of subordinates because it

satisfies their higher order needs for power, autonomy, and for more meaningful and responsible work. Decentralization also has been claimed to make the organization more flexible and to enable it to respond more effectively to local situations. It is also said that decentralization frees top management from the drudgery of relatively routine decisions so they can devote attention to strategic planning and decision making. The disadvantages of decentralization include the claim that it creates too many vested interests, breeds resistance to organization-wide changes, and, therefore, makes the organization vulnerable in a crisis. Webber (1975:417) summarizes arguments that have been advanced for centralization and for decentralization as shown in Table 1.

These past several pages have focused on the topic of decentralization in order to provide a conceptualization that would be of use in an examination of Indian efforts toward self-determination. After reviewing briefly a number of approaches to the concept, it was noted that defining decentralization in terms of the relative distribution of influence with respect to matters involving the tribe and its members among various groups and people associated with the tribe seemed to provide a useful concept for looking at the decentralizing aspects of self-determination. The work of Tannenbaum on control, as discussed, provides a useful background for assessing these influence changes via a zero-sum (fixed pie) approach or an approach based on the increasing of total influence. Yates' study of the implementation of decentralization to solve certain urban problems via urban reform provides some parallels to the solving of certain problems of the Indian people by self-determination efforts. Finally, a brief summary of arguments for and against decentralization was presented.

Table 1

Arguments for Centralization and Decentralization

Arguments for Centralization:

- 1) Brilliant, energetic, and knowledgeable people are rare. Therefore, it is appropriate to concentrate authority in them.
 - 2) Whether small or large, organizations require coordination and integration of their various activities. This is best accomplished by a centralized authority who can see overall needs.
 - 3) In a fairly sizable and diversified organization, different functional and operating managers will come to think differently and to focus on their own units, perhaps exaggerating their importance to the whole. From time to time, overall organizational interest will require unpopular decisions that most personnel will disagree with. Only a centralized management can make such decisions.
 - 4) Confidentiality of strategic plans and tactical decisions can be better maintained if restricted to a small group at the top.
-

Arguments for Decentralization

- 1) As an organization becomes larger and more complex top management only deludes itself if it thinks that it can maintain central control. This is a physical impossibility. Since deteriorating control is inevitable, delegation should be conducted logically through decentralization.
 - 2) Decentralization lodges authority in the managers most knowledgeable about the specific details of their products, customers, and market conditions. Hence, their policies and procedures will be more appropriate than those set by centralized authorities.
 - 3) Decentralization will create organizational units small enough for a manager to fully understand and identify with. If he is given sufficient authority, the organization can benefit from the same kind of commitment and motivation as that of the owner-manager.
 - 4) Pushing decision making authority down the organization will provide more people with an opportunity to participate. General motivation and job satisfaction will be greater and management development more effective
-

Participation

A report by the Commission on the Rights, Liberties, and Responsibilities of the American Indian recommended the following in regard to future Indian policy:

An objective which should undergird all Indian policy is the Indian individual, the Indian family, and the Indian community be motivated to participate in solving their own problems (Brophy and Aberle, 1966:23).

The following purpose is stated for Public Law 93-638, the Indian Self-Determination and Education Assistance Act:

To provide maximum Indian participation in the Government and education of the Indian people; to provide for the full participation of Indian tribes in programs and services conducted by the Federal Government for Indians and to encourage the development of human resources of the Indian people; . . . (U.S. Congress, 1975).

These two quotations point to the central concern in self-determination policy of increasing the participation of tribal members in the programs and services which affect them. This portion of the chapter presents a discussion of relevant literature on participation as it relates to an examination of Indian self-determination.

It might be useful to first distinguish between the concept of participation and that of decentralization. Although closely related, distinctions can be made. Participation can be viewed as a by-product and one of the primary motives for decentralization. Participation is defined for purposes of this study as the extent of involvement of tribal members in decision-making within the tribe. Khandwalla (1977: 508) distinguishes between decentralization and participative decision-making by giving the example of one firm where budgeting decisions may be made at the top management level by a committee consisting of the president and several vice presidents. Such a process would be

participative, yet centralized. In another firm, budgeting decisions might be made at a lower level, say by division heads, who make the decision without the participation of others. This process would be called decentralized decision making, yet it is not participative.

A number of writers have addressed the question of what results may be expected from increasing participation in an organization, as well as what the disadvantages and advantages of increasing participation appear to be. The work of Alutto and Belasco (1972) is especially useful. They review the literature regarding individual participation in organizational decision-making and point out that at least three distinct themes emerge. The first concerns the importance of participation in determining the acceptance of change. They point to the work of Coch and French (1948) and later research which concludes that participation will increase the probability that change will be accepted as well as increase the overall effectiveness of the change. They point, also, to the work by Lammers (1967) which suggests that allowing participation in decisions over which participants exercise no control may be just as damaging as allowing no participation at all. Both of these ideas (Lammers' and Coch's and French's) have important implications for self-determination policy. Is the heavy emphasis placed on participation expected to lead quickly to an acceptance of a change to termination of federal responsibility? And what harm may be done if there is increased participation, yet no actual exercise of control is allowed the tribal members?

The second major theme noted by Alutto and Belasco concentrates on interactions between the decisional participation rates of subordinates and the perceived relative influence of administrative superiors.

It is argued, by Tannenbaum (1968), and Mulder (1971), that by allowing subordinates to participate in decision-making, superiors gain influence over the actions of individual role performers. As participation is extended and superiors relinquish complete control over decisions, they gain increased certainty concerning the actions of their subordinates, encouraging commitment through involvement. They also gain increased influence over a widespread set of decisional issues, thus gaining on the legitimate exercise of authority. And as Tannenbaum has pointed out, one consequence of shared decision making is the need for increased administrative control. This would suggest that the policy of self-determination could be interpreted as action leading to increased control by federal government over the actions of individual Indians while at the same time increasing the level of participation of Indians in decision-making.

A third theme noted by Alutto and Belasco was the generally positive effects of participation in decision making. For example, Patchen (1970) studied the relationships between participation, job satisfaction, job achievement, and organizational integration and concluded that participation in institutional decision-making leads to greater job satisfaction and work achievement, as well as greater individual integration into the organization (Alutto and Belasco, 1972: 118). Thus, it may be expected that increased participation will have an impact on satisfaction and cohesiveness as examined in this study. This expectation is also supported by the work of Argyris (1955) and Khandwalla (1977:186).

Argyris (1955:158) discusses the writings of various

consultants, executives, and researchers regarding the advantages of participation in decision-making. Some of these advantages are that participative management tends to 1) increase the degree of cohesiveness of participants; 2) provide participants with an overall organization rather than a strictly departmental view; 3) decrease the amount of conflict, hostility, and cutthroat competition among the participants; 4) increase the individuals' understanding of one another, which leads to increased patience and tolerance toward one another; 5) increase the individual's free expression of his personality; and 6) develop a climate in which organization members find opportunity to be more creative and to come up with ideas beneficial to the organization. Khandwalla (1977:186) summarized some of the main findings regarding research on democratic or participative decision making, as follows:

- 1) Participatively managed or democratically led groups are more self-reliant than autocratically led groups, especially during the leader's temporary absence. Members of autocratically led groups exhibit greater apathy, dependence, frustration, and aggression toward the leader. (White and Lippitt, 1960)
- 2) It is easier to change the beliefs and behavior of individuals when they are handled together and when they are allowed to participate in a group discussion than when they are merely told to change their beliefs and behavior. (Lewin, 1958) A group discussion leads to a wider awareness of the issue and a feeling on the part of members of having participated in the making of decisions. A group emerges from such a discussion and thus acts as a force for keeping individual members in line.
- 3) Productivity may increase under a more participative style of management, but there is no clear evidence that the gains are greater than those under a more nonparticipative or authoritarian style of management. The evidence is stronger, however, that the organizational climate and morale change for the better should management become more participative and change for the worse should it become more authoritarian or nonparticipative. (Morse and Reimer, 1956, and Coch and French, 1948)

- 4) Not all organizational members react favorably to participative management. Those with strongly authoritarian personalities react indifferently or negatively to participative management. (Vroom, 1960)
- 5) There is some evidence that the power sharing characteristic of participative management increases not only the feelings of control of lower level employees, but also the feeling of control of the management. (Tannenbaum and Kahn, 1957) In nonparticipatively managed organizations the management has the authority to make decisions but not necessarily control over the outcome of its decisions. The latter depends to a great extent upon the cooperation extended by employees. In participatively managed organizations, the management forgoes some of its formal authority to make decisions but gains in exchange a greater assurance that the decision made participatively will be implemented expeditiously because of employee cooperation.

In discussing research regarding participation, Alutto and Belasco (1972:118) point out that many researchers assume a simple linear relationship between increased participation and such outcomes as willingness to adopt change, increased administrative control, and greater integration into the organization. They point out, however, that distinguishing precise decisional participation is difficult because participation can range from the presentation of an opinion to being a part of making the final decision. They go on to say that not all forms of participation will produce identical or even similar organizational outcomes.

Alutto and Belasco also note (1972:118) that researchers often maintain that the desire for increased participation is equally and widely distributed throughout an organization. They point to research which indicates that organizational populations are far from homogeneous in attitudes, sentiments, and expectations concerning a wide range of organizational issues, and that it is therefore more reasonable to assume that not all segments of the population are equally desirous of additional participation in organizational life. They then suggest the

crucial variable to observe is the difference between current and desired rates of participation rather than a system member's absolute rate of participation.

One theory of organization which is based on high degrees of participation is that of Rensis Likert's System 4 (1961, 1967, 1976). Based on research findings conducted at the University of Michigan's Institute for Social Research, the theory is claimed to be applicable to every kind of organization and is "appreciably more effective in enabling an organization to decide upon its objectives and to accomplish them efficiently" (Likert, 1976:17). Often referred to as a theory of participative management, System 4's emphasis of the beneficial effects of participation is described by Taylor and Bowers (1972:2) in the following quote:

The system which appears to function best in American industry is participative, in the sense that it encourages an open sharing of information and the involved influence of members over events and decisions affecting their lives.

Likert's System 4 Theory has been compared with the classical organization theory. This comparison, shown in Table 2, is adapted from the work of Likert by Gibson, Ivancevich, and Donnelly (1976:277).

To summarize this section regarding participation, it seems clear that the concept of participation is an important aspect of organizational functioning which has generated substantial thought, writing, and research. Participation focuses upon the notion of people becoming more involved in deciding matters which affect them. It was noted that in this study participation is defined as the extent of involvement of tribal members in decision-making within the tribe. This definition has support in the literature and seems to have

Table 2

CLASSICAL DESIGN AND SYSTEM 4 ORGANIZATION

Classical Design Organization	System 4 Organization
1) <u>Leadership process</u> includes no perceived confidence and trust. Subordinates do not feel free to discuss job problems with their superiors, who in turn do not solicit their ideas and opinions. 2) <u>Motivational process</u> taps only physical, security, and economic motives through the use of fear and sanctions. Unfavorable attitudes toward the organization prevail among employees. 3) <u>Communication process</u> is such that information flows downward and tends to be distorted, inaccurate, and viewed with suspicion by subordinates. 4) <u>Interaction process</u> is closed and restricted; subordinates have little effect on departmental goals, methods, and activities. 5) <u>Decision process</u> occurs only at the top of the organization; it is relatively centralized. 6) <u>Goal-setting process</u> is located at the top of the organization; discourages group participation.	1) <u>Leadership process</u> includes perceived confidence and trust between superior and subordinates in all matters. Subordinates feel free to discuss job problems with their superiors who in turn solicit their ideas and opinions. 2) <u>Motivation process</u> taps a full range of motives through participatory methods. Attitudes are favorable toward the organization and its goals. 3) <u>Communication process</u> is such that information flows freely throughout the organization -- upward, downward, and laterally. This information is accurate and undistorted. 4) <u>Interaction process</u> is open and extensive; both superiors and subordinates are able to affect departmental goals, methods, and activities. 5) <u>Decision process</u> occurs at all levels through group process; it is relatively decentralized. 6) <u>Goal-setting process</u> encourages participation in setting high, realistic objectives.

Table 2 Continued

Classical Design Organization	System 4 Organization
7) Control process is centralized and emphasizes fixing of blame for mistakes.	7) Control process is dispersed throughout the organization and emphasizes self-control and problem solving.
8) Performance goals are low and passively sought by managers who make no commitment to developing human resources of the organization	8) Performance goals are high and actively sought by superiors, who recognize the necessity for making a full commitment to developing, through training, the human resources of the organization.

implications for self-determination policy which encourages the participation of Indians in the solving of their own problems and in programs and services conducted by the federal government for Indians. The work of Alutto and Belasco, Argyris, Khandwalla, and Likert discusses the outcomes of increased participation for the organization and suggests certain relationships between increasing levels of participation and the level of satisfaction and cohesiveness of organization members. Their work also suggests a number of other outcomes of increased participation which may be examined as possible indicators that self-determination policy had indeed been implemented at the tribal level. An attempt to assess the changes in the degree of participation within the tribe and some of the consequences of this change occurs in the exploratory study. Additionally, the survey study looks at perceptions of tribal members of changes in participation.

Cohesiveness

As defined in this study, cohesiveness is seen as the degree of tribal members involvement with and commitment to the tribe and the desire to have an active tribal community. As implied in the writings of Webber (1975:496) the success of groups in meeting their objectives depends to an important extent upon their internal strength as seen in group cohesion. Cohesion is both a cause and a consequence; it aids the pursuit of group objectives, and at the same time, cohesiveness can be strengthened by the sharing of concentrated effort. Thus, the presence of a cohesive tribal group would aid in the implementation of self-determination, would be a reason for the success of self-determination, and increased cohesion would be a logical outcome of the sharing experience

brought through increased participation in decision-making at the tribal level.

Examining cohesiveness following the definition given above has support in the literature. Allport has proposed potency of involvement as the equivalent of cohesiveness and defines involvement as the "individual's net investment in or tendency to maintain, the collective structure concerned" (Tannenbaum, 1968:258). Hellriegel and Slocum (1976:177) point out that cohesiveness generally refers to the strength of the members' desire to remain in the group and their commitment to the group. Based on this conceptualization, groups whose members have a strong desire to remain in the group and personally accept the goals of the group would be considered highly cohesive related to one where the opposite was found.

Researchers have approached the question of evaluating cohesiveness in a group in a number of ways. Seashore evaluated cohesiveness in terms of the degree to which members perceived themselves to be part of the group, members preferred to remain in the group rather than leave, and members perceived their group to be superior to other groups with respect to the ways the members stuck together, helped each other out and got along together (Hellriegel and Slocum, 1976:178). Taylor and Bowers discuss the means used to evaluate interpersonal processes which characterize highly effective groups as described by Likert. They focused on confidence and trust among members; strong shared motivation toward goal achievement; effective group decision-making; effective and open communication within the group; mutual help and coordinated effort; flexibility, adaptability, and creativity; and job competence.

Webber (1975:496) reports on research findings which identify factors which affect cohesiveness. In general, cohesiveness tends to be higher where group members are more homogeneous, membership is more stable, and size is small. Outside pressure was seen as tending to increase the cohesiveness of the group, and the higher the status of the group, the more cohesive the group tends to be. The level of communication among members is also seen as being related to the cohesiveness of groups. Lott suggests that one impact of increased cohesiveness for a group is a higher level of communication among members, and that increasing communication among members will lead to increased cohesiveness (Kolasa, 1969:321).

As might be expected, a cohesive group is more likely to arise in a situation calling for cooperative activity and is more likely to be effective in performance than one experiencing internal competition. Klein has indicated that compatibility of group members and similarity in characteristics of group members lead to more effective collaboration and performance (Kolasa, 1969:277). This would seem to indicate that cohesion is similar to conformity. Yet Hellriegel and Slocum (1976:176) report that there is no one to one relationship between cohesiveness and conformity. For example, they note that a mature group might have high member commitment and stick-togetherness while simultaneously respecting individual differences in behavior and thought.

Hellriegel and Slocum also discuss the relationship between cohesiveness and performance. It is likely that a successful effort will lead to a more cohesive group than would a less successful effort. It may also be the case that a cohesive unit is more likely to be successful. If groups' goals and overall organizational goals are in

conflict, it is possible to expect a highly cohesive group would have lower performance.

This study investigates cohesiveness and changes that have occurred in the cohesiveness of the tribal unit. The variable is investigated in the exploratory study utilizing the literature review as a background and relying on the researcher's observations of indicators of increased or decreased cohesiveness. The survey study obtains tribal members' perception of changes in cohesiveness.

Satisfaction

The close relationship between satisfaction and participation has been addressed by Tannenbaum (1966:98) who states that the impact of participative mechanisms on persons within the organization may lead to satisfaction. In the exercising of influence through participation, members can derive satisfaction due to their needs for self-determination and independence. Additionally, participative mechanisms may bring "material" or "pragmatic" reward, in that a person who is involved in decision making can perhaps shape policy in ways consistent with his own self-interest. Participation is also described by Tannenbaum as being intrinsically satisfying through the pleasure derived from group meetings, making decisions, getting involved in challenging projects and so forth.

Webber (1975:417) points to a relationship between satisfaction and decentralization, noting that decentralization provides more people the opportunity to participate, and this may lead to greater motivation and satisfaction.

Satisfaction as used in this study is seen as an output or

end-result variable. As has been pointed out, the end result of self-determination should be that the Indian people accomplish the goals they establish--goals revolving around increasing the quality of life in terms of health, income, housing, education, employment, and happiness. Self-determination promotes the accomplishment of these goals through the tribal organization, perhaps resulting in increased pressure on the tribe by tribal members to meet their needs. Accordingly, satisfaction is defined in this study as the degree to which the tribe is meeting the needs of tribal members.

There is support in the organization and management literature for treating satisfaction as an end-result variable and for defining it as noted. Gibson, et al. (1976:63) in discussing organizational effectiveness, designate satisfaction as one of the necessary measures of effectiveness and define satisfaction as the extent to which the organization satisfies the needs of its employees. Taylor and Bowers (1972:75) use satisfaction as an end-result variable and define its domain in terms of satisfaction with economic and related rewards, satisfaction with the adequacy of immediate supervision, satisfaction with effectiveness of the organization as a system, satisfaction with the job itself, satisfaction with the compatibility of fellow employees, and satisfaction with advancement.

Conflict

Self-determination represents a change in Indian policy. At least some of this change is directed at power and authority relationships. Decentralization and participation both have implications for looking at these changed relationships. Additionally, conflict and

changes in the level of conflict within the tribe need to be examined, because levels of overt conflict increase as a function of participation and decentralization as well as change. As Thomas and Bennis note (1972:19), "Important diagnostic questions need to be asked about organization in need of change and renewal. And perhaps the most significant of these is how internal dissent demanding change is implicitly managed." They also state that change almost invariably disturbs the power equilibrium in the organization by calling goals into question, unsettling present formulas for distributing resources, and shaking the status structure.

Conflict is defined in this study as the degree of disagreement and dissension within the tribe. Conflict is not seen as the opposite of cohesion, i.e., there is no expectation that I shall find them to be directly, yet negatively, related to one another. Conflict can occur in highly cohesive groups. This notion is supported by Likert (1961:166) who discusses the supportive atmosphere of highly effective and cohesive groups in which suggestions, comments, ideas, information, and criticism generate disagreement and differences of opinion, but which focus on arriving at sound solution and not on aggravating the conflict. Hellriegel and Slocum (1976:128) suggest that individuals can simultaneously engage in cooperation (working together toward a common goal) and conflict (disagreement over the means of accomplishing the goal).

It is assumed that if there is increased decentralization and increased participation, there is increased opportunity not only for cooperation in setting and working toward tribal goals, but there is also increased opportunity for conflict in these same activities.

Dissension and disagreement that was previously in existence between the tribal organization and the BIA in regard to these activities may now be transferred to the tribe itself.

Conflict within the organization may be seen as functional or dysfunctional in specific instances. It may facilitate or inhibit the organization's productivity, stability, or adaptability. The outcome often depends upon the reaction of the organization to the disruption of equilibrium that conflict brings to the organization (Pondy, 1967: 368). Pondy reports that few authors have viewed conflict as a neutral phenomenon—it is either evil, the opposite of cooperation and harmony and should be eliminated, or it is a necessity for progress and change. Of those seeing conflict as necessary, Boulding (1962:308) points out that conflict in itself is not good, but the processing of conflict toward some type of resolution gives it meaning and makes it good. The latter requires viable structures/mechanisms by which conflict can be resolved.

In the exploratory study, conflict and changes in the level of conflict within the tribe are examined, attempting to determine the functions and/or dysfunctions of the conflict in specific instances. In the survey study, tribal members' perception of changes in conflict is examined.

Other Considerations: Functions of Management, Organization
Change, and Organization Development

The policy of self-determination is a change in policy regarding the federal government's relationship with Indians and has ramifications for Indian tribal organization. The literature and

discussions presented previously have dealt with concepts which were used extensively in conducting both the exploratory study (Chapter III) and the survey study (Chapter IV) in assessing tribal organizational structure and changes resulting from the implementation of self-determination. This final section on organization and management literature concerns three topics used by this researcher in the exploratory study--functions of management, organization change and organization development. The framework provided by writers on these topics is employed by this researcher in describing the tribal organization.

Functions of Management

In organizing the field of knowledge associated with the functions of management, Koontz and O'Donnell point to five functions of managers. These functions are planning, organizing, staffing, directing and leading, and controlling. Planning is described as that activity that concerns selecting objectives and the strategies, policies, programs, and procedures for achieving them. Organizing involves "the establishment of an intentional structure of rules through determination of the activities required to achieve the goals of an enterprise and each part of it, the grouping of these activities, the assignment of such groups or activities to a manager, the delegation of authority to carry them out, and provision for coordination of authority and informational relationships horizontally and vertically in the organization structure" (Koontz and O'Donnell, 1976:71). The organization structure is viewed not as an end in itself but as a means for accomplishing objectives. Organization structure must fit the task, must reflect any compromises and limitations imposed on the manager, and must reflect the environment

of the enterprise.

Staffing refers to manning the positions called for in the organization structure. Directing and leading involves the direction and leadership necessary to see that the organization meets its objectives. Finally, controlling concerns the "measurement of accomplishment of events against the standard of plans and the correction of deviation to assure attainment of objectives according to plans" (Koontz and O'Donnell, 1976:635).

Another approach to the functions of management is that of Fayol. The elements of management, according to Fayol, are planning, organizing, command, coordination and control. The first element, planning or "looking ahead," involves securing a good plan of action which has the characteristics of unity (one overall plan followed by specific plans for each activity), flexibility (to bend to unexpected events), and precision (eliminating as much guesswork as possible). Fayol advised there should be a series of plans which together would comprise one entire plan for the firm (Wren, 1972:221).

Fayol's second element of management was organizing. It included provisions for the structuring of activities and relationships as well as the procurement, evaluation, and training of personnel. The proper structure was said to define duties clearly, encourage initiative and responsibility, harmonize activities and coordinate efforts, and insure control without an excess of regulation, red tape, and paper control (Wren, 1972:223).

Fayol's third element was command which had as its objective the obtaining of optimum return from all employees of a unit in the

interest of the whole concern. The fourth of Fayol's elements was coordination and control. Coordination is needed to harmonize all the activities of a concern so as to facilitate its working and success. Controlling consists of insuring things occur in conjunction with the plan adopted, the instructions issued, and the principles established (Wren, 1972:226-228).

A number of other writers have provided frameworks for viewing the functions of management, generally following the same line as the above framework discussed. Although this brief treatment of the functions of management does not do justice to the vast amount of writings and research on the topic, it does, through the frameworks of Koontz and O'Donnell and Fayol, provide a scheme for the investigation of managerial aspects of Indian effort at self-determination.

Organization Change

The writings of Katz and Kahn, Greiner, and Chandler on organization change provide information for analyzing change in the Chickasaw Tribe, as reported in the exploratory study.

Katz and Kahn (1966:390) differentiate between change in the organization itself and change directed at individuals within the organization. Change in the organization itself affects the organization social system and its properties (1966:425):

It is sometimes done by executive order, as when two companies merge and large sectors are reorganized or even eliminated. It can come about from the revolution from within, as when young reformers capture a state or local political organization, oust the old guard from control, and reorganize the functioning of the political party. Systematic change can come about from pressures from without, as when the government orders the reorganization of an industrial empire. . . . Or the outside pressure can be the power of a labor union, which moves in on some of the old management functions of employee discipline, lay-off, and dismissal.

Further, Katz and Kahn point out that while organizations are always in some degree of fluctuation and change, major changes are the exception rather than the rule. Major changes result from either changed inputs from the environment or internal system strain and imbalance. Changed inputs include such things as changes in information or resource inflows (for example, when new resources are discovered or new laws developed) and changed maintenance inputs as in the values and motivations of the organization members. Change in the organization due to changed maintenance inputs is seen by Katz and Kahn as being basically evolutionary, citing the example of the growth in the United States of the democratic ethic which has extended into the organization.

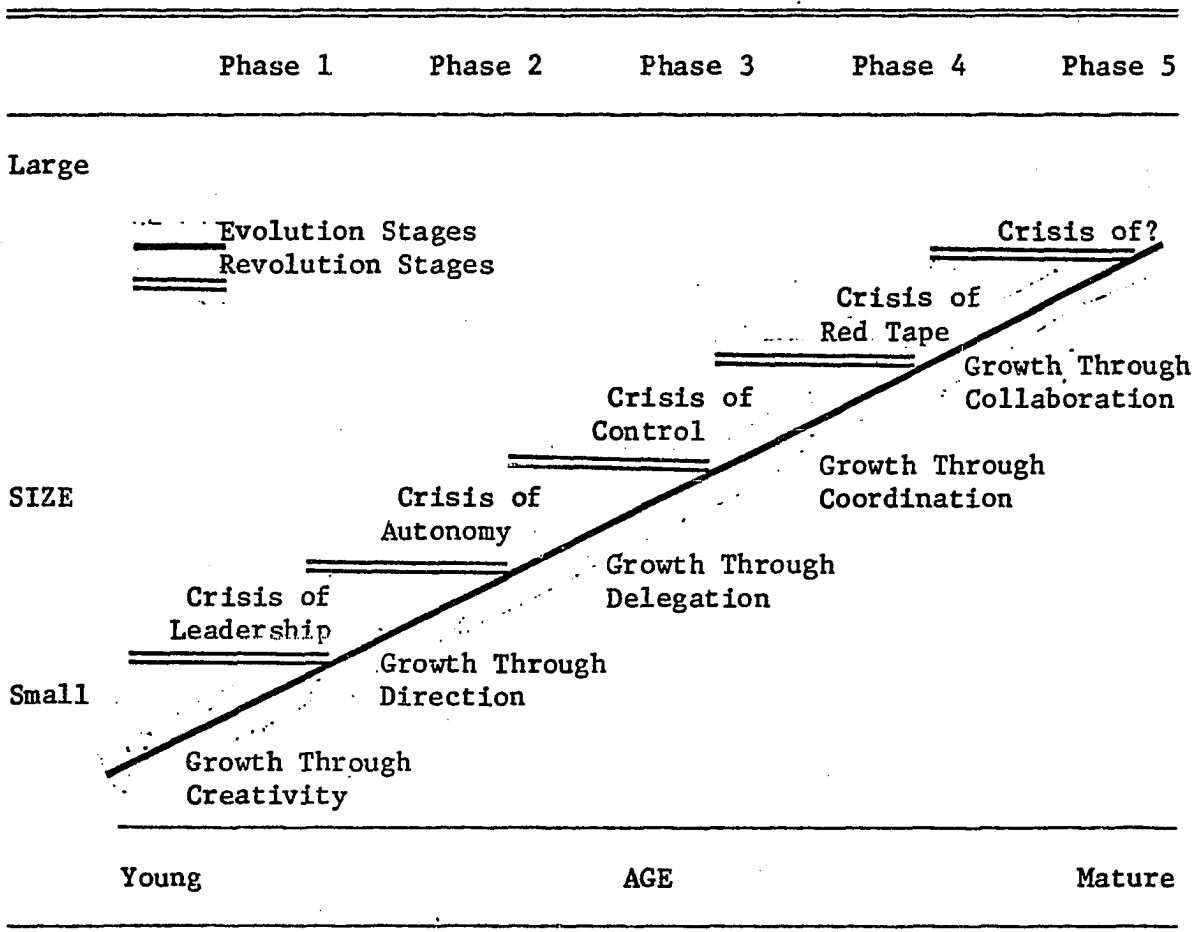
Discussing internal strain and imbalance as the second source of major change, Katz and Kahn (1966:447) note that organizations function by means of adjustments and compromises among competitive and conflicting parts of the organization and its members. They suggest that sources of internal strain are not the most potent cause of organization change, rather the changed inputs from the environment are the most critical factors in significant modification of organizations. They note, however, that often changes from without interact with internal strains to promote organization change.

A framework for development and change of organizations has been developed by Greiner (1972). Greiner sees organizations as passing through phases of growth interrupted by periods of turmoil. The growth periods, which he calls "evolution," are characterized by a dominant management style and a prolonged period of growth where no organizational upheaval occurs. The turmoil period, which he terms

"revolution" is characterized by a dominant management problem. Key dimensions in his model include organizational age, size, and growth rate of the industry. Greiner's model is summarized in the diagram below:

Figure 2

PHASES OF ORGANIZATIONAL GROWTH THROUGH COLLABORATION



A further conception of change in organizations is provided by Alfred Chandler, as discussed by Wren (1972:99). In studying the historical growth of large corporations, Chandler noted that four phases of growth occur in cyclic manners in American enterprises. The first phase involves initial expansion and accumulation of resources. The second

phase involves the rationalization of the use of resources, while phase three involves the expansion into new markets and lines to help assure the continuing use of resources. The fourth phase involves restructuring to insure the firm can continue to utilize resources effectively.

Organization Development

Much of the literature regarding change concerns itself with planned change, or the process of preparing for and managing change. The term organization development is generally used to refer to this process. Since Indian self-determination is an effort at planned change, it is appropriate to provide a framework for discussing planned change as provided in the organization development literature.

Organization development focuses on innovation and change in organizations. A heuristic process, it is a long-range effort to improve an organization's problem solving capabilities and its ability to cope with changes. A number of authors have attempted to define the field of organization development in operational terms. Warren Bennis describes organization development as "a response to change, a complex educational strategy intended to change the beliefs, attitudes, values, and structures of organizations so that they can better adapt to new technologies, markets and challenges and the dizzying rate of change itself." Richard Beckhard sees organization development as a change strategy which is planned, organization wide, managed from the top, with a purpose to increase organization effectiveness and health through planned interventions in the organization's processes, using behavioral science knowledge. Wendell French describes organization development as "a long range effort to improve an organization's problem solving

capabilities and its ability to cope with changes in its external environment with the help of internal or external behavioral science consultants or change agents" (Raia, 1972:13).

Lyman K. Randall (1971:45) has described organization development as follows:

Organization development is a reorientation of man's thinking and behavior toward his work organizations. It applies the scientific method and its underlying values of open investigation and experimentation to individual and work group behaviors as they are directed toward the solution of work problems. It views both man and change optimistically. It applies a humanistic value system to work behaviors. It assumes people have the capacity and motivation to grow through learning how to improve their own work climate, work processes and their resulting products. It accepts as inevitable the conflicts among the needs of individuals, work groups, and the organization, but advocates openly confronting these conflicts using problem-solving strategies. Its goal is to maximize the use of organization resources in solving work problems through the optimal use of human potential.

The methodology for applying organization development to an organization is varied and differs from one consultant to the next.

Beckhard (1971:15) has provided what he considers to be characteristics and conditions that are found in a successful organization development program as follows:

- 1) There is a planned program involving the entire system.
- 2) Top management is aware of and committed to the program.
- 3) The program is related to the organization's objective.
- 4) Organization development is a long-term effort, as in two to three years being required for any large corporation to change.
- 5) Activities are action oriented; in other words, the types of interventions and activities in which organization members participate are aimed at changing something after the activity.
- 6) Organization development focuses on changing attitudes and/or behavior.

- 7) Organization development usually relies on some sort of experience-based learning activity. This involves examination of present behavior, experimentation with alternatives, and commencement toward practice in modified ways to achieve behavioral change.
- 8) Organization development efforts work primarily with groups. This is because groups and teams are seen as the basic units of organization to be changed or modified as one moves toward organizational health and effectiveness. Individual learning and personal change are secondary.

Typical to most programs of organization development is an action research model. This model involves extensive collaboration between consultant and client group, gathering of data, and discussion and planning of data use.

This section of the preparatory study has briefly discussed three additional concepts that were employed in analyzing the Chickasaw tribal organization by the researcher. The topics of functions of management, organization change, and organization development provide a framework for use in assessing the current state of management in the tribe, the changes that are occurring in the tribe, and the extent to which this change is being planned through the use of organization development.

Conclusion

Included in this preparatory study has been a survey of literature from the organization and management field which serves as a basis for the analysis of Indian tribal organization and self-determination. In both the exploratory study and the survey study, the concepts of decentralization, participation, cohesion, conflict, and satisfaction are employed in studying the Chickasaw tribe. Self-determination calls for the future of tribal organization to be determined by tribal

acts and Indian decisions, implying a change in the degree of relative influence. Self-determination also calls for full participation of Indian people in solving their problems. A more cohesive tribal unit and a greater sense of satisfaction of tribal members toward the tribe are logical outcomes expected from a move to self-determination. And the process of change and the nature of decentralized and participative systems make conflict an appropriate area for investigation in this study. The exploratory study also utilizes the concepts of functions of management, organization change and organization development, and these have been presented.

The next portion of this preparatory study provides information as to the implementation of self-determination.

Organization and Management Aspects of the Implementation of Indian Self-Determination

This portion of the study attempts to present information and research findings that relate to Indian efforts at self-determination from an organization and management perspective. The information is of use in learning more about the current state of Indian affairs in general and in providing additional background for studying a specific tribe (the Chickasaw Tribe of Oklahoma) as it works toward self-determination.

Information for this section was gained in a number of ways. In addition to reference works on Indian policy and the relationship between the federal government and Indian tribes, the researcher gained information through attendance at several conferences and seminars and a number of interviews and discussions with people involved in Indian affairs. Some of the sources of information used are as follows:

Attendance at American Indian Heritage Symposium
 Attendance at Intertribal Council Meeting of the Five
 Civilized Tribes

Interviews and Discussions with:

Congressional Staff Personnel, Washington, D.C.
 Acting Director of Industrial Development, BIA, Washington
 Tribal Operation Officer, BIA, Washington, D.C.
 Director of Industrial Development (of a tribe)
 Chiefs of several tribes
 Tribal organization employees
 Academicians involved in Indian Affairs
 Members, American Indian Policy Review Commission
 Indian friends and students

The findings of this information gathering process will be presented in the remainder of this chapter.

Two questions might be addressed before discussing the implementation of self-determination. They are "What is the relationship between the Indian and the federal government?" and "What is the role of the Bureau of Indian Affairs?" The nature of the relationship between the Indian and the federal government guides the formation of federal policy, and the implementation of federal policy is carried out, to a large extent, by the Bureau of Indian Affairs.

Indians are citizens of the United States and possess the same rights, privileges, and obligations as other citizens. The federal government is a trustee of Indian property, not a guardian of the individual Indian. Yet this trust relationship over Indian lands has created a special relationship between the Indian and the federal government. Numerous services are guaranteed to Indian people along with this relationship (U.S. Department of Interior, Federal Indian Policies, 1975:12).

The Bureau of Indian Affairs is the government agency which handles many of the common services which are administered. The BIA was established in 1834 as part of the War Department, when settlements

near Indian country were mostly army outposts. In 1849 it was transferred to the Department of the Interior. The Commissioner of Indian Affairs is appointed by the President and confirmed by the Senate. The BIA has three distinct functions. One is the responsibility of carrying out programs authorized by Congress. The second is to act as trustee for Indian lands and resources. The third, and the one most crucial in self-determination policy, is to create a climate in which Indian groups can operate by and for themselves (Brophy and Aberle, 1966:17).

In order to carry out these functions, the BIA has approximately 18,000 employees and a fiscal 1977 budget of over one billion dollars. Headquarter offices are located in Washington, D.C., and Albuquerque, New Mexico. There are twelve area offices and eighty-two subordinate agency offices (U.S. Department of Interior, 1976:1). A Bureau of Indian Affairs Management Study (1976) reached a number of conclusions critical of the BIA including the following:

There is a notable absence of managerial and organizational capacity throughout BIA. Decisions are made on a day-to-day basis with little long-range planning. Communication among organizational levels is poor as are agency-tribe relationships (U.S. Department of Interior, 1976:3).

Having briefly noted the relationship between the Indian and the federal government and the role and structure of the Bureau of Indian Affairs, this discussion will now turn to the implementation of self-determination.

Information regarding self-determination was gained at the American Indian Heritage Conference, in Tahlequah, Oklahoma, in 1976. During an informal discussion with a prominent historian, the researcher asked his opinion as to the extent of self-determination to date. The

historian felt that the 1970 excitement regarding self-determination was followed in 1971 and 1972 by a power struggle within the bureaucracy climaxed by the takeover of the BIA building by the American Indian Movement (AIM) in 1972. He felt the internal conflict was brought about by changes being made in the BIA, including Indian preference and self-determination, with many BIA employees feeling they were being moved aside. Many of the older Indians feared that self-determination was really a cover-up for termination. The historian reported that the two parties, the older Indians and the BIA employees, joined together and fought the changes. The resulting conflict and turmoil brought a halt to the Indian program, leading to the firing of Commissioner Bruce and confusion in Washington as to what to do with the BIA. The historian noted that Marvin Franklin was then appointed as BIA commissioner and was able to do little. At about this time, John Erlichman, of Nixon's staff, became interested in the Department of Interior, and this interest was translated, according to the historian, into increased power for the Department of Interior over Indian affairs. Congress then became involved, and matters were generally confused. The historian reported that Morris Thompson, Commissioner of the BIA at the time of the interview, had been able to bring some degree of organization to matters, although the power still rests with the Interior Department and the Office of Management and Budgets.

In response to the question as to the extent of decentralization that occurred, the historian responded that he felt the BIA area officers have the same influence in 1976 as they had in the early 1970's, when in the spirit of self-determination, decision making

authority regarding budgets, programs, and the like was given to the regional area offices. He noted, however, that some centralization occurred from the local agency and tribal level to the area offices in a consolidation move. For example, superintendents working with a particular tribe were consolidated in area offices. The historian did point out that Indian people appear to be participating more in decision making and becoming more involved at the local level.

Tyler (1973) presents evidence that the self-determination philosophy is being implemented. Some examples he cites are as follows:

- 1) a change from relocation of Indians to areas where work is available to a placement service that would put emphasis on local training and employment
- 2) programs to attract industry to areas near Indian populations have been implemented. From the mid-50's to 1968, over twelve hundred industrial enterprises were established on or near Indian reservations, employing 45,000 Indians
- 3) increased federal expenditures to assist Indian self-determination efforts. Expenditures in 1968 were about \$425 million as compared to \$94.5 million in 1955. Agencies such as the Department of Health, Education and Welfare, Department of Housing and Urban Development, Department of the Interior, the Bureau of Indian Affairs, and the Department of Labor were involved in formulation, implementation, and evaluation of strategies for development
- 4) a changing role for the Bureau of Indian Affairs including
 - transformation of the BIA from a management to a service organization;
 - reaffirmation of the trust status of Indian land;
 - making the BIA Area Offices fully responsive to the Indian people they serve;
 - providing tribes with the option of taking over any or all BIA program functions with the understanding that the Bureau will provide assistance or reassume control if requested to do so;
 - working with Indian organization to become a strong advocate of urban Indian interests.

Admittedly some of the statements by people associated with the BIA and the federal government may be self-serving. Yet they do provide

some idea as to the implementation of self-determination. Secretary of Interior Morton provided information citing progress in achieving Indian self-determination in a news release issued in 1972. Morton notes that funding for the BIA doubled from 249 million dollars to 530 million dollars in four years. An increase in the number of BIA executive positions filled by Indians from one out of eleven to seven of twelve had occurred. Funding of Indian college scholarships increased from 3 million to 15 million dollars. Morton also notes that Indian tribal leaders are setting forth their own priorities for the use of BIA funds, and the BIA is acting on those priorities.

In moving toward self-determination, many tribes have established and operated housing authorities through the Department of Housing and Urban Development. Although federal funds are used to finance the operation, and consequently HUD does have certain controls over the tribal housing authorities, much of the decision making is done at the tribal level, and some tribes have made a start in providing better housing for their members. Other tribal programs that have been developed to meet self-determination goals involve education, health, training, and employment. These programs are also characterized by increased involvement by tribal members.

Some tribes have ventured into economic enterprises as a means of providing employment for their members as well as to provide income for the tribe. A number of tribes have built or purchased motels which they operate. Tribes are also involved in starting small manufacturing plants (electronics, mattresses, craft items), and a few have constructed industrial parks in an effort to attract industry into their geographical area.

A BIA industrial development director discussed with the researcher some of the problems associated with the industrial park concept. It is difficult to attract industry (parks were only 6% occupied as of 1975), and there have been some well publicized conflicts between the industries and the tribes (Fairchild in Arizona, for example). Some of the sources of information with whom the researcher discussed the matter of industrial parks indicated they felt the concept is not the answer in the long run for meeting self-determination goals because it places the Indian people at the mercy of white controlled industry. This, according to one source, allows Indian labor to be obtained cheaply, allows little Indian participation in the company decision-making, and results in turning the Indian community into a "company town."

Another tribal approach to improving the economic aspects of its members has been to provide loans to assist its members in starting their own businesses. The researcher talked with one such member who owns a men's clothing store whose start-up financing was provided by the tribe.

Some Indian organizations, separate from tribal organizations, have been formed with the purpose of assisting Indian people and/or Indian tribes to meet self-determination goals. The Oklahomans for Indian Opportunity (OIO) is such an organization. The OIO is funded under the Economic Development Act of 1964 and provides assistance to Indians trying to develop business enterprises. The OIO staff assists in putting together business packages which might involve seeking business opportunities as well as providing financial, management, and

technical assistance to Indian businessmen (OIO Annual Report, 1975:5).

A recent move by the OIO has been to form a profit-making subsidiary organization of non-profit OIO to establish and operate businesses, the profits of which can be used to establish other businesses. The first purchase of this subsidiary was the recent purchase of a hat manufacturing company in Lawton, Oklahoma.

One of the problems facing self-determination and its success is the dilemma of how much control or review the BIA should have in regard to tribal decisions. Secretary of Interior Kleppe addressed this issue at a White House meeting of Indian leaders (U.S. Department of the Interior, News Release, 1976). The following is quoted from that address:

It is not easy to achieve a balance because there are some inherent contradictions in our responsibilities--just as there are contradictions in government in general when we try to guarantee both freedom and security for the general public. Concerning Indian affairs, our Department has a trust responsibility to the tribes. Legally and morally we have the obligation to protect reservation land and resources, and to work to improve Indian life. At the same time, we are committed to Indian self-determination. This means encouraging the tribes to make their own decisions, and not only abiding by those decisions but helping to implement these decisions where there is no legal barrier. The critical question is where we should draw the line when a tribe wants to take an action which the BIA and I feel would be detrimental to that tribe.

Mistakes are made every day in government at all levels. Do we have an obligation to allow tribal governments to make mistakes? Self-determination says that we have that obligation to allow you to take actions which our best judgment tells us is a mistake for you. Our trust responsibility argues that we do not have the legal authority to allow you to make mistakes if we can prevent them. The problem is difficult, but it is one which we must face daily. We constantly strive to determine that fine line between the two extremes.

To complicate the problem, we realize that the fine line is not the same for each of the 482 Indian tribes or bands and Alaska Native villages. Some of your tribes rely heavily upon the expertise of the Department of the Interior. We do have highly competent people who are able and anxious to advise you and assist you, and to run programs for you, if that is your wish. On the other

hand, we know there are tribes which are fiercely independent, have the ability and desire to carry out all the functions of government, and primarily want the Federal government to stay out of their way.

We are attempting, within the legal and budgetary constraints under which we operate, to provide the flexibility to deal with each of these extremes and every shade in between.

The problem discussed by Secretary Kleppe as to whether to allow Indian tribes to make mistakes is indeed a difficult one. Castile (1974:219) points out that Indian people will be hesitant to participate if it appears their decisions will be overruled. He notes that while it is unrealistic to assume a complete waiver of federal responsibility, the direct control should be reduced to a minimum, avoiding government by purse strings while providing sufficient guarantees of responsible use of funds. To do otherwise, points out Castile, is self-defeating.

Another aspect of self-determination efforts from an organization and management perspective involves the tribes themselves and the organization they have developed to implement self-determination as well as to govern their tribe. This portion of the study presents findings relating to tribal organizations.

One major source for this section has been the report Indian Tribes as Governments which was prepared by the Indian Lawyer Training Program. Research was conducted by law students who spent time with a specific tribe gaining information in the primary areas of tribal governing structure, tribal court structure, economic development, and administration of governing services. In the paragraphs which follow, portions of that report will be presented, with particular emphasis being given to those portions which relate to organization and management, especially participation. The Chickasaws were not among

those tribes studied.

The research of the Papago Tribe of Arizona (American Indian Lawyer Training Program, 1975:30) brings out various aspects of tribal organization. The governing body of the Papago is a council that is elected from eleven districts of the tribe, each district being allowed two representatives. The elected council then elects its own officers, the resulting chairman having the responsibility for presiding over the council and for directing tribal administration. Each district also has its own district council made up of members of the various villages of the reservation. These district councils are independent of the Papago Council, the tribal constitution setting forth that each district is to manage their own local affairs. Only when a decision affects another district is the tribal council to get involved.

Observations as to the operation of the tribal organization were made in the report (1975:31). One area of conflict within the tribe has been that some districts are financially more secure than others, due primarily to mining operations conducted in some of the districts. Since revenue from the districts is divided equally between that district and the entire tribe, the result has been that some districts have better financial resources than others and consequently have become more powerful within the tribe both politically and financially. There are those in the tribe who believe the income should be distributed and shared equally among all districts, but the issue was unresolved and hotly disputed at the time of the research.

Another aspect of tribal organization among the Papago has been that the tribal elected officials are elected for only one year terms.

The observer reports that the shortness of the term results in ineffectiveness due to the "lame duck" nature of one year terms. The observer also reports of attempts to change the constitution to a more participative one (to elect the tribal officials at large rather than from within the membership of elected officials), but the revised elections procedures have not been established. The observer also points out that the powers of the council are subject to review and approval of the Secretary of Interior, a factor which gives control of all tribal trust monies, maintenance of law and order, regulation and licensing of non-Indians doing business on the reservation, and so forth, to federal authorities. The observer comments that having someone outside the tribal organization overseeing the tribe illustrates the shortcomings of the Indian Reorganization Act of 1934 and the resulting constitution. The observer reports that a revised constitution, tailored to the needs and goals of the Papago people, is the first step of a fresh start.

In reporting on the Cherokee Nation of Oklahoma, the American Indian Lawyer Training Program (1975:35) reports that the governing structure is centered legally and politically around the office of the principal chief, who until 1971 was appointed by the President of the United States. Since 1971 the chief has been elected.

The observer reports that no tribal council exists, although the chief, W. W. Keeler, has always tried to establish an elected body through which tribal members could express their opinions. Until 1972 the chief was advised by an executive committee which was made up of leaders of the various Cherokee Communities. In 1972 the Elected Cherokee Community Representatives Organization, a body of 85 representatives

from over 43 Cherokee communities, was established. The observer reports that the body is a voluntary organization, and its decisions are not legally binding. Its membership is open to those who are interested. The observer reports that even though the organization has little authority, their opinions are highly regarded and in effect always followed. The researcher goes on to comment that he would question allowing members of a large volunteer organization to make costly decisions.

There also exist within the Elected Cherokee Community Representatives seven standing committees which work on committees such as employment screening, by-law revision, credentials, roads, finance, industry, and education. The observer reports that the power of these committees is not to be understated, that the larger membership rarely overrules committee recommendations. He gives an example of the power of the committee as being evidenced by one committee which is attempting to determine how a 3.5 million dollar judgment will be used.

The observer also reports of confusion as to the organization of the tribe, stating that there was a "continued plea to know how the whole system fits together." He calls for a new constitution and an elected body to set policy for the tribe. He indicates that these tasks are under consideration and substantial work has been done.

The American Indian Lawyer Training Program (1975:38) also presented some observations of the Nez Perce of Idaho tribal government system. The Tribal General Council is made up of all 950 eligible voting members of the tribe. This council meets twice a year to elect the tribal Executive Committee and other officials and to conduct

general business. The observer for this tribe reported that it is generally considered that the General Council contributes little more than a tribal gathering to "express dismay or render suggestions concerning tribal matters from a small group of concerned tribal members." The primary governing body is the Tribal Executive Committee, which consists of nine members elected for three-year terms. They elect among themselves a chairman and other officers. The duties of the executive committee are to represent the tribe in negotiations with federal, state, and local governments, corporations, associations, and individuals, to promote and protect health, education and general welfare of the tribe, to administer unrestricted tribal funds, to run elections, and to administer welfare. They also have power, subject to approval by the Secretary of the Interior, to manage tribal property, to further economic development of the tribe and its members, to enforce conduct ordinances, administration of law and order, and the like. The observer reports that the committee is the most important decision-making body of the tribe.

In discussing the relationship between the General Tribal Council and the Executive Committee, the observer notes that it is difficult for the General Council meeting to be an effective results getter because it is perhaps too large, similar to town hall meetings, attended by all, which can drag on without accomplishing anything. He notes that the executive committee is an effort to have a small representative body working for the entire population. He also notes that he did not observe any serious division of interest between the General Council and the Executive Committee. He also notes that the Executive

Committee is overworked, serving as a policy making body as well as a leasing agency, credit company, business management board, and financing agent.

In discussing the tribal structure, the observer notes that tribal members were completely aware of their various officials, they knew who was in office and when their terms expired, and they knew about tribal programs and services available. He points out that tribal members were generally unaware of what was contained in their constitution, although the officers of the councils were fully aware of their designated powers and duties of office.

Research of the Pueblo of Santa Clara tribe, New Mexico, was also reported in the American Indian Lawyer Training Program report (1975:33). The Council is composed of a governor, lieutenant governor, secretary, treasurer, interpreter, sheriff, and eight faction representatives, all of whom are elected. The observer reports that the governor is the executor of the tribe, with extensive responsibilities but limited in decisional powers by the council. The governor does not have voting rights on the council, unless there is a tie, but the observer reports that the governor's recommendations and desires are influential in the council's policy making process. Council meetings are held weekly or more often as required. The council considers daily problems, contracts, proposals, business matters, personnel policies, and the like. The observer reports that each council member is given a time period to give his verbal opinion, then the council verbally votes, considering the governor's recommendations.

The governing body of the Chippewa-Cree of Montana is the

Business Committee, composed of a chairman, Vice Chairman, seven additional members, all elected for four year terms. The researcher points out that the powers exercisable by the various parties are not clear cut, a fact which probably has resulted in lack of action by the tribal governing body, since it is conceivable that these groups may expect someone else to exercise power. He notes that this lack of clarity makes the structure less effective than it should be. He notes that tribal members appear to take little interest in government affairs, and those that do have the same problem as above. A plan accomplished in 1971 noted the tribe's lack of progress in economic, social, and political development.

The research director of Indian Tribes as Governments, Alan Parker (1975:42) presents a commentary as to the observations made of the various tribes, pointing to several themes that emerge. One theme is that there seems to be a concern that tribal constitutions are outdated and not serving the needs of the tribal government. Another theme he notes is that the administrative aspects of the tribal organization needs development and support. Most constitutions do not, he notes, set forth how the tribe is to execute and administer tribal programs, but gives emphasis to the legislative, or policy making function of the tribe. He points out that this shortcoming can generally be tied to the time in which most constitutions were drafted (1930's), following enactment of the Indian Reorganization Act, when government lawyers drafted constitutions with a relatively narrow view of the purpose of the tribal constitution. A third theme that emerges is that it seems unlikely, with differences in government structures, customs, resources, population and available personnel, that one model

constitution and reorganization plan would fit the needs of all tribes.

A summary of a study conducted by the Department of Interior at the Ogalala Sioux Reservation is presented by the U.S. Commission on Civil Rights (1975:28). Three findings in the report are applicable to this study. First, it was noted that federal programs could be more efficiently administered and that strong innovative leadership is needed to deliver effective services. Second, it is noted that large numbers of people were uninformed as to the workings of the tribal and federal government, especially in not understanding how the people's needs and desires were reflected in the program plans of the tribal government, BIA, and other agencies. Third, the report pointed to a communication problem among various parties--within the BIA, within the tribe, and between the BIA and the tribe.

A number of other comments can be made in regard to various tribal organizations. It appears that in most of the tribal organizations, change is either in progress or is seen to be needed. This change generally is associated with the tribe's ability to effectively accomplish its business, and revolves around the tribal organization structure and its constitution. There seems to be some contradiction among observers and the tribes as to whether more participation is needed or whether there is so much participation that things cannot get done. Some seem to be arguing for a strong leadership to direct matters in the best interest of the tribe, while others seem to be arguing that a more democratic mode is needed.

There appears to be no one established structure for an Indian tribe. In some tribes the tribal council is the top decision making

authority, in others the chief is the top decision making authority. Some tribes have elected key officials, some have appointed. Some tribes have no formal organization at all, some have an elaborate structure (U.S. Department of Commerce, Federal and State Indian Reservations, 1974). Some tribes have entered into economic activity have developed a separate business structure that operates the business aspects of the tribe. Other tribes have intermixed the business activity and the tribal government activity, which has caused some difficulty (American Tribes as Governments, 1975:14).

In terms of planning, it appears many Indian tribes have established some formal planning process. The researcher visited with the chief planner for one large tribe who was leaving the next day to participate in a government conference for planning in Indian tribes. The researcher has viewed several formal plans, the most comprehensive being the Navajo National Overall Economic Development Program (1974), a 150-page document devoted to planning and strategy development.

Leadership is important, of course, to any organization, including Indian tribes. Although there are many well-known Indian leaders in the United States today, one of the major difficulties that face Indian tribes is the lack of qualified personnel available to manage tribal enterprises (American Indian Lawyer Training Program, 1975:183). One reason they are not available is due to lack of training, but another is due to lower salaries that are offered qualified Indian managers as compared to what they can receive in non-Indian business organizations (American Indian Lawyer Training Program, 1975:99).

An assessment of one effort at self-determination is seen in

Van Willigen's (1977:30) discussion of problems encountered in the implementation of a community development program with the Papago Indians in Arizona. Part of the problems were generated by the interface between the abstract goals of community development (self-determination, democracy) and the concrete goals (resource procurement, personnel management) through which the abstract goals are achieved. The community members' lack of understanding of the community development worker's role, with perceptions of that role ranging from "errand boy" to autocrat also led to problems, as did the lack of adequate program resources. According to Van Willigen, the initial phase of the program was characterized by strong commitment to self-determination and democracy, but later phases were hampered by disillusionment and frustration caused by lack of knowledge and resources to accomplish some of the planned programs.

Van Willigen (1977:32) also notes that inconsistent basic assumptions may also lead to problems. For example, the goal of the program is community self-determination, yet the very existence of a community development program implies that the community is developmentally impotent. A disorganized community also hampers implementation. Van Willigen (1977:34) notes that there was a great deal of variety of strengths of community organizations. Some communities had little formal organization to produce decisions, and as a result the community development program suffered. He notes that those communities most in need of development were also those with such unstructured organizations that they could not render a legitimate group decision.

Another problem noted by Van Willigen was that of resources causing dependency because of the method of allocation. The abstract

goals of community development would call for the tribe to be more involved in determining the use of resources, thereby strengthening community independence and organization. Yet, the achievement of concrete goals may not be accomplished unless the tribe meets the requirements set forth by the resource providers. And when they meet these requirements, they are sacrificing the abstract goals.

Other information gathered by the researcher suggests that some tribes have had difficulty in being effective. One tribal leader told the researcher that his tribe had spent the last three years trying to resolve a conflict as to the recognized tribal leadership, with the state recognizing one group and the Bureau of Indian Affairs recognizing another. As a result, the tribe had accomplished "practically nothing" in the words of that tribal leader toward building programs for self-determination. Reports regarding another tribe point out that because of a large number of groups within the tribe, it had been difficult to achieve consensus in decision making. The tribe might vote and agree on a decision one time, then bring the same issue up for a vote the next meeting and change the decision. As a result, tribal programs have been limited. One tribal member told the researcher that he became so frustrated with trying to get things done in the tribe that he finally divorced himself from tribal matters.

This section of the preparatory study has presented information regarding the organization and management aspects of implementing Indian self-determination. Several of the sources confirm that a degree of decentralization has occurred, although the dilemma of the amount of influence to be exercised at the tribal level appears to be of concern.

As Castile (1974) and Van Willigen (1977) warn, a federal government's "rule by pursestrings" could be self-defeating. Yet, as Secretary Kleppe (U.S. Department of the Interior, 1976) suggests, the government, while trying to bring about self-determination, still has the responsibility to prevent a tribe from making mistakes.

In terms of participation, there is also evidence that tribes are grappling with the participation issue, and in general it seems tribes are moving toward a philosophy of increased participation, if through nothing more than the election process.

In terms of organizational change, there appears to be evidence that tribes are involved in change as they implement self-determination. Several tribes reported changes in progress in tribal structure and constitutions. Several tribes reported increased interest and activity at the tribal level.

There appears to be no standard structure developed for an Indian tribe. Some tribes operate with elected officials, some with appointed. A number of tribes intermix tribal government and tribal businesses, while other tribes separate the two. There is evidence that some tribes are conducting rather extensive formal planning. There is evidence that some tribes experience a shortage of qualified leaders, and that some tribes are having difficulty being effective.

Conclusion--The Preparatory Study

This chapter has provided background material necessary as a base upon which to undertake the study of a specific tribe as it attempts to implement self-determination. The chapter first dealt with the history of Indian policy and, especially, with the policy of self-determination.

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Next, a literature review was presented emphasizing certain concepts to be employed in the analysis of tribal organization and self-determination. Finally, the last part of the preparatory study focused, from an organization and management perspective, upon efforts that have been made to implement the Indian self-determination policy.

CHAPTER .III

THE CHICKASAW TRIBAL ORGANIZATION: THE EXPLORATORY STUDY

Introduction

The purpose of this chapter is to present the findings of an exploratory effort to gain insight into the internal organization and operation of the Chickasaw Tribe of Oklahoma. The presentation is organized into four parts. The first part, The Tribal Organization, is a general description of the nature of the Chickasaw Tribe. The second part, The Operation of the Tribe, is concerned with describing how the tribe goes about getting results and accomplishing its objectives. In organizing the presentation of the tribal operation, the framework provided by Koontz and O'Donnel and Fayol (see Chapter II, pp. 48-51) is utilized. Emphasis is placed on viewing the tribal operation in the areas of planning, organizing, directing, and controlling. The third part is concerned with observations related to the variables discussed in Chapter II, decentralization, participation, cohesiveness, satisfaction, and conflict. Comments are also made regarding organizational change in relationship to the tribal organization.

Research Methodology--The Exploratory Study

The objective of this part of the research was to gain insight and understanding, from an organization and management perspective, into

the efforts of a specific tribe as it works toward self-determination. The research approach, continuing in the heuristic manner, to achieving this objective was to "get involved." Involvement was accomplished in several ways. The primary means was by making arrangements with the tribal governor, Overton James, to allow the researcher in situ observation with various operations and members of the tribe. The largest part of the time spent in situ was with the Chickasaw Housing Authority, but time was also spent with each of the tribal offices. Observation was during regular work hours as well as during after work hours when there was more opportunity for informal discussion. The researcher was fortunate in being able to go on three overnight trips and several one day trips with leaders of the tribe as they conducted business at various locations within the Chickasaw Nation. These trips were valuable in allowing the researcher an opportunity to "get to know" the tribal leaders, and for opportunities for extended informal discussions about the Chickasaw Tribe and Indian matters in general.

A second way of becoming involved and gaining information was by following the campaign for the tribal governorship which occurred during 1975. This election was only the second time the tribal governor had been elected, the first time being 1971. The 1975 election had five candidates, including the incumbent, and a run-off was necessary to return the incumbent to office. During this election period, information was readily available via newsletters, campaign materials, newspapers, and campaign meetings as to the tribal organization past, present, and future. One particularly useful campaign meeting was one in which four of the five candidates (the incumbent was absent) presented their views

in a quasi-debate arrangement.

A third way of becoming involved and gaining information was through reading. In addition to the campaign material mentioned above, a number of resources were used including the Chickasaw Times, published quarterly, a number of local newspapers for those towns in the Chickasaw Nation, and books on the Chickasaws (Milligan, 1976; Gibson, 1971).

A fourth way of gaining insight was by talking with numerous people--friends, students, Chickasaws, and those knowledgeable about Chickasaw--about the tribe. This approach proved to be very enlightening in an area where there is considerable Indian activity and numerous people involved with Indian organizations.

A fifth way of obtaining information occurred through the process of administering the survey questionnaire (the results of which are presented in the next chapter) during the period of June through October, 1976. Although the primary objective of the questionnaire was to gather the responses of tribal members to the scheduled questions, the process of administration, in itself, provided much information. The method of administration was for the researcher to go around to the various Chickasaw organizations, including tribal offices, community councils, and the Chickasaw Annual Meeting. The process of collecting data required that the researcher further observe meetings and talk to people. For example, the researcher attended community council meetings in Ardmore, Stratford, and Stonewall, as well as an Advisory Council meeting in Sulphur for purposes of administering the survey questionnaire; but observation of the meetings themselves was enlightening. The primary method for recording data was the use of a diary, or journal, that

the researcher completed shortly after the observation was completed. For the most part extensive notes were not taken during the observation process. Generally just sufficient notes to serve as a memory jogger for the more extensive writing were taken. More complete notes were taken, however, at several of the meetings and campaign meetings which were attended.

The following is a summary of the major activities that were conducted to accomplish this part of the research.

April, 1975	--Interview with an Advisory Council member.
April, 1975	--Interview with Administrative Assistant, Chickasaw Tribe.
May, 1975	--Brief interview with Governor James.
July 1, 1975	--Began participant observation with Chickasaws.
July 9, 1975	--Attended Chickasaw Housing Authority Board meeting, Sulphur.
July 10, 1975	--Overnight field trip with Housing Authority, Ardmore and Davis.
July 15, 1975	--Overnight trip to Ardmore for Community Council meeting with Governor James.
July 17, 1975	--Attended Housing Authority Board meeting, Sulphur.
July 18, 1975	--Overnight trip to attend Intertribal Council meeting, Tahlequah.
July 25, 1975	--Attended campaign meeting.
July 27, 1975	--Observed meeting between Housing Authority Director and HUD officials, Oklahoma City.
August 2, 1975	--Attended Overton James campaign meeting in Ardmore.
October 18, 1975	--Attended Governor James' Inauguration.

In addition to the above, some 60 hours were expended in the various tribal offices observing, interviewing, and discussing.

June, 1976 - October, 1976--in person administration of questionnaire.

The Chickasaw Tribe: Descriptions, Observations, Findings

The Tribal Organization

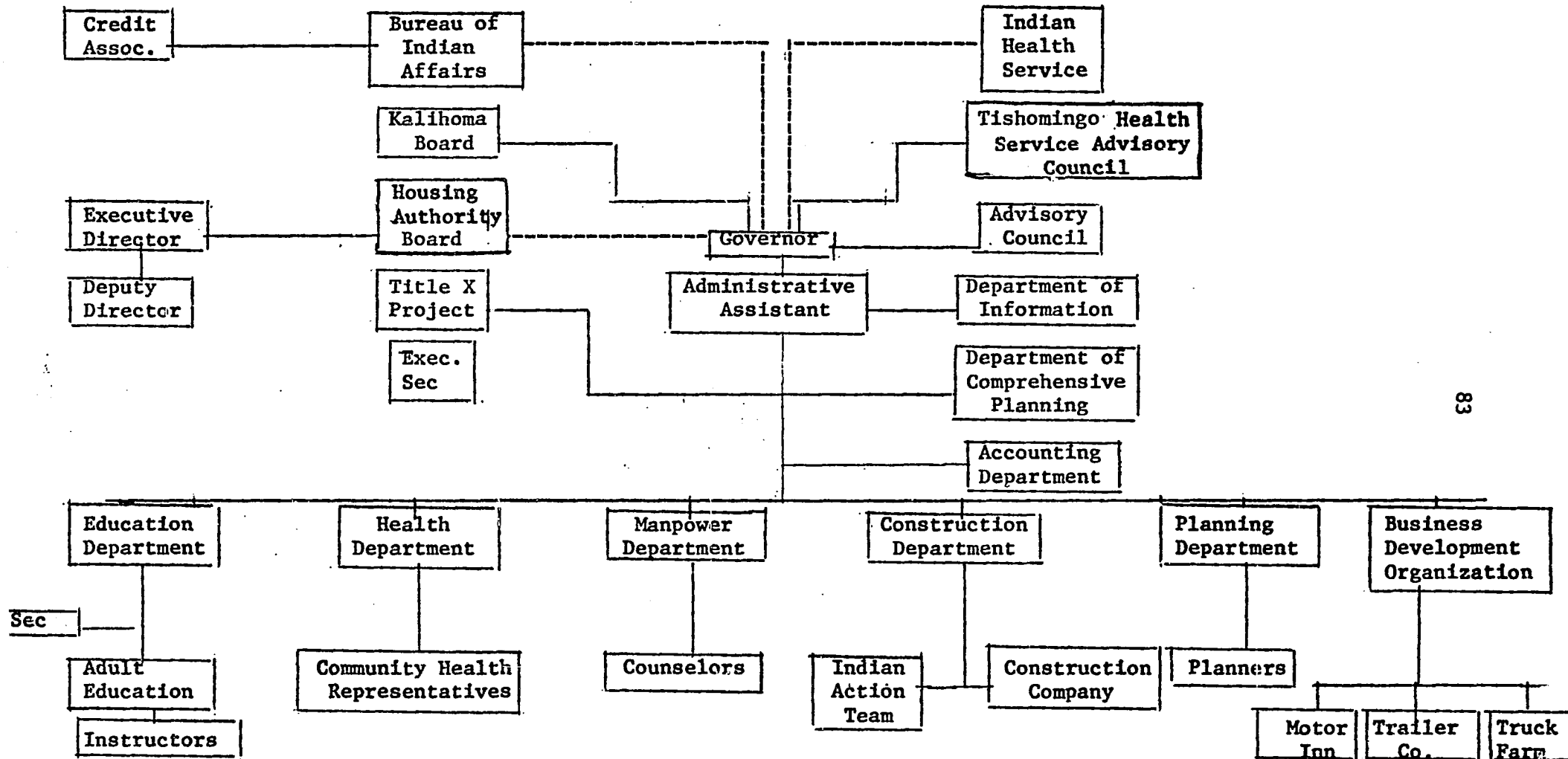
The Chickasaw is one of the Five Civilized Tribes of Oklahoma. The tribal Oklahoma population is estimated to be 5850 (U.S. Department of Commerce, Federal and State Indian Reservations, 1972:446). Geographically, the Chickasaw Nation includes the Southern Oklahoma counties of Pontotoc, Johnston, Love, Grady, Stephens, Garvin, Marshall, Carter, Murray, Jefferson, and McClain. The tribal headquarters, previously located in Sulphur, Oklahoma, were moved to Ada, Oklahoma, in January, 1977. The tribe owns 800 acres of land, of which 569 acres is the Kalihoma Reservation, east of Ada, Oklahoma. Other reservation lands (95,048 acres) were allocated to individual members of the tribe during the allotment era.

The tribal organizational chart is shown in Figure 3. The tribe is led by a Governor who is elected every four years and is paid \$5200 per year. The ten-member Advisory Council and five-member Housing Authority Board are appointed by the Governor, who also selects or approves the selection of tribal employees. Advisory Council and Housing Board members are not paid except for expenses for attending meetings.

The tribe employs some fifty people in the tribal office to administer the various federal and tribal programs and projects. This office is under the direct supervision of the Governor, through the Administrative Assistant appointed by the Governor (Chickasaw Times, July/September, 1976:5). The various offices and programs currently in progress at the tribe encompass the key areas of education, health,

Figure 3

Organizational Chart
Chickasaw Nation 1977



housing, employment, and training.

In addition to employees, the tribe also has, of course, tribal members. In an effort to increase local participation and to provide a means of communication of the needs and desires of the various communities, six Community Councils were established in 1975 and 1976. Generally meeting at least once monthly, these councils are organized and led by local Indian people.

Also a part of the tribe are several business enterprises. In 1972, the tribe purchased a motel in Sulphur, Oklahoma, for \$139,000. Renamed the Chickasaw Motor Inn and remodeled with a \$200,000 grant, the motel has returned \$32,000 to tribal funds, and is now estimated to be worth \$500,000 (State of Nation Address, Governor James, October 16, 1976). The motel employs forty-eight people.

The tribe has also recently purchased a trailer manufacturing company in Tishomingo which is now called the Chickasaw Trailer Manufacturing Company. Manufacturing horse and stock trailers, the company employs forty-two people with plans to expand employment to one hundred. Some fifty percent of the employees are Indian.

The tribe has also formed the Chickasaw Construction Company which utilizes Indian personnel trained in the Indian Action Team Construction Training Program. The training program has been underway since the summer of 1975, with the construction company formed during 1976.

The Kalihoma Reservation is being used in a number of ways. Five acres of the reservation were used for growing tomatoes as a cash crop in 1976. A community facility has been built on the reservation

which can be utilized as a convention center. Numerous other plans are being considered for further utilization of the reservation lands.

The Operation of the Tribe

This portion of the paper focuses on the operation of the Chickasaw tribal organization. Since this research is concerned with the tribe's efforts from an organization and management perspective, discussion revolves around the management functions of planning, organizing, directing, and controlling.

Planning

Planning refers to the extent to which an organization participates in the process of establishing goals and developing strategies for accomplishing those goals. There is considerable evidence that the Chickasaw Tribe is engaged in planning. As can be seen in the organizational chart, there exists an Office for Comprehensive Planning, as well as an applications oriented Planning Department with several planners assigned.

Upon investigating the nature and extent of planning, the researcher was presented with the "Chickasaw Nation Overall Economic Development Program, FY 77-78." Although it was still in the "unapproved" state at that time, it was, nevertheless, a comprehensive effort. The outline of the sixty-one page document is presented in Table 3.

In addition to the OEDP document as evidence that formal strategic planning occurs, it should be recognized that the Chairman of the Advisory Council, Mr. Robert Perry, is associated with the long-range planning department of a major oil company. That association may very

Table 3

CHICKASAW NATION OVERALL ECONOMIC DEVELOPMENT PROGRAM
FY-77 - FY-78

An Outline

- I. The Tribal Organization Responsible For the O. E. D. P. Activity
 - A. Description of O.E.D.P. Organization
 - B. Those Involved with O.E.D.P. Activities
 - C. Tribal Enterprises with Development Impacts
 - D. Preparation, Formulation, and Review of O.E.D.P. by Tribal Community
 - E. Official Adoption of the O.E.D.P.
 - F. Development from the O.E.D.P.
- II. Historical Assessment of Past Development Efforts
 - A. Chickasaw Motor Inn and Restaurant
 - B. Kalihoma Community Facility and Cash Crop
 - C. Manpower (C.E.T.A.)
 - D. Housing (the Chickasaw Housing Authority)
- III. The Reservation Setting and Economic Activity
 - A. General Description of the Area
 - B. Population and Labor Force
 - C. The Area's Economic Activity
 - D. Natural Resources
- IV. Potentials for Economic Development
- V. Goals
- VI. Program and Project Selection
 - A. Projects in the Area of Job Training
 - B. Projects in the Area of Social, Education, and Environmental Improvement
 - C. Projects in the Area of Employment
 - D. Projects in the Area of Economic Development
- VII. Tribal Program and Plan for Implementation

Each program is assigned to a tribal department, showing which elements of program are to accomplished first, source of funding, and a time table chart which illustrates activity accomplishment and priorities.

well have an influence on the emphasis on planning that occurs within the tribe. Another motivating factor for planning might be that federal government agencies require that a formal plan be submitted prior to becoming eligible for funding for certain projects. It appears that planning does occur and at a level probably more sophisticated than in many business organizations of similar size (Gaither, 1974).

Organizing

This management concept refers to the need to establish relationships between various activities, tasks, and people, and to assign tasks, confer authority and provide for accountability. Organizational charts are often utilized as one basis for determining if an organization has organized. The organizational chart of the Chickasaw Tribe is shown in Figure 3.

The researcher was present at the Advisory Council when the organizational chart for fiscal year 1977 was presented to the Advisory Council and Governor by the Administrative Assistant. A discussion occurred which indicated that the authority relationships, in spite of the chart, were not fully understood or established. There was some discussion as to the location of the Advisory Council and the Administrative Assistant. In keeping with the organization chart, the Administrative Assistant reports to the Governor, and in direct supervision of the tribal office. At the Advisory Council meeting, after some discussion, the Advisory Council was placed in the line position where the Administrative Assistant now is, and the Administrative Assistant was placed in the staff position where the Advisory Council is now shown. At the Annual Chickasaw meeting, some three months later, these positions were again reversed.

Another observation of the extent of organizing with the Chickasaws occurred with the Chickasaw Housing Authority. On the first day the researcher spent with the Director of the Housing Authority, the Director was asked for an organization chart. He said none was available, but upon discussion we were able to develop one for the organization, and as the researcher observed activities within the organization, he found that the chart was an accurate description of the relationship among tasks, authority, and people within that organization.

The researcher's conclusion regarding organizing within the Chickasaw tribe is that although formal organization had not occurred in all cases, there was evidence that there has been attention placed on the "getting organized" phase of management. For the most part, employees working within the tribe knew what their duties were and who their superior was, and were quite aware of the organization chain of command, even though a chart was not posted on the wall. The researcher's opinion is that the organizational design within the tribe is characterized as one which would tend toward the less structured, less formal, and less bureaucratic type, as compared to say, a typical office of the U.S. federal government. This tendency toward a less formal organizational structure can probably be explained by the factors such as size of the organization (relatively small), age of the organization (relatively young), and the organization environment (volatile, unpredictable).

There are some aspects of organization that appear to be unresolved by the tribal organization. The authority dilemma between the Administrative Assistant and the Advisory Council will probably have to be worked out before a more stable structure is established.

Additionally, the organization design for the entire tribe (as opposed to just the tribal employees) appears to be an unresolved issue. Where, for example, do tribal members fit into the organization design? And where do the community councils (recently created in six geographic areas to provide input to the tribe as to local community needs and desires), fit in?

Directing

There exists little doubt but that the leader of the Chickasaw Tribe is the Governor, Overton James. Governor James was appointed to the tribal governorship in 1963 by the President of the United States. The tribe began electing its governor in 1971, and James was elected, gaining eighty-five percent of the vote. Again, in 1975, he was reelected in a runoff, gaining sixty percent of the vote.

The governor is the most powerful person in the tribe. He appoints Advisory Council members, Housing Authority Board members, and either selects or influences the selection of practically all other employees of the tribal organization. He is the key decision maker in determining courses of action taken in the tribe. Although there are those in the tribe who feel the Governor has too much power and does not allow sufficient participation in decision making, this researcher found none who would say the Chickasaws do not have strong leadership.

Since Governor James is such a strong leader, it is appropriate to report on observations of his leadership. The researcher heard the comment several times that Governor James looks like an Indian Chief should look. He is tall, handsome, and carries himself in a stately manner. He appears to be very outgoing, articulate, and intelligent.

The governor evidently has gained extensive respect and influence in both the Indian and white communities. For example, he was chosen to introduce the Speaker of the House of Representatives Carl Albert when Mr. Albert was making his farewell trip to Ada. Governor James also performed as master of ceremonies for a half hour television political promotion for a white man running for Mr. Albert's Congressional seat. It is often said that Governor James knows how to get things done in Washington; perhaps indicative of that ability are the number of federal programs and monies the Chickasaws have been successful in acquiring. Governor James was also successful in having Ada chosen as a site for a new Indian hospital to be constructed. Several other tribes wanted the hospital built in their areas, and the selection of Ada required persuading a majority of the thirty-five tribes to vote for the Ada site, and Governor James was able to accomplish this.

The researcher observed Governor James in leadership positions on several occasions, participating in group meetings, giving speeches, as well as meeting in informal gatherings. On every occasion Governor James must be classified as being an influential, charismatic leader. Governor James appears to be a very decisive person who recognizes his leadership ability as well as his responsibility to lead the tribe. He appears willing to accept responsibility for making decisions, even though there are those who criticize his actions at times. Based on this description, his leadership style could probably be classified close to being autocratic; however, on several occasions the researcher observed the Governor consulting with his key leaders in the tribe for inputs and opinions as to which course of action to take on a decision.

His relationship with the Advisory Council seems to be one in which the Governor consults with the Council, then makes the decision himself. It does appear, though, that this arrangement is changing and the Council is making more decisions. This point will be discussed later.

Naturally, not all directing and decision-making is done by the Governor. As the tribe has become more active, various other people have taken active roles in tribal leadership. Members of the Advisory Council, Housing Board, and the tribal organization staff, as well as some of the influential community members, have become more active leaders. The tribe has been able to attract and utilize the talents, on a voluntary and part-time basis, of retired or near-retired experienced and influential tribal members. A number of younger tribal members with professional backgrounds are also taking tribal leadership roles. For example, the Advisory Council includes a civil engineer who works in the strategic planning area of a major oil company. The Council also includes a lawyer, a businessman, an educator, a young woman tribal employee, and two retired Chickasaw gentlemen. In short, it is a diverse group which has special qualifications for working to improve the tribal organization.

Additionally, the tribe is attracting, on a paid and full-time basis, some qualified individuals. Some are young, motivated, and have college training. Others have technical or mechanical training and experience. The result is that the tribe is building a cadre of leaders and future leaders to aid in building a stronger tribal organization.

Controlling

Controlling is the management function which implies measurement of accomplishment of events against the standard of plans and the correction of deviations to assure attainment of objectives according to plans (Koontz and O'Donnel, 1976:635). This research has focused upon considering whether the Chickasaws have been effective in achieving their goals. Although efficiency in achieving goals is also an important aspect of the controlling function, it is not examined in this research. It was felt that an analysis of the efficiency aspect of goal accomplishment would have required more information and time than was available to the researcher. The paragraphs which follow specify the broad goals set forth by the Chickasaws and some conclusions regarding the extent to which the goals have been accomplished.

The primary tribal goals as set forth in the Chickasaw Nation Overall Economic Development Program for fiscal year 1977-78, Section V, are as follows:

To achieve a better life for Indian people who live within the area included in the former Chickasaw Nation.

To formalize a process through which Indian people can play a greater role in determining those issues which affect their lives.

These goals and the extent to which these goals have been accomplished will be discussed in the paragraphs which follow.

The Chickasaw Tribe has endeavored to achieve the goals by taking the following actions:

- 1) By establishing a tribal organization that is directed toward achieving these goals.
- 2) By investigating and taking advantage of government programs

available to the tribe.

- 3) By investigating and taking action to correct instances in which tribal rights have possibly been violated.
- 4) By increasing tribal business and economic enterprises.

Much of the specifics of the above general actions have already been discussed. However, the following highlights some of the key accomplishments of the tribe during the past few years.

- 1) The Chickasaw Housing Authority has coordinated the construction of some \$45,000,000 in housing since 1966, when it was started. In attempting to meet its goal of a decent home in a suitable living environment for Indian people, the Housing Authority has now placed some 1800 families in better housing. Over 1000 "mutual help" homes, in which the Indian family provides the land and assistance in building the home, have been built. Additionally, eleven housing projects, consisting of lower rent apartments, have been constructed in towns in the Chickasaw Nation. One such project is a nine-story high rise apartment building catering to the elderly in Ardmore, Oklahoma. The Chickasaw Housing Authority also locates and provides rent payment assistance for housing which is leased from private owners. Additionally, the Chickasaws completed in 1975 a \$300,000 office for the Housing Authority, located in Ada, Oklahoma.
- 2) A new tribal office building has been completed in 1977 in Ada, Oklahoma. The 8000 square foot facility was built at a cost of \$450,000. Plans are underway, and a \$362,000 grant

has been awarded, to build an annex to the new tribal office to handle expansion of the number of tribal employees. The building is located on land in Ada that was donated by the city. The land has been valued at \$100,000.

- 3) A \$515,000 all-purpose community center and convention center will be completed in 1977. The facility, which will be used for tribal purposes as well as for profit-making purposes, is located on the Kalihoma reservation land.
- 4) The Chickasaw Nation Inn and Restaurant was the first business venture for the tribe. Purchased with \$139,000 of tribal funds, the motel is estimated by tribal members to be worth \$500,000. The operation returned \$32,000 to the tribal treasury in 1976. It is managed by a non-Indian and the bulk of its employees are non-Indian.
- 5) The Chickasaw Trailer Manufacturing Company was formed in 1976, following purchase of the bankrupt Hickory King Trailer Manufacturing Company, for a purchase price of \$101,455. The facility, located in Tishomingo, Oklahoma, has forty-two employees, about half of whom are Indian. The non-Indian manager of the Hickory King Company originally was retained to manage the facility, but has since been replaced by an Indian.
- 6) The plans to build a \$12,500,000 Indian hospital in Ada, Oklahoma, have progressed past the initial planning stages, and it appears the hospital will indeed be a reality. A grant of \$800,000 has been awarded for planning, an architect has been selected, and location has been determined. The hospital, when completed, will employ 187. Although tribes other than

the Chickasaws have been working for an Indian hospital, the Chickasaws have been influential not only in pushing through the legislation, but also in having the Chickasaw Nation selected as the location.

- 7) The Arkansas River Bed case is an example of the tribe's effectiveness in investigating and taking action to protect tribal rights. The Chickasaws, along with the Choctaws and Cherokees, claimed ownership of a certain portion of the Arkansas River Bed, as granted by treaties signed in the past with the U.S. Government. The matter has been dealt with in the U.S. Supreme Court which ruled in 1970 that the land is owned by the tribes. Congress then appropriated funds to survey and appraise the land in question. Although settlement has not been reached, apparently the Chickasaws stand to gain a substantial amount of money which is reported to be \$6,250,000 for mineral deposits, and \$500,000 a year to lease the land to the government. The exact settlement, manner of payment and method of distribution within the tribe (whether or not to make per capita payments to tribal members) have yet to be determined.
- 8) In 1976 the Chickasaws developed a five acre tract of land on the Kalihoma Reservation land which is being used for growing tomatoes as a cash crop.
- 9) A Pest Control Program has been established to service homes of the Chickasaw Housing Authority.
- 10) The Indian Action Team has been established and trains twenty Indian students each year in masonry, carpentry, electrical, plumbing, and heavy equipment operating skills. The Chickasaw

Construction Company was formed in 1976 to use the trained personnel.

- 11) Four arts and crafts centers have been established which distribute their goods through the Chickasaw Motor Inn.

It seems that the Chickasaws have accomplished a substantial amount toward achieving the goals set forth in the Economic Development Program. They have established an organization and have made progress in "learning the ropes" to take advantage of resources available to them as a tribe. The Economic Development Plan is evidence that they are planning and attempting to progress in an organized, systematic manner. Additionally, they have shown aggressiveness and entrepreneurial spirit in "making things happen" rather than "waiting for things to happen." Perhaps the best indicator of their effectiveness is that the Chickasaws have built an impressive record of progress toward goal achievement when many Oklahoma tribes, with practically the same opportunities and resources available to them, have accomplished less in comparison (see, for example, Department of the Interior, Bureau of Indian Affairs, Muskogee Area Office, 1975). In discussing "Chickasaw effectiveness" with members of other tribes, the researcher found those who would dispute the point that the Chickasaws are the most effective tribe in Oklahoma, but most agreed it was among the most effective, and none claimed the Chickasaws were not effective.

Observations Relating to Decentralization, Participation,
Cohesiveness, Satisfaction, and Conflict

As was discussed in Chapter II, self-determination is a philosophy which is based on the concepts of decentralization and participation

with implications for cohesiveness, satisfaction, and conflict. This section presents the results of the exploratory study which have a bearing on the relationship between the tribe's efforts toward self-determination and the concepts of decentralization, participation, cohesiveness, satisfaction, and conflict.

Decentralization

It is easy to conclude that there is evidence that influence has been increased at the tribal level, for the tribe is directing programs that previously were accomplished by parties outside the tribe, such as the Bureau of Indian Affairs. Determining the degree of decentralization is a more difficult matter, however. Referring to Yates' (1976:147) categories of degrees of decentralization ranging from intelligence gathering to resource control (see pp. 29-31), the Chickasaws appear to be somewhere in the middle of that range. They do not have complete control over resources, but they do have more to say about matters than just intelligence gathering or advisory planning. Basically the system operates by the Chickasaws applying for available government programs by preparing and submitting proposals. Once the programs are awarded, the Chickasaws are responsible for implementing the program subject to the conditions set forth in the award. Decision-making then occurs at the tribal level regarding which programs will be applied for and, once awarded, how the program will be implemented. The employees of the tribal organization are, for example, funded by one or another government agency. The tribal decisions then involve who will fill the positions and how the program will be implemented to meet the needs and goals of the tribe. One cannot conclude that the tribe has complete

control over resources because of the control and review nature of the government.

Control and review are often problems in a decentralized system. Several authors note that overcontrol or reversal of tribal decisions tends to negate the benefits of a decentralized system. An example of the problems and frustrations that accompany this matter of control and review is evident in a situation observed by the researcher between the regional HUD (Housing and Urban Development) office and the Chickasaw Housing Authority. First, some background as to the Chickasaw Housing Authority is in order. The Authority's purpose is to administer HUD programs and to provide better housing for eligible lower-income families. Housing includes mutual help homes (about \$20,000 homes in which the prospective owner furnishes the land, helps build the home and makes payments, based on his income, which eventually result in his owning the home), low rent apartment complexes, and rental assistance with private lessors. The Authority is run by a Board of Directors (appointed by the tribal governor), who select a full-time Executive Director to enforce Board policy and HUD regulations. There are some 50 employees at the Authority.

The trip to the HUD office had the primary purpose of gaining information on some housing projects that had been awarded to developers some two years previous. The units could not be released to commence building for a series of reasons, the latest being attempting to get wage rates updated and approved, because they had been approved for the prior period. After meeting with several HUD officials, the Authority Executive Director, along with the researcher, went to the HUD regional head of Indian Housing, who unfortunately had only recently been appointed,

and more unfortunately, had FHA rather than Indian Housing experience. While sitting in his office the discussion was interrupted twice by telephone calls and once because the HUD official had to leave the office. It was further obvious that the HUD official, although sincere enough, could not assist with the problem. At one point when the official left the office, the Authority Director, obviously frustrated, said, "I feel like a first grader on the first day of school and nobody wants to help me." In discussing the matter afterwards with the Authority Director, it was pointed out that HUD had often made changes within their operation, either from a structural standpoint or from a personnel transfer standpoint, both of which made it very difficult and frustrating for the authority to get approvals and actions necessary for the Authority to be effective in meeting its goals.

Although the very creation of Indian housing authorities is in itself a symbol of decentralization, the researcher observed instances where the system led to centralization. First, the extensive rules and regulations set forth by HUD to govern the actions of the Housing Authority are indications of a tendency toward centralization, as are the various approvals that HUD has over decisions made by the Housing Authority. Another example occurs in the nature of a review process observed by the researcher. At the HUD regional office, one chart posted prominently on the wall was a chart showing success of various authorities in collecting rental payments. This was the only chart observed in the HUD office that related to effectiveness. The researcher was struck with the negative connotations of that measure of effectiveness being displayed while more positive measures such as number of families served, number

of units constructed, or geographical areas served, were not at least given equal billing. It appears, therefore, that part of the review process of the HUD/Housing Authority relationship, by correcting or approving Authority decisions or by establishing rules and procedures lead to centralization. Although one cannot draw conclusions and generalizations based on these cases as to the effects of control and review of government agencies over the tribe, these cases exemplified the negative aspects of review and control that can be dysfunctional to the success of the self-determination concept.

Participation

There seems to be ample evidence that a decentralization process has taken place. The development of tribal programs administered by tribal employees, in itself is an indication that decentralization has occurred to the tribal level. But is not self-determination a philosophy which extends decentralization beyond the tribal level, to the community level within the tribe? Does "participation of Indian people" mean the participation of tribal leaders with the BIA, or does it include tribal members throughout the tribe? In addressing this issue during the research process, the researcher discovered different views among Chickasaws as to the extent of participation that should occur within the tribe. Several tribal members expressed the belief that self-determination goals are being met by the tribal representatives being able to participate in decision-making with the BIA and other federal agencies, that dispersing decision-making authority throughout the tribe is not necessarily an aspect of self-determination, and furthermore, to do so would hamper the self-determination effort at this

stage by diluting the effectiveness of a few top leaders who, if given full authority, could accomplish much for the tribe. Those with these views seem to have the idea that decentralization of decision making should occur to the tribal level, but at the tribal level, decision making should be centralized. Referring to Weber's (1975:417) arguments for centralization and for decentralization that were discussed in Chapter II, these tribal members feel the tribe will be more effective with a central authority who can administer to the overall needs of the tribe.

On the other hand, the researcher met tribal members who believe more participation within the tribe is necessary and that self-determination goals are not being met until tribal members are allowed to participate. These people seemed to have the idea that the tribe will not be effective in meeting the needs of its members unless participation of tribal members is brought about.

As was pointed out earlier, the Governor is the key leader and decision maker in the tribe. He has stated publicly that he is largely responsible for both the policy setting as well as policy enforcing (legislative and executive) functions within the tribe. He points to his appointed advisory boards as being influential in assisting him make decisions, and he is working toward a new constitution in which responsibility for policy setting will be given to an elected advisory council. Some tribal members have said that the Governor does not want a new constitution, that an elected advisory council would disrupt the current arrangement and decrease some of his power, and that he therefore is not placing the necessary emphasis on obtaining a new constitution, which has been "being worked on" for several years.

Opportunities for participation within the tribe exist with the Advisory Council and the Board of Directors for the Chickasaw Housing Authority, both of whose members are appointed by the Governor. As was pointed out earlier, it has been said that the Advisory Council was not provided information about tribal matters and had little authority within the tribe. There is some evidence that this concept may be changing. For example, the Advisory Council was quite involved in the decision to purchase the Trailer Manufacturing Company. The Council was also involved in deciding the location of the new tribal offices. Since Governor James participates in Advisory Council meetings, he undoubtedly is an influence, since the Governor would tend to be influential in any sort of meeting, but it appears he is trying to allow more decision making by the council. At the Advisory Council meeting attended by the researcher, there was open discussion regarding tribal business, opinions were voiced, and there was a feeling of joint decision making taking place. Although the Governor was definitely the most influential member there, there were other members who would openly disagree with the Governor's views, evidently without fear of being removed from the board. This openness might be explained by the fact that many of the Board members have other careers, view their work as a service, especially since they are unpaid, and therefore feel freer to openly discuss their views.

The Board of Directors of the Chickasaw Housing Authority is another means of participation within the tribe. The Board is made up of some of the more elderly members of the tribe, who meet at least monthly without pay. Since these members are appointed by the Governor,

one might conclude that the Governor is "calling all the shots."

Undoubtedly the Governor does have influence with the board, but the researcher found that the board as a group indeed makes policy and did not seem to be the type who could be unduly influenced by anyone. The researcher observed the board make the decision as to whether to build homes as "all electric" or to stay with the present gas/electric combination. The problem was analyzed and the decision was made to stay with the gas/electric combination. At another time, the researcher also observed the board making the decision as to which builders would receive contracts. At several times during the meetings, there were constructive disagreement and discussion. The researcher was made aware of meetings in which a new Director for the Housing Authority was selected. Although the Governor did have a preference for the directorship and made his preference known, some board members had another preference, and substantial debate and discussion is said to have transpired in the selection process, but it was the Board, not the Governor, who made the final decision. The researcher's opinion is that the Board did in fact have decision making and policy setting responsibility.

Another means for participation within the tribe has been the Community Councils established in 1974 so that "grass roots membership will have an active voice in tribal affairs as well as other programs created for the benefit of the membership" (Chickasaw Times, Jan/Mar 1975: 5). Some of the activities that the councils have been involved in include study groups regarding old laws and treaties, rules and regulations to govern tribal recreational areas, search for educational agencies to aid handicapped children, arts and crafts, and health, educational,

religious, and employment matters.

The Community Council concept has generated some conflict. The researcher was told by several Chickasaws that the Community Councils were not working. They were established to improve communication within the tribe and to provide "grass roots" inputs, but some members feel the councils were established to make members feel they have input when they really do not. One member told the researcher that the Community Councils have no objectives and no authority to do anything, and that recommendations of the councils have not been taken. For example, councils were to elect one member from each council to serve on the tribal Advisory Council, but this has not transpired. The researcher in his visits to the Community Councils found in several cases a high degree of frustration among the key people involved in the councils, a feeling of hopelessness and impending failure of the council because of lack of objectives, lack of authority, and a general lack of interest. It was reported, for example, that when the council first started meeting, there was good turnout and enthusiasm, with high plans for the group and the community, but as time passed, and the Councils saw they were accomplishing little, people lost interest. One person predicted the Community Council concept would die by 1977. The researcher personally made three trips to scheduled Community Council meetings in which only one or two people were present, and the meeting was cancelled.

The above discussion focuses on processes in the tribe that support participation. There were some situations and incidents which occurred which serve as indicators as to the degree of participation and the climate for participation that exists within the tribal organizations.

One incident the researcher observed was an election in one of the tribal organization offices. The requirement was that two people were to be selected from that office to serve on a board associated with the local non-Indian community. Evidently the community had suggested the personnel be elected from the office. One member of the office, a non-Indian, contacted several other members of the office and in effect rigged the election by designating certain people to make nominations, close nominations, and so forth. All employees were gathered in a conference room, and the election was completed in less than one minute. This incident is reported because it was an opportunity for participation that was given to the members then taken away before they could participate. The same people would probably have been elected anyway, without rigging the election.

In Chapter II (pp. 35-38), some advantages of participative decision-making were set forth—some of the advantages being increased cohesiveness, increased understanding, increased organization-wide viewpoint and decreased conflict and hostility. One situation the researcher observed illustrated the reverse effects caused by not providing opportunities for participation. In hiring new employees to staff the tribe's expanding programs, the tribe hired a non-Indian to fill a key position of a new activity. The hiring, which transpired at the higher levels of the tribal organization, resulted in substantial conflict among the tribal organization employees, since there are many who believe only Indian people should be hired for tribal jobs. The researcher observed one quite heated discussion among several tribal leaders concerning this incident, and the researcher would have to

conclude that the lack of participation in that hiring process, or in establishing hiring policy, resulted in increased conflict, decreased cohesiveness, and probably dysfunctional frustration within the tribal office.

The extent of participation to have within the tribe seems to be an unresolved issue. The researcher has the impression that many of the tribal leaders may have feelings similar to many business organization managers who find participative management uncomfortable and, perhaps, ineffective, but who feel guilty, perhaps due to some human relations training, that they do not have participation. The result often is a pseudo-participative arrangement where members are tried to be made to believe they are participating. As Lammer pointed out (p. 35), allowing participation in decisions over which participants have little influence may be worse than no participation at all. Alutto and Belasco (pp. 38-39) point out that not all segments may even want to participate, that the crucial variable to observe is the difference between current and desired rates of participation. At this point in the research, it was difficult to conclude in general whether Chickasaws desired more participation or not. The researcher talked with many members who did desire more participation, and the campaign issues were often centered around the participation matter. The survey study presented in Chapter IV extends the results of this study and provides information which indicates tribal members do desire increased participation.

Cohesiveness

One of the advantages associated with increased participation is its leading to increased cohesiveness. As indicated in the earlier

discussions, there is evidence that cohesiveness of tribal members has increased. The increasing number of people attending the annual tribal meeting is one indication of this increase in cohesiveness. The researcher discussed with several tribal members their thoughts on the degree of tribal member involvement with and commitment to the tribe and desire to have an active tribal community. These discussions invariably provided the same information. Many members are excited about the expansion of the tribal organization and about the opportunities afforded for interaction with other tribal members.

There are a number of indicators of increasing commitment to the tribe and interest in having an active tribal community. Most of these indicators point to tribal members' interest in strengthening ties to traditional Chickasaw heritage. Interest in the Chickasaw language and the teaching of the language to tribal members can be seen in the development of courses sponsored by the tribe in the language as well as in the publication of a Chickasaw-English dictionary. There is a renewed interest among members in studying the history of the Chickasaw tribe. Traditional arts and crafts are receiving attention. The tribe is also participating in an Indian Olympics program which includes some traditional Indian sports.

Satisfaction

The satisfaction variable studied in this research has attempted to determine the degree to which the tribe is meeting the needs of tribal members. Since the tribal goals discussed in the first part of this chapter (p. 92) are aimed toward developing a tribe which better satisfies the needs of its members, one can conclude that the programs

the tribe has established in meeting its goals should have resulted in tribal members experiencing increased satisfaction toward the tribe (assuming, of course, that the tribe and the tribal members concur on what the needs are).

During the exploratory study the researcher found that tribal members generally expressed satisfaction that the tribe was making progress in building programs for tribal members, particularly in terms of employment opportunities, housing, health, and education. Tribal members generally expressed pride as to the achievements of the tribe. The survey study expands upon these feelings of satisfaction among members.

Conflict

Although the tribe appears to be moving toward goal accomplishment and Chickasaws seem to be looking to the tribe as a source of community, there does exist conflict among tribal members. Dissension and disagreement was seen among tribal members who do not feel they have sufficient voice in tribal decisions. Another source of conflict within the tribe seemed to be the tribal hiring and firing policies. Some were concerned that non-Indian personnel were hired to work in the tribe, although it was explained that in some cases, such as with the Housing Authority, the tribe could not discriminate in hiring. It was also explained that for some jobs, such as collecting rents, non-Indians seemed to be more effective, because an Indian had difficulty forcing another Indian to pay. There are those in the tribe who felt the wrong people were being promoted for the wrong reasons, and that there was too much emphasis on loyalty rather than qualifications in personnel matters.

For example, the researcher heard on several occasions that "there will be a big blood bath after the election of all those who did not support the Governor." The researcher did not discover a "blood bath," although there were several personnel changes after the election which some Chickasaws reported as being politically motivated.

Most students of conflict agree that organizational conflict will always be present and that the key to dealing with conflict within the organization is through conflict management. One aspect of the Chickasaw tribal organization that was particularly impressive to the researcher was the method of conflict management through informal social gatherings. On occasions such as intertribal council meetings, Oklahoma Housing Authority meetings, tribal employee meetings, and group training sessions the Chickasaw tribal members engage in discussions after the meetings. On each occasion the researcher observed the process, Chickasaws were seen discussing tribal matters, often in heated argument, late into the night. This appeared to be a particularly healthy process which promoted openness and facilitated confrontation.

Whereas there appeared to be some degree of open confrontation of conflict among some tribal members, particularly among tribal employees, in other parts of the tribe there appeared to be less openness and less confrontation, although not necessarily less conflict. Much of the conflict can be accounted for as a result of a political system for determining officials of the tribe, which operates similar to the United States two-party system. In the Chickasaw tribe, for example, there are various factions. There are those who support the Governor and the current administration and those who do not. These factions come into

the open during the campaign and election for Governor, and the conflict becomes quite bitter and heated at some points. However, whereas in the United States two-party system there appears to be a means for uniting the two parties, somewhat, toward a common goal, the Chickasaws appear not to have developed a system for resolving that conflict. Those that lose the election are not allowed influential positions within the formal structure of the tribe, and must, therefore, operate outside the tribal structure or not operate at all.

Observations Relating to Organizational Change

As has been discussed and illustrated, the Chickasaw tribe is in the process of undergoing change in its organization. This change might be viewed by contrasting the tribal organization in terms of a "former organization" and in terms of an "emerging organization."

The former organization has the following characteristics:

- 1) Tribal Governor appointed by the President of the United States
- 2) High degree of control by federal agencies, especially by the Bureau of Indian Affairs
- 3) Tribal Advisory Council, Board of Commission of the Housing Authority, and other key tribal positions appointed by the Governor
- 4) Few tribal resources and programs

The emerging organization has or will have the following characteristics:

- 1) Tribal Governor elected by tribal members
- 2) Higher degree of control by the tribe
- 3) Increased participation of tribal members
- 4) Tribal Advisory Council elected by tribal members
- 5) More tribal resources and programs

The major source of change in the Chickasaw tribe appears to be via changed inputs from the environment, which Katz and Kahn point out (1966:448) is generally the case for organizations. These inputs can probably be identified as the self-determination philosophy, the amount of new resources available to the tribe in terms of funding, and the election of the governor. Some of the observations regarding this change will be discussed in the paragraphs which follow.

Change appears to be occurring within the organization of tribal employees. The organization can be characterized as one which is relatively new, with somewhat "bureaucratically inexperienced" personnel, who are trying to get a foothold on the path toward self-determination. As new programs emerge, as employees continue to increase, and as they discover what people seem to be best suited for what sort of work, then change occurs. The organization is restructured, people are reassigned, and different people become more influential in tribal decision making. The researcher has observed this heuristic process in action throughout the study.

Change appears to have occurred in the extent of activity and participation of tribal members. More Indian people are getting involved in tribal affairs. For example, one source reported that five years ago only some 150 people would attend the annual Chickasaw meeting. In 1976, there were an estimated 900 people participating in the activities. Most Chickasaws the researcher talked with agreed that there is a stronger sense of community and activity within the tribe now than there has been in years past. Some things which appear to the researcher to be important catalysts in increasing the degree of tribal activity

have been the formation of Community Councils, the Tribal Governor election process, and the availability of funding and resultant tribal programs, all of which tended to generate opportunities for Chickasaws to be together and to get involved.

In considering organizational change, the work of Greiner (1972) as discussed in Chapter II (p. 52) can be applied. Greiner discusses organizational growth and the phases organizations pass through as they develop from small to large and young to mature (see Figure 2, p. 53). In applying the model to the Chickasaw Tribal Organization, the researcher would classify the organization of active members as being young rather than mature and small rather than large. Although the Chickasaw tribe is certainly not a young tribe, and the number of total members would be called large, it still seems that the organization that has recently emerged and is pursuing self-determination must be considered young and small. The growth stage seems to be the researcher to be in the "Growth Through Direction" to the "Growth Through Delegation" stage. Prior to 1971, the Governor of the tribe was appointed, and most of the growth that occurred was a result of the appointee's efforts at gathering limited resources available to the tribe. As the self-determination goals began to be implemented, as the Governor became elected by the tribal members, and as more tribal members became active, one management issue that emerged was that more people wanted to be involved in tribal decision making. As a result, more people are getting involved, new leaders are emerging, and the Governor is delegating more authority to other levels in the tribe. According to the model, the next major management problem to face the tribe will be a loss

of control (coordination and regulation) due to too many activities and too many people being involved. At that time the tribe will probably require increased coordinative or integrative changes such as increased structure, policies, and procedures.

Chandler's concept of change was also reported in Chapter II (p. 53). Chandler set forth four phases of growth that occur in American enterprises, these four phases being 1) initial expansion and accumulation of resources, 2) rationalization of the use of resources, 3) expansion to assure continuing use of resources, and 4) restructuring to assure effective use of resources. In applying this idea to the Chickasaws, it appears the Chickasaws are currently ending phase one, the acquisition of resources. It has been reported in this research that the Chickasaws have been effective in this phase. As they enter phase two, rationalization of resources, their effectiveness will be measured in terms of how well they utilize the resources they have acquired. For example, will the Chickasaws develop the trailer manufacturing business they have obtained into a thriving operation, or will the business fail?

It was noted in Chapter II that self-determination is a "planned" change, and therefore the literature and research involving organization development might apply to this situation. The researcher saw no evidence of a formal organizational development program being applied at the tribal level, although many aspects of organization development were being employed. For example, employees of the tribal organization have received training, generally in short workshops, in areas such as leadership, planning, transactional analysis, accounting, and in other areas related to their specific duties. Unless one wishes to call the

BIA and other federal agencies change agents, there have been no parties whose function is to perform the analysis, feedback, and assistance in bringing about change within the tribe.

Conclusion--The Exploratory Study

This chapter has been directed at meeting the objective of gaining insight and understanding from an organization and management perspective into the efforts of a specific tribe as it works toward self-determination. The research method for this part of the research was primarily exploratory, relying upon indirect and direct observation. Secondary data sources relating to the tribal organization were reviewed, discussions/interviews were held with various parties knowledgeable of the tribal organization, and numerous hours of direct observation were spent by the researcher in the tribal organization.

The research findings were presented in four parts. First, the tribal organization was discussed. Second, the operation of the tribe was presented, emphasizing the functions of management including planning, organizing, directing, and controlling. Third, observations about the tribal organization and operation were discussed as related to the variables decentralization, participation, cohesiveness, satisfaction, and conflict. Fourth, observations relating to organizational change were presented.

The Chickasaws have established themselves as an active and increasingly progressive organization. They have established goals for the tribe and have developed a structure in which Chickasaws can work toward achieving those goals. Although the organized effort toward these goals is relatively recent, the Chickasaws have been

effective in taking advantage of programs available to them. They have developed a formal long-range plan and are making progress toward accomplishing the goals of the plan, which include the development of economic enterprises. The decentralization and participation aspects of the self-determination philosophy appear to have been implemented to some degree, especially to the tribal level. There appears to be less decentralization and participation beyond the tribal level to the community level, and there is some question within the tribe as to whether or not self-determination can best be achieved by a centralized or decentralized tribal structure. Participation of Chickasaws in tribal decisions does appear to have increased, however, as has Chickasaw interest and participation in tribal activities. To the extent that tribal goals aimed at meeting the needs of tribal members have been implemented, tribal members seem to be satisfied with the tribe. As the tribal organization is developing, it is experiencing conflict in a number of areas.

The next part of the research extends and expands upon the findings of this chapter by presenting the results of a survey of Chickasaw tribal members as to their perceptions of various aspects of the tribal organization.

CHAPTER IV

THE CHICKASAW TRIBAL ORGANIZATION:

THE SURVEY STUDY

Introduction

This chapter presents the findings of the instrumented research conducted with the Chickasaw Tribe. The objectives of the instrumented research include gaining insight into the internal organization and operation of the tribe and deriving information and understanding as to the extent and direction of changes that have occurred and perceptions of what tribal members feel should occur within the tribe. By achieving these objectives, some assessment can be made as to the success of the implementation of the self-determination philosophy at the tribal level. This instrumented research should increase the possibility that all research objectives are met by substantiating findings already reported, by answering more specific research questions, and by gaining tribal member perceptions of the tribal organization.

The following variables and questions were investigated in this part of the research:

- 1) decentralization

What changes have occurred in the distribution of influence of various groups and people associated with the tribe?

What changes do members feel should occur in the distribution of influence of various groups and people associated with the tribe?

2) participation

What changes have occurred in the degree of participation of tribal members in tribal decisions?

What changes do tribal members feel should occur in the degree of participation of tribal members in tribal decisions?

3) cohesiveness

What changes have occurred in the degree of cohesiveness of tribal members?

What changes do tribal members feel should occur in the degree of cohesiveness of tribal members?

4) satisfaction

What changes have occurred in the degree of satisfaction of tribal members with the tribe?

What changes do tribal members feel should occur in the degree of satisfaction of tribal members with the tribe?

5) conflict

What changes have occurred in the degree of conflict within the tribe?

Measurement of the Variables--The Survey Instrument

Given that the above research questions warrant answering through the research process, the next step was that of determining a method of measuring the variables. Since no instrument was found to be available measuring the variables in question in an organization of this type, it

was necessary to develop the instrument shown in Appendix I. The instrument presents a series of statements to which the respondents were asked to answer utilizing a Likert-type summated scale of five degrees of agreement or disagreement. For each statement, the respondent was asked to reply for each of three categories, "This is how it is now," "This is how it used to be," and "This is the way it should be," thus providing a basis for measuring tribal member perceptions of change, actual and ideal.

To secure guidance for development of the instrument, the researcher elected to utilize an established, reputable instrument as a pattern. The instrument used as a guide was the Survey of Organizations (S00) standardized questionnaire instrument (Taylor and Bowers, 1972). The standardized S00, based largely on the work of Likert, Bowers and Seashore, and Tannenbaum, has been used extensively since 1966 in various organizations. It focuses on critical dimensions of organizational climate, managerial leadership, peer behavior, group processes and satisfaction, some of which are pertinent to this study.

There were other instruments available which could have been utilized as guidelines in measuring the variables of interest in this study. Several excellent sources exist that describe scales and indexes (Robinson, Athanasiou, and Head, 1974; Robinson and Shaver, 1973; Pheiffer, Heslin, and Jones, 1976; Miller, 1970 and 1976; Hellriegel and Slocum, 1974). A number of very broad instruments have been developed measuring large numbers of variables. A brief summary is presented following of several of these broad instruments which could have been adapted for this study.

1) Organizational Climate Index (Pheiffer, et al., 1976:246)

Author: G. Stern and C. Steinhoff

Scales: Thirty scales paralleling Stern's "Activities Index"
Examples of scales are achievement, affiliation,
deference-restiveness, and dominance-tolerance.

Sample Statement: "Criticism of administrative policies and
practices is encouraged."

2) Organizational Climate Questionnaire (Pheiffer, et al., 1976:250)

Authors: G. Litwin and R. Stringer

Scales: Structure, warmth, responsibility, support, reward,
standards, risk, conflict identity

Sample Statement: "Around here management resents your checking
everything with them; if you think you've got the
right approach you just go ahead."

Additionally, there exist any number of instruments which measure
the individual variables. Some examples of such instruments which could
have been utilized for this study are presented below.

1) Aiken and Hage Scale of Personal Participation in Decision

Making and Hierarchy of Authority (Miller, 1976:288).

Authors: M. Aiken and J. Hage

Scales: Participation, hierarchy of authority

Sample Statement: "How frequently do you participate in the
decisions on the adoptions of new policies?"

2) Hemphill's Index of Group Dimensions (Miller, 1976:246)

Author: J. Hemphill

Scales: Measures dimensions of control, stability, intimacy,
stratification, autonomy, viscosity, permeability,
participation, polarization, flexibility, homogeneity

Sample Statement: "The group is controlled by the actions of a
few members."

3) Seashore's Group Cohesiveness Index (Miller, 1976:257)

Author: S. Seashore

Scale: Group Cohesiveness

Sample Statement: "Do you feel you are really a part of your work group?"

4) Community Solidarity Index (Miller, 1976:309)

Author: D. Fessler

Scale: Community solidarity with dimensions of community spirit, interpersonal relations, family responsibility toward community, schools, churches, economic behavior, local government, tension areas

Sample Statement: "Real friends are hard to find in this community."

There are several reasons why the Survey of Organizations was chosen as a pattern in developing an instrument for this particular study. First, the SOO instrument contains questions designed to measure variables similar to those studied in this research, and the questions seemed more appropriately adaptable to an Indian tribe than did some of the questions from the other instruments. Second, the work of Tannenbaum used in the SOO questionnaire was of particular interest to the researcher and was utilized as the basis for measuring decentralization in this study. Third, the instrument deals with "perceptions" of individuals in the organization as opposed to member "attitudes" toward aspects of an organization. As Taylor and Bowers (1972:2) note, perceptions are descriptive of the organizational conditions and practices, not evaluative as attitudinal measures may be. For example, the attitudinal measure of "How do you feel about participation?" would be a different measure than the perceptual measure "how much participation is there?" Taylor and Bowers further note that the measurement of perceived data

is better than attitudinal data for suggesting ways in which change could be attempted. This study is concerned with comparing ideal to current perceptions to indicate implications for change; and therefore, "perceptions" rather than "attitudes" are of central concern. Fourth, the S00 instrument has been utilized since 1966 and considerable effort has been taken to refine the instrument while improving its reliability and validity. For a more complete discussion of the efforts that have been made to refine and test the S00 instrument, the reader is referred to Taylor and Bowers (1972). In general, the authors utilize correlation techniques to present intercorrelations among pairs of items. Guttman-Lingos Smallest Space Analysis is used to combine the items into indices. Discriminant validity and internal consistency reliability results were also reported for the clusters. A summary of the content and reliability reported for the S00 are shown in Appendix II of this paper.

Since the instrument utilized in this research was only patterned after the S00 instrument, making substantial changes in the original S00 instrument and not utilizing all of the dimensions of the S00, it cannot be claimed that the resulting instrument has the same reliability and validity as the S00. However, the researcher feels the chances for error were decreased by utilizing an established instrument as a guide rather than developing original questions for the entire instrument.

In terms of instrument selection/development, it would have been better to utilize an established instrument without having to resort to changes to increase the possibility of efficient, reliable, valid measures.

For a number of reasons, however, it was not practical to utilize the S00 instrument without making changes. First, the scope of this study does not include all the dimensions measured by the S00 instrument. Second, adding the "This is how it is now, used to be and should be" categories called for in this design would have created an instrument too lengthy to be practically administered. Third, the S00 instrument is designed to be administered to a different type organization than an Indian tribe. Many questions would not have been applicable to the tribal organization. As a result the appropriate parts of the S00 instrument were utilized, and changes in wording were made to adapt the instrument to the tribal organization.

Failure to utilize the S00 instrument as developed presents several problems. First, comparisons of the findings of this study with standards developed in conjunction with extended usage of the S00 instrument are negated, as is the generalizability of the findings of this study. Second, as mentioned previously, reliability and validity established for the S00 instrument cannot be assumed for the instrument. Third, the possibility of errors and inefficiency are increased by the construction of an instrument and indices by a researcher with a minimum of training and skills in the complex area of questionnaire construction.

Muchinsky (1976), in discussing the problem of developing standard organizational climate questionnaires that can be used for certain homogeneous organizations, states:

In the quest to develop a psychometrically sound standardized climate questionnaire applicable to a broad range of organizations, the specificity and subsequent relevance of reworded items would have to be sacrificed. At the present time the consequences of the trade-off between specific climate questionnaires geared for one type of organization versus a more general climate questionnaire applicable to many types of organizations is unclear. What is

clear, however, is that dependent upon our objectives, something will have to be sacrificed, and we can't have it both ways. Such a question appears consistent with Schneider's (1975) statement that climates would be identified dependent upon our criterion of interest (Muchinsky, 1976:388).

Although there exist certain sacrifices because of using an instrument developed for this study, there are also gains. The instrument has been made specific to the Chickasaw tribal organization and it focuses only on the variables of interest in this study in order to meet the research objectives.

To help insure the questionnaire developed was appropriate to utilize with an Indian tribe, the researcher conducted pre-test/ interviews with seven different subjects, two being Chickasaws and the other five from other Indian tribes. The researcher observed as the respondents completed the instrument, and asked questions as to their understanding of the questions. Changes were made in the instrument based upon their comments and results. Two pretesters were particularly critical of the wording, explaining that it sounded like a college professor had written it and that most Chickasaws were not college professors. The changes they recommended were incorporated into the instrument. The major change involved replacing the "to what extent do you" phraseology used in the SOO instrument to read "how much do you." The word "extent" was also eliminated from the choice categories. The pre-testers read over and approved the revised version. The tribal governor also scanned the instrument and made some suggestions which were incorporated into the final questionnaire.

It should be noted that the use of "to what extent" is preferable to "how much" from a purely grammatical standpoint. However, the use of

"how much" as a descriptive expression of degree is common in the geographic area of the research and among the research population.

To further improve the quality of the instrument, the researcher personally administered the instrument, providing instructions and answering questions as required.

The questions from the Survey of Organizations utilized and the modifications made will be discussed more specifically in the following sections devoted to each of the variables.

Decentralization

Measurement of decentralization followed Tannenbaum's control graph technique used in the S00 which was described and explained in Chapter II (see Figure 1, p. 27). The measure for decentralization was obtained by asking respondents the following question:

In general, how much say or influence does each of the following people have on what goes on in your community involving the tribe and its members?

The comparable S00 instrument question is worded as follows:

In general, how much say or influence does each of the following people have on what goes on in your department? (Taylor and Bowers, 1972:64).

Respondents were then asked to respond in terms of five levels of agreement or disagreement, and for categories of "now," "used to be," and "should be" for fourteen areas involved with the tribe. Whereas the S00 instrument identifies general hierarchical levels of lowest level supervisors, top managers, employees, and middle managers, specific levels were developed for this study to minimize respondent error in ascertaining whether one office might be considered "top management" or "middle management." Additionally, more information could be obtained

as to tribal members' perceptions of the influence of specific areas involved with the tribe. The "people" selected to be analyzed range from Bureau of Indian Affairs in Washington, D.C., to Chickasaw tribal members. If one wants to view these levels in terms of Tannenbaum's top, middle, and lower management and employees, the BIA offices and tribal governor could be considered "top management," the tribal office functions and advisory boards could be considered "middle management," officers of the community councils could be called "lower management," and the Chickasaws in your community could be considered "employees." "Chickasaws outside your community" would be the equivalent of members of another department in a traditional organization, reflecting a horizontal rather than hierarchical relationship.

Participation

The second variable investigated in this study is termed Participation, and is defined as the extent of involvement of tribal members in decision making within the tribe. This variable is measured by adapting five questions, selected by the researcher from the Survey of Organizations organizational climate section. It should be noted that the items selected to form the index for participation are of the researcher's choosing, not that of Survey of Organizations. The composite indices developed by the SOO research (1972:71) for organizational climate were developed utilizing SmallestSpace Analysis (SSA) method of cluster analysis. The indices developed include Technological Readiness, Human Resources Primacy, Communication Flow, Motivational Conditions, and Decision-Making Practices. After reviewing the indices and the various items making up the indices, the researcher felt that no one of the

indices could serve as a measure for the variable participation in this study. Consequently, the researcher selected five questions which seemed appropriate and logical as measures for the variable participation. It must be noted that the separate index for participation is constructed based strictly upon face validity, a necessary criterion for index construction (Babbie, 1973:256), but that no examination of the bivariate relationships among the items selected for inclusion has been conducted, as Babbie suggests, by this researcher. Although the index may be less efficient than it might be and has not been empirically validated, the researcher feels the combined items provide a satisfactory measure which meets the objectives of this study.

The Survey of Organizations questions from which the items for this study were adapted are as follows:

36) When decisions are being made, to what extent are the persons affected asked for their ideas?

34) How are objectives set in this organization?

- 1) Objectives are announced with no opportunity to raise questions or give comments.
- 2) Objectives are announced and explained, and an opportunity is then given to ask questions.
- 3) Objectives are drawn up, but are discussed with subordinates and sometimes modified before being issued.
- 4) Specific alternative objectives are drawn up by supervisors, and subordinates are asked to discuss them and indicate the one they think is best.
- 5) Problems are presented to those persons who are involved,

and the objectives felt to be best are then set by the subordinates and the supervisor jointly, by group participation and discussion.

- 29) In general, how much say or influence do you have on what goes on in your work group?
- 13) How receptive are those above you to your ideas and suggestions?
- 12) How adequate for your needs is the amount of information you get about what is going on in other departments or shifts?

The questions used in this survey for the variable participation are as follows:

- 1) If the tribe is making a decision that affects some people in the tribe, how much do those people have to say about what the decision should be?
- 2) How much do Chickasaw people have to say about what overall tribal goals will be?
- 3) In general, how much influence do you have about what goes on in your community involving the tribe and its members?
- 4) How much interest do the tribal organization and leadership have about the ideas and suggestions they get from Chickasaws?
- 5) How much information do you get about what is going on in the tribe?

Cohesiveness

Cohesiveness has been defined as the degree of tribal member involvement with and commitment to the tribe and desire to have an active tribal community.

The Survey of Organization instrument measures "group process"

utilizing seven items which form the group process index (1972:77).

The 500 questions that make up their index are as follows:

97. To what extent does your work group plan together and coordinate its efforts?
98. To what extent do persons in your work group know what their jobs are and know how to do them well?
100. To what extent is information about important events and situations shared within your work group?
101. To what extent does your work group really want to meet its objectives successfully?
102. To what extent is your work group able to respond to unusual work demands placed upon it?
103. To what extent do you have confidence and trust in the persons in your work group?

This researcher faced the same problem with this cohesiveness variable as was faced with the participation variable. Although the above items form a conceptual basis for measuring a "groupiness" variable, the wording and nature of the individual questions were not appropriate for a questionnaire for an Indian tribe. Therefore, the researcher, utilizing the 500 questions as a conceptual pattern and again relying upon face validity, developed the following questions to serve as a measure for the variable cohesiveness:

- 1) How much do you believe Chickasaw people are willing to work and get involved in building a better tribe?
- 2) How much have you been active in your community in tribal matters?

- 3) How many of your really good friends are Chickasaws?
- 4) How much importance do Chickasaws place in having a tribal organization and community that is the center of their life?
- 5) How much confidence and trust do Chickasaws have toward other Chickasaws?
- 6) How much do Chickasaws in your community have an organization with objectives or goals it is trying to accomplish?
- 7) How much do Chickasaws participate together in activities in your community?

Satisfaction

The fourth variable investigated in this survey portion of the study is the variable termed satisfaction, which is defined as the degree to which the tribe is meeting the needs of tribal members.

The measurement of this variable also was developed utilizing the Survey of Organizations standardized questionnaire as a guide. The SOO utilizes seven questions regarding satisfaction to form a composite index. The questions are as follows:

- 17) All in all, how satisfied are you with the persons in your work group?
- 18) All in all, how satisfied are you with your supervisor?
- 19) All in all, how satisfied are you with your job?
- 20) All in all, how satisfied are you with this organization, compared to most others?
- 21) Considering your skills and the effort you put into the work, how satisfied are you with your pay?
- 22) How satisfied do you feel with the progress you have made in

this organization up to now?

- 23) How satisfied do you feel with your chances for getting ahead in this organization in the future?

As in the case of the cohesiveness variable, the items of the SOO satisfaction index are able to serve only as a conceptual guide for measuring satisfaction of members of an Indian tribe. Consequently, the researcher developed a series of questions to measure satisfaction, as follows:

- 1) All in all, how much is the tribe helping you to be more happy?
- 2) All in all, how much has this tribe accomplished compared to other tribes?
- 3) How much does the tribal organization and leadership have a real interest in the welfare and happiness of Chickasaw people?
- 4) All in all, how satisfied are Chickasaws with their tribe?
- 5) All in all, how much have Chickasaws been able to improve their quality of living (health, income, necessities of life, education, work, happiness, etc.)?

Conflict

The final variable investigated in this study was the variable termed conflict, which has been defined as the degree of disagreement and dissension within the tribe. This variable is measured by two questions, treated individually.

The first question is adapted from the following Survey of Organizations questionnaire:

- 16) How are differences and disagreements between units or departments handled in this organization?

- 1) Disagreements are almost always avoided, denied, or suppressed.
- 2) Disagreements are often avoided, denied, or suppressed.
- 3) Sometimes disagreements are accepted and worked through; sometimes they are avoided or suppressed.
- 4) Disagreements are usually accepted as necessary and desirable and worked through.
- 5) Disagreements are almost always accepted as necessary and desirable and are worked through.

The adapted version used in this study is as follows:

Are disagreements within the tribe handled openly and worked out rather than being avoided, denied, or suppressed?

The second question was developed by the researcher and is simply a question which asks for member perceptions as to the degree of disagreement and conflict within the tribe. The question is as follows:

How much disagreement and conflict is there within the Chickasaw tribe?

The Sample

The researcher's first inclination was that the population should consist of all Chickasaws. However, not all Chickasaws are located in the eleven counties of the old Chickasaw Nation or even in Oklahoma for that matter. The next population seemed to be limited to those residing in the Chickasaw Nation. The number is estimated at 5,850 (U.S. Department of Commerce, 1974:446). It was pointed out to the researcher, however, that many Chickasaws residing in the Chickasaw Nation are not active in tribal affairs and are probably not knowledgeable of questions asked on the questionnaire. The researcher then considered drawing a

sample from the population of those who voted in the last election for governor of the Chickasaws (2414), for these Chickasaws could be considered active tribal members. Plans were made to draw the random sample and to gather data using mailout questionnaires. However, at that point of the research, and after discussions with various parties, including Chickasaw tribal members and those knowledgeable in research methods, it became apparent that a reappraisal of the techniques be made in view of the research objectives. For example, it appeared probable that there would be a low return rate, considering the length of the questionnaire and the low degree of interest in tribal affairs that potential respondents might have. The possibility that many of the respondents might be classified as "not very active" became an issue that the researcher had difficulty reconciling with the research objectives.

In view of the previously mentioned considerations, it was determined that the research objectives would be better met if the sample were limited to "active members" and if the questionnaire were administered in person. "Active members" were those members who were spending time and effort working within the tribe, either in a paid or voluntary position or both. By concentrating on these members, and by obtaining the data in person, it is felt by the researcher that the research objectives are better achieved as compared to results obtained from a mailout questionnaire to Chickasaws who may be inactive or apathetic as to the tribal organization. It is realized that concentrating on this smaller population limits the ability to generalize the sample findings to the general Chickasaw population, but this sacrifice seems

to be outweighed by the probability of obtaining more accurate, usable and reliable information from a smaller population.

This decision to restrict the sample to active members also seems appropriate in view of the general tendency of voluntary organizations to be operated by a minority of its members (Lipset, et al., 1956). Since a key part of this study involves decision-making, it seems logical that those active in the organizational process should be the focus of the research.

Given the decision that the sample would consist of active members and that the data would be gathered in person, the next step was to determine who would be contacted and how many would be enough. It was felt that the most active portion of the sample would be tribal employees, members of community councils, and those participating in tribal programs. The first inclination of the researcher in making the "how many" determination was to "get all of them," since the population of actives is smaller. But from a pragmatic standpoint, such was impractical since the definition of actives was in itself nebulous (i.e., where is the line drawn between active and inactive), and even if the population could be precisely defined and identified, locating all the active members was impractical. Consequently, the decision was made to go around to the various tribal organizational activities with the answer to the "how many" question becoming "as many as possible."

The following list identifies the number assigned to each category at the time of the study and the number of usable questionnaires obtained from each category. The number assigned to the various community councils was not possible to compute because the number in attendance

varies. For example, the Ardmore Community Council meeting had thirteen people present the night the questionnaire was administered. The researcher attended a previous meeting when Governor James was a guest speaker, and over one hundred were in attendance. In each of the community councils represented in this study, it can be said that the respondents were in general those members who are most active in the council, i.e., who are officers or who attend practically every community council meeting.

	Total Assigned	Usable Question- naires	Percent Usable to Total
Tribal Employee Supervisors	7	7	100.0
Community Health Representatives	19	17	89.5
Housing Authority Employees	33	30	90.9
Remaining Tribal Employees	18	13	72.2
Ardmore Community Council	varies	12	--
Stratford Community Council	varies	10	--
Pontotoc County Community Council	varies	8	--
Trainees in Construction Program	20	<u>18</u>	90.0
TOTAL		115	

It should be noted that of the 115 respondents, 67 are appointed by the tribal administration. Although care was taken to explain that responses would be confidential, the possibility exists that some respondents may have been unwilling to be completely open.

Five questionnaires were obtained at the annual Chickasaw meeting, but are not included in the data because they were obtained after the data were analyzed.

Data Collection Process

The first step in the data collection process was securing approval from Governor James for the research. Gaining this approval required a visit of Governor James' office in Oklahoma City, at which time the research purpose was explained and his approval requested. The Governor granted his approval and issued a letter to the researcher to that effect.

The next step in the data collection process was that of actually administering the questionnaire. The first meeting was with the supervisors of tribal employees at their weekly breakfast meeting. At that meeting the researcher identified himself as a faculty member at East Central University and as a student at the University of Oklahoma, explaining that this research was part of the requirements to obtain the Ph.D. degree. Also explained were the possible benefits to the tribe that might accrue from the research. The need for objectivity was explained and the confidentiality of each questionnaire was promised. It was pointed out that tribal employees were not to complete the demographic data on the back page as assurance that their answers could not be traced back to them. Instructions were then given as to how to complete the questionnaire, the researcher going over the example and then reading question one of the questionnaire. As respondents were completing the questionnaire, the researcher checked to see that they were completing it properly. This process was repeated at each meeting with the exception that with groups of people who were not tribal employees, respondents were asked to complete the demographic data.

Each respondent's time to complete the questionnaire ranged

from thirty minutes to one hour. Community councils seemed to take longer than tribal employees to complete the instrument. At one Community Council Meeting three elderly gentlemen were having difficulty completing the instrument, so the researcher read and explained each statement to them, and they then selected the response. At several meetings it was evident that some of the respondents were unable to read, yet went through the questionnaire anyway, perhaps as a matter of pride. Of the 128 questionnaires completed, 13 had to be specified as unusable, leaving 115 usable questionnaires.

It should be pointed out that not everyone completing the questionnaire was Chickasaw. The tribes in Oklahoma have agreed that each would provide tribal services to Indians residing in their geographic area whether they are tribal members or not. Consequently, the community councils included non-Chickasaws among the respondents. These people were instructed to complete the questionnaire as if they were Chickasaw. There were also some non-Indian personnel, particularly at the Housing Authority, who were given the same instructions. Although from a technical standpoint these respondents should probably not be included as active Chickasaws, it was the researcher's opinion that they had sufficient knowledge of the Chickasaw tribe as well as an active interest in tribal matters that their perceptions should be included.

It should also be pointed out that the day scheduled to administer the questionnaire at the Housing Authority happened to fall on the first day of work of a new director of the Housing Authority, and as all personnel were assembled to complete the questionnaire, the new director took that opportunity to introduce himself and give some of his plans

for the Housing Authority. It should also be noted that the new director had not been the choice of most people working at the Housing Authority; rather, their choice seemed to be that an assistant director be promoted. The fact that a new director, appointed from outside the ranks of Housing Authority employees, made his first appearance just previous to completing the questionnaire may have affected the results.

An effort was made by the researcher to obtain more respondents during the annual Chickasaw meeting held in Byng, Oklahoma, in October, 1976. The researcher wrote the Governor requesting permission and providing alternatives for data collection ranging from collecting data during the assembly meeting to collecting data from a booth set up outside the assembly. Because of limited time and a heavy schedule of events for the assembly meeting, the Governor requested the researcher set up a booth to collect data. A booth was arranged along with other displays set up by the tribal organization employees and some arts and crafts displays. Although many people came by the booth and looked at the questionnaire, only five people completed it. The researcher was able to engage in enlightening conversation with many people, but the results in terms of completed questionnaires were not worthwhile. Since data from the previous questionnaires had already been analyzed, the researcher decided the five questionnaires would not be included in the analysis. The researcher further concluded that questionnaires are best obtained from captive audiences.

As was pointed out in the previous chapter, the exploratory part of this research did not cease when the survey part began because

the process of gathering data for the survey portion also added to the researcher's general information. Perhaps because of the nature of the questionnaire, people were willing to discuss the tribal organization with the researcher and among themselves. Additionally, the researcher was able to observe tribal processes, such as community council meetings, during this period.

Analysis of the Data

There exist a variety of statistical techniques, both parametric and non-parametric available to the researcher. After reviewing those techniques which seem to be most appropriate, the researcher concluded that the basic technique for analyzing data for this project is the use of central tendency measures, graphic displays, and the parametric t-test for difference between two means, supported by the non-parametric chi-square test and the non-parametric median test.

The dilemma of using parametric or non-parametric statistics is a difficult one, and there appears to be disagreement among statistical scholars as to which should be used (see for example, Kerlinger, 1964:257; Siegel, 1956:30). The key problem appears to lie in the assumptions that are made in selecting the appropriate test. Non-parametrics require fewer conditions specified about the parameters of the population from which the sample is drawn. Parametric statistics require more assumptions, especially that of normality (the population from which the sample is drawn is normally distributed), homogeneity of variance (variance is homogeneous from group to group), and continuity and equal intervals of measures (the measures are continuous rather than discrete and the distances between numbers of the scale are of known size).

Kerlinger (1964:259) argues that evidence shows the importance of normality and homogeneity assumptions has been overrated, that "unless there is good reason to believe the populations are rather seriously non-normal and the variances are heterogeneous, it is usually unwise to use a nonparametric statistical test in place of a parametric one." He points out the reason for selecting parametric is that parametric tests are more powerful (probability that the null hypothesis will be rejected when it is actually false) than are nonparametric tests. He advises that the researcher should use parametric tests, as well as the analysis of variance, routinely, but to "keep a sharp eye of data for gross departures from normality, homogeneity of variance and equality of intervals" (Kerlinger, 1964:260).

The assumptions of continuity and interval measurement are more difficult. Selltiz, et al. (1976:420), for example, report that the Likert-type scale does not claim to be much more than an ordinal scale, since it does not provide a basis for saying how much more one extent measure differs from another extent measure. That being the case, the statistics that would be used should be non-parametric tests; however, researchers have used the more powerful parametric tests on Likert-type scales. Hayes (1973:88) points out that mathematically and statistically, statistical techniques can be performed with numerical data, and the answer will be formally correct. He points out that it is the interpretation of such results that allows the translation of numerical results into a statement about properties of things. Langston (1976:82) reports on research results that support Likert's contention that Likert scales give results equivalent to the results obtained by interval scales.

Franklin (1973:45) uses a statistical test which requires interval scale measures to analyze Likert-type data, and does so after providing arguments from other researchers suggesting that there is a relative lack of danger in so doing. He points out, however, the necessity of realizing the data are ordinal. Finally, Kerlinger (1964:426) discusses the pros and cons of assuming interval measures with ordinal data and concludes that "it is probable that most psychological and educational scales approximate interval equality fairly well."

Further investigation as to whether to use parametric or non-parametric statistics for analysis reveals evidence that University of Michigan researchers have used parametric statistics in analyzing Likert scaled data. For example, Tannenbaum (1958:268) used the t-test extensively in analyzing participation among actives and inactives in union locals. Morse and Reimer (1956:120) used the t-test to analyze change in an organization measured by a Likert-type scale. Michaelsen (1973) uses multiple regression techniques with Survey of Organizations data. Atherton (1972) uses primarily non-parametric techniques to measure change in an organization using Likert-type scales, although he used the t statistic for part of his analysis.

There appears to be sufficient support for use of the more powerful parametric t-test. However, two non-parametric tests, the chi-square and the median test, were selected to support the t-test analysis and to provide a more conservative statistical viewpoint. Since the survey research questions are interested in comparing tribal member perspectives of "now" to "used to be" and "now" to "should be," the appropriate statistical test is one for test between two independent samples, allowing

comparison of the "now" to the "used to be" and the "now" to the "should be." Accordingly, the t-test for difference between means has been used, as has the chi-square test for two independent samples (Siegel, 1956:104). The median test, for testing whether two independent groups differ in central tendencies (Siegel, 1956:111), was applied for each of the variables except decentralization. Analysis of the variable decentralization was conducted using primarily the work of Tannenbaum's Control in Organizations (1968), which was explained in Chapter II.

The method of compilation and usage of data in conjunction with the various statistical tests should be reported. For the t-test, each person's average response (mean) to each item (or items for those variables where an index of several items is utilized) was computed. Then a mean response was determined for all respondents for a given variable. For example, for the participation variable, "Now," a respondent's answers to questions 1, 4, 7, 10, and 13 were averaged. This procedure was repeated for each respondent, then an overall mean was determined for Participation, "Now." The procedure would then be repeated for Participation "Used to be," and "Should be." This data then was utilized to compute the t-statistic to test for significant differences.

The use of the data for the chi-square test can best be explained by an example. A 2 X 5 contingency table was established as follows:

	<u>Extent Scales</u>				
	1	2	3	4	5
Now	N ₁	N ₂	N ₃	N ₄	N ₅
Used to be	U ₁	U ₂	U ₃	U ₄	U ₅

N_1 represents the number of responses to the "now" category, extent scale 1 (little or none). For example, the participation variable, N_1 , is the sum of the responses of "little or none," for questions 1, 4, 7, 10, and 13 (now). U_1 is the sum of the responses "little or none" for questions 2, 5, 8, 11, and 14 (used to be). Once the table is completed, it can then be used to compute the chi-square statistic to test for significant differences.

The median test was computed according to Siegel (1956:111). The median responses were computed by determining for each respondent the sum of his scores on the items comprising the variable index, then by determining the median score considering all respondents.

It should be noted that although the data were collected from groups of various, active members, no attempt is being made for this research project to analyze differences between groups of respondents. Rather overall results from the tribe as a whole are given, an analysis which is in keeping with the research objectives. It should also be noted that although demographic information was gathered from some of the respondents, it was not intended that this data be utilized in this research project, and accordingly, that information is not presented.

The assessment of the success of the permeation of the self-determination philosophy is based on the results of the analysis. If active tribal members perceive a significant increase in decentralization, participation, cohesiveness, and satisfaction, it seems safe to conclude that the self-determination policy is in the process of being implemented. The comparison of the "now" to the "should" perceptions will also allow an analysis to be made as to the degree of success of the policy.

Presentation of Findings

Decentralization

The distribution of influence was measured by asking respondents the question "In general, how much say or influence does each of the following people have on what goes on in your community involving the tribe and its members?" Respondents were asked to categorize the degree of influence on a scale ranging from "little or no influence" to "a very great deal of influence" which describes his perception of how he sees things now, how he thinks they used to be, and how he thinks they should be. Influence is the mean response given each influencer on the scale from "little or none" to "a very great deal." Total influence is the sum of the means. This relationship is then plotted in graph form in the format taken from Tannenbaum (see Figure 1, p. 27).

In the figures and table which follow, the distribution of influence in the Chickasaw tribe is presented in several descriptive ways. Figure 4 presents the average responses graphically, Figure 5 presents the average responses using Tannenbaum's control graph format, and Table 4 presents a chart of mean responses, total influence, and percent of total influence for each influencer.

Further analysis was conducted comparing statistically the differences between respondents answers to "now" as compared to "used to be," and "now" as compared to "should be" for each of the various groups and people associated with the tribe. The t-test for differences between means and the chi-square test was used for this analysis. The results are shown in Table 5.

FIGURE 4

IN GENERAL, HOW MUCH SAY OR INFLUENCE DOES EACH OF THE FOLLOWING PEOPLE HAVE ON WHAT GOES ON IN YOUR COMMUNITY INVOLVING THE TRIBE AND ITS MEMBERS?

MEAN RESPONSES

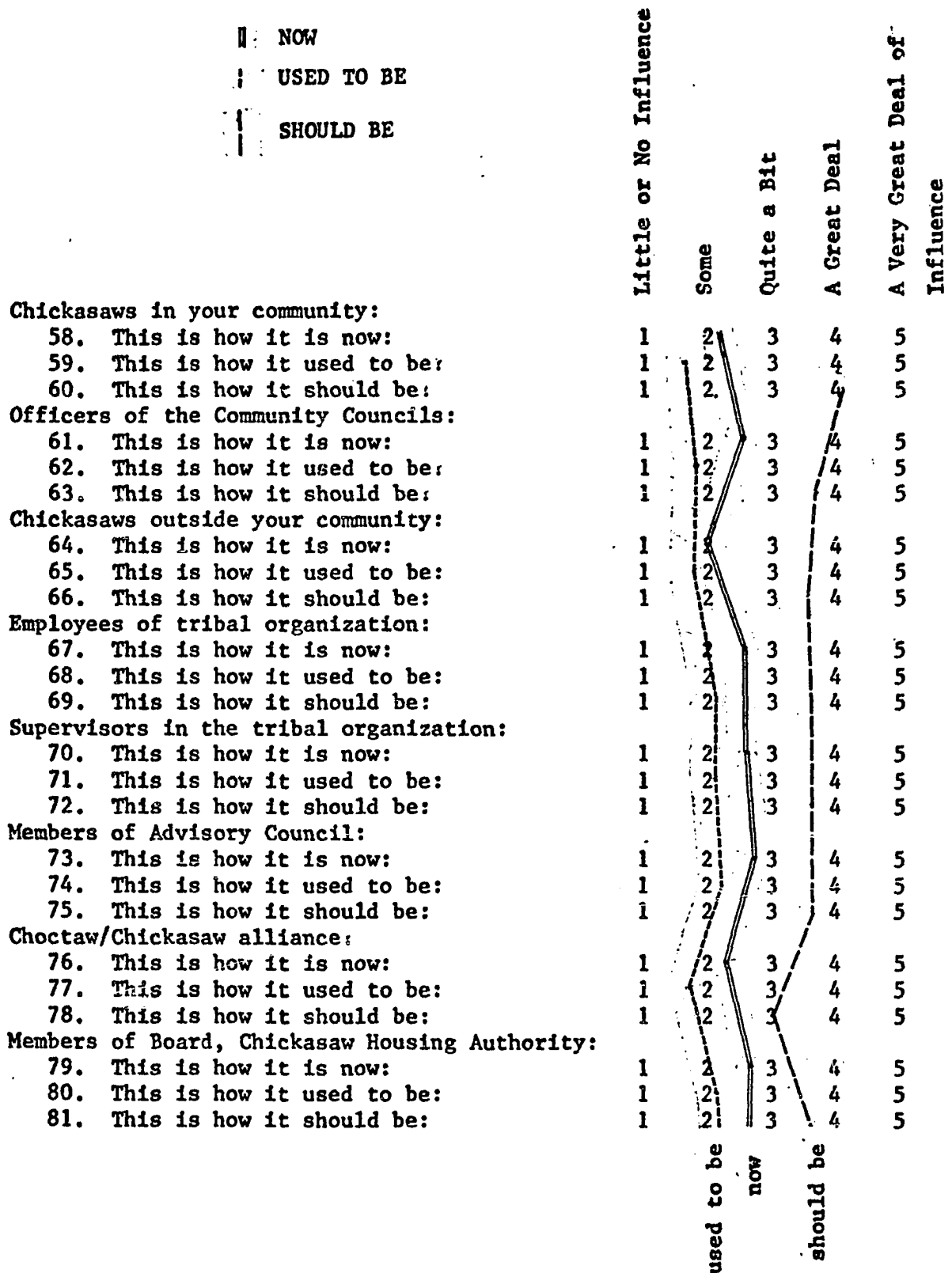
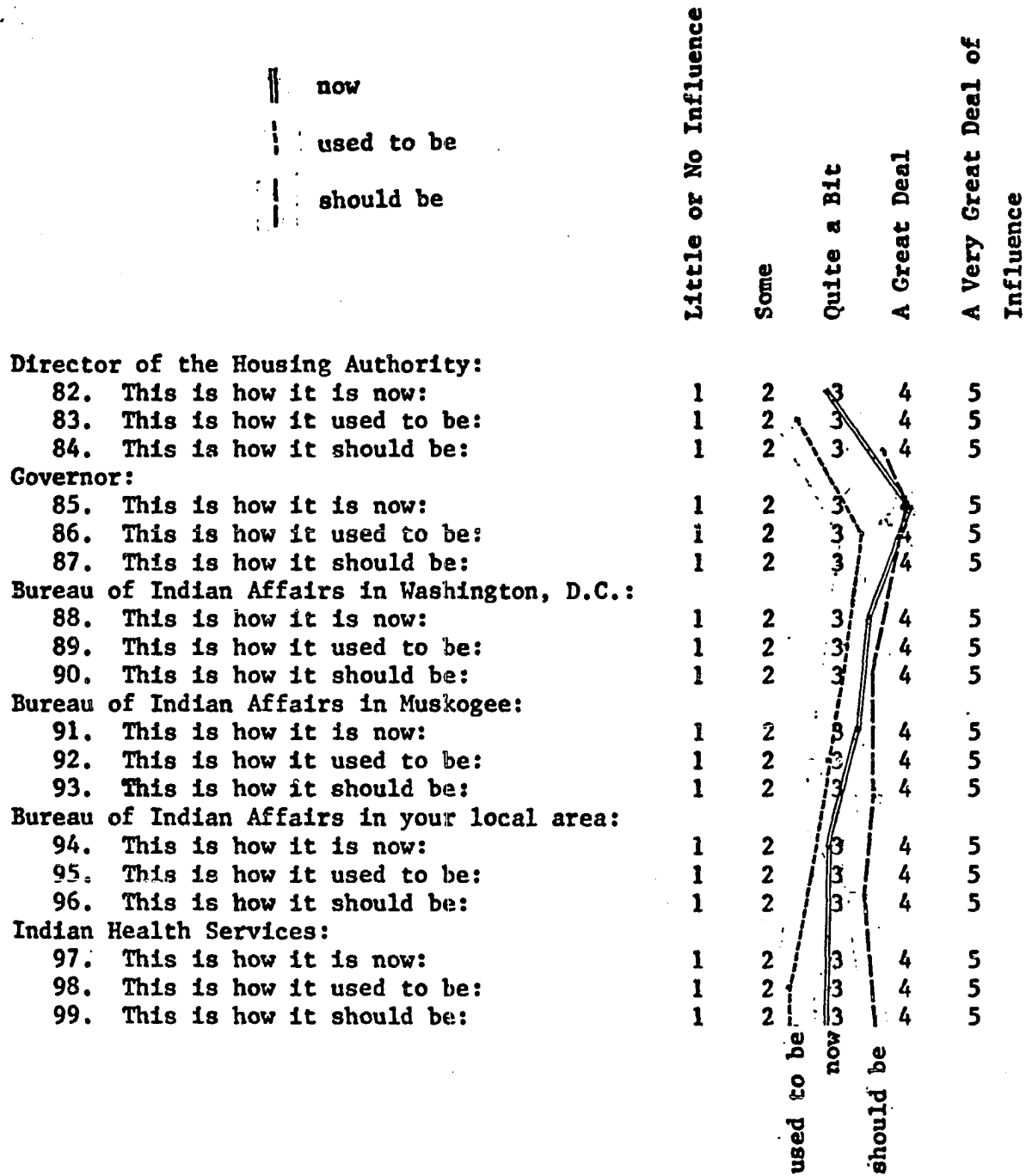


Figure 4
Continued



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TABLE 4
Distribution of Influence
***Mean Responses, Total Influence, and Percent of Total Influence**

	Now	Used To Be	Should Be
Bureau of Indian Affairs, Washington, D.C.	3.34 (8.5%)	3.12 (9.6%)	3.52 (6.9%)
BIA, Muskogee	3.23 (8.2%)	2.93 (9%)	3.58 (7%)
BIA in your local area	2.93 (7.5%)	2.74 (8.4%)	3.33 (6.6%)
Indian Health Services	2.95 (7.5%)	2.23 (6.9%)	3.56 (7%)
Governor	4.05 (10.3%)	3.32 (10.2%)	4.00 (7.9%)
Members of the Advisory Council	2.83 (7.2%)	2.23 (6.9%)	3.75 (7.4%)
Members of the Board, Chickasaw Housing	2.83 (7.2%)	2.15 (6.6%)	3.62 (7.1%)
Director of the Housing Authority	2.91 (7.4%)	2.40 (7.4%)	3.63 (7.1%)
Supervisors in the tribal organization	2.70 (6.9%)	2.10 (6.5%)	3.69 (7.3%)
Employees of Tribal Organization	2.57 (6.9%)	2.05 (3%)	3.72 (7.3%)
Officers of Community Councils	2.57 (6.6%)	1.89 (5.8%)	3.79 (7.5%)
Chickasaws in your community	2.13 (5.4%)	1.64 (5.0%)	4.06 (8.0%)
Choctaw/Chickasaw Alliance	2.20 (5.6%)	1.86 (5.7%)	3.00 (5.9%)
Chickasaws outside your community	1.99 (5.1%)	1.88 (5.8%)	3.56 (7.0%)
Total influence	39.23	32.54	50.81

*Influence is the mean response given each influencer on the scale from 1 (little or none) to 5 (a very great deal). Total influence is the sum of the means. Percentage of influence is the influencer mean divided by total influence.

TABLE 5
Distribution of Influence
Significance Tests for Differences

<u>Group</u>	<u>"Now" versus "Used to Be"</u>		<u>"Now" versus "Should Be"</u>	
	t-score	chi-square	t-score	chi-square
Bureau of Indian Affairs, Washington, D.C.	1.25	3.05	.98	3.15
Bureau of Indian Affairs, Muskogee, OK	1.70	5.46	1.97	8.49
Bureau of Indian Affairs, local	1.18	2.23	2.41*	9.52*
Indian Health Services	4.55***	21.93***	3.54***	17.24**
Governor	4.11***	20.34***	.29	7.24
Members of Advisory Council	3.70***	14.98**	5.94***	36.05***
Members of Board, Chickasaw Housing	4.31***	18.03**	4.91***	22.07***
Director of Housing Authority	3.14**	10.53*	4.43***	19.42***
Supervisors in tribal organization	3.79***	14.75**	6.47***	37.48***
Employees of tribal organization	3.41***	15.68**	7.63***	47.43***
Officers of Community Councils	4.70***	23.29***	8.13***	56.83***
Chickasaws in your community	3.79***	16.68**	15.27***	121.15***
Choctaw/Chickasaw Alliance	3.98***	7.34	6.87***	21.80***
Chickasaws outside your community	.76	3.91	10.02***	70.93***

* Significant at .05 level
 ** Significant at .01 level
 *** Significant at .001 level

Interpretation of Results of Variable Decentralization

The distribution of influence of those various groups and people associated with the Chickasaw tribe appears to follow the negatively sloped, traditional autocratic or oligarchic model in which influence decreases as one moves down the hierarchy (see Figure 5). It also appears that the influence curve has shifted upward, and it can be said, following Tannenbaum's work, that total influence has increased and influence at each level has increased when comparing present distribution to the distribution as perceived in the past, say around 1969 or 1970. The "should be" curve in Figure 5 illustrates that tribal members desire a distribution of influence that more closely fits the polyarchic model, where all hierarchical groups have important influence.

Tannenbaum's discussion of total control, which was presented in Chapter II (pp. 24-26) of this study, can be applied to assist in interpreting these results. Tannenbaum suggested that total control in a system might increase due to an external expansion of power into the organization or due to internal conditions. The internal and external conditions may also affect one another.

The increase in total control shown in the results of this study can be attributed to both external expansion and internal change in conditions. The implementation of self-determination may be taken as an external expansion of power. Because of increased funding and programs made available to the Indian to implement self-determination, there are simply more decisions that have to be made. This external expansion in itself could perhaps account for the increase in total control. However, the philosophy of self-determination has also led to internal conditions which could also be a cause of increased total control.

The election of the tribal governor, the increased activities of a tribal organization, and the BIA change in emphasis from "directing" to "advising" Indian efforts, could result in increased opportunities among members to exercise control within the organization, which may then increase the members' involvement in and identification with the organization. This, in turn, would increase the member interest in exercising control and their amenability to being controlled (Tannenbaum, 1968:15).

Taking the analysis a step further, the researcher concluded that it would be interesting, since total influence has evidently increased, to analyze the change in distribution from the standpoint of percentage of total influence. For example, Table 4 shows that the BIA in Washington, D.C., has increased its influence from "used to be" as compared to "now" from a mean score of 3.12 to 3.34. But since total influence (the sum of the means) increased from 32.54 to 39.23, the percentage of total influence that the BIA in Washington now has has decreased from 9.6% to 8.5%. While care should be taken to avoid faulty analysis via quantitative fixation (i.e., it seems illogical to say that the BIA in Washington has 8.5% of influence in tribal decisions and that the BIA in total has the sum of all BIA percents, or 24.2%), it does seem logical that one can conclude the BIA influence as a percent of total influence in the Chickasaw tribe is perceived to have decreased.

Table 6 summarizes the tribal members' perception of changes in influence. In general, it appears that tribal members perceive that the current high echelons, although depicted as having substantial influence, have tended to decrease or stay about the same in terms of percent of

TABLE 6
Distribution of Influence

Summary of Perceptions of Changes in Influence

The percentage of total influence of each influencer now compared to used to be and should be compared to now.

Influencers	% of Influence Now (compared to used to be)	% of Influence Should have (Compared to now)
Bureau of Indian Affairs, Washington, D.C.	Less	Much Less
Bureau of Indian Affairs, Muskogee	Less	Much Less
Bureau of Indian Affairs, Local	Less	Less
Indian Health Services	More	Less
Tribal Governor	Same	Much Less
Advisory Council	Slightly More	Slightly More
Housing Authority Board of Directors	Slightly More	Slightly Less
Director of the Housing Authority	Same	Slightly Less
Supervisors of Tribal Employees	Slightly More	Slightly More
Tribal Employees	Slightly More	More
Community Council Officers	More	More
Chickasaws in your community	Slightly More	Much More
Choctaw/Chickasaw Alliance	Slightly More	Slightly More
Chickasaws outside your community	Less	Much More

This information is summarized from Table 4.

total influence; whereas, the lower echelons have tended to increase in their percent of total influence. By the same token, members perceive that the ideal state would be one in which higher echelons would have much less a percent of the total influence, while the lower echelons would have a much higher percent of the total influence. In effect, members seem to be saying that "you at the top can remain influential, but we would like to be equally influential."

It should be pointed out that such an analysis of change in percentage of total influence is in effect reverting to the argument that there is a fixed quantity of power in a system, an argument that Tannenbaum does not support.

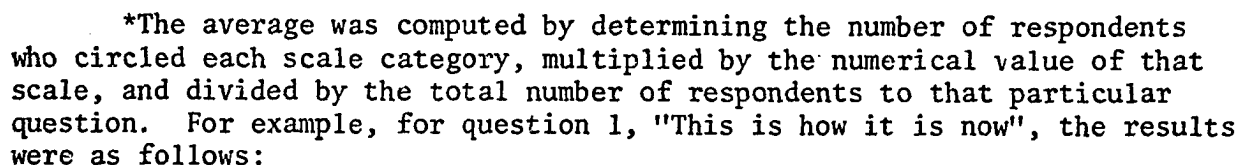
It should be noted that the question, as phrased on the instrument, refers to influence "in the community." The results may have been different had the question read "in your tribe" or "in Indian affairs."

Participation

Participation refers to the degree of involvement of tribal members in the decision-making process within the tribe. The questions to be analyzed are "what changes have occurred in the degree of participation of tribal members in tribal decisions?" and "What changes do tribal members feel should occur in the degree of participation of tribal members in tribal decisions?"

A summary of the results of the analysis of data obtained from the responses to the five questions that served as an index of participation follows. Figure 6 illustrates the average response for each of the five questions. Figures 7 and 8 consider the five questions as a composite and develop a percentage response for each scale category and

*Average Response for Each Question



Extent Scale	1	2	3	4	5	
Number Responding	41	43	22	5	4	= 115
Total	41	86	66	20	20	= 233
average=233; 115=2.03						

FIGURE 7

Degree of Participation

Questions 1-5

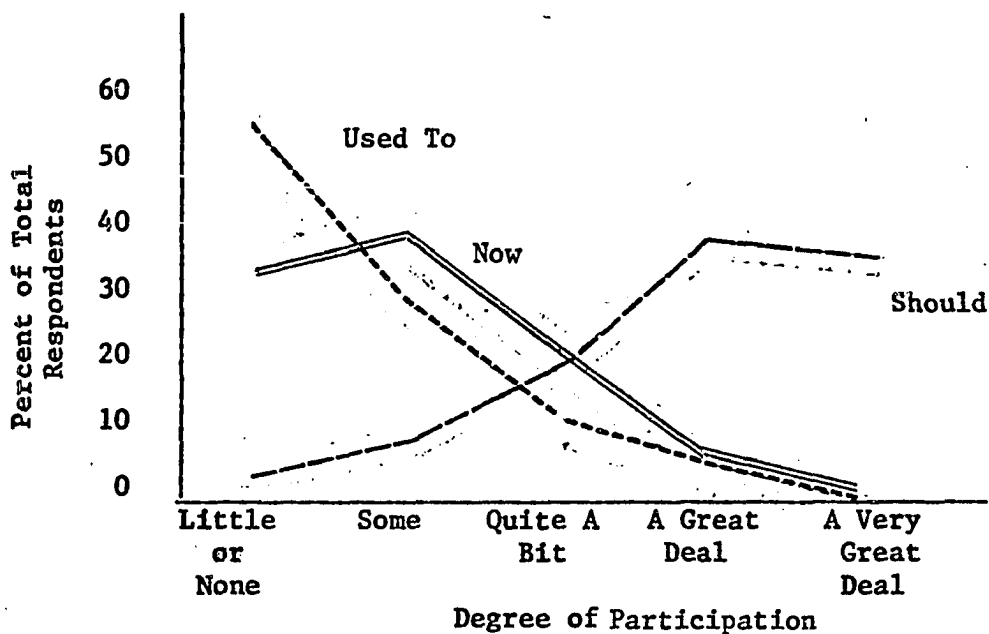
Percent of total respondents answering in each category.

	Little or None	Some	Quite A Bit	A Great Deal	A Very Great Deal
Now	32.2%	37.1%	21.3%	6.8%	2.6%
Used To	53.8%	27.0%	10.8%	6.6%	1.8%
Should	2.5%	7.9%	18.0%	37.7%	33.9%

now

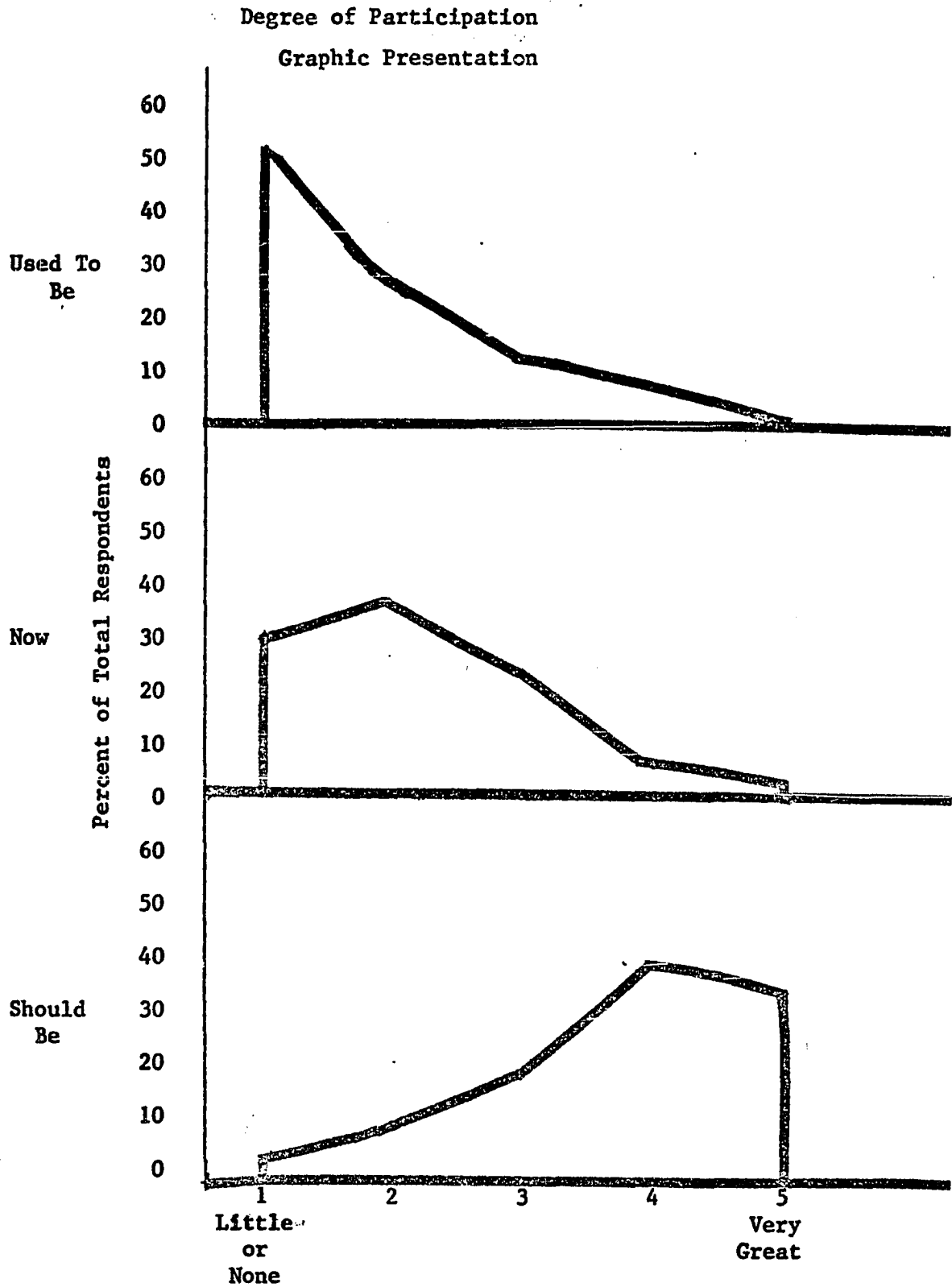
used to be

should be



*Percent was computed by adding the number who circled each scale category, for each of the five questions, then dividing by the total number of responses. For example, for the extent scale "Little or None", "This is how it is now", category, the numbers circling that response for each of the five questions were 41, 34, 49, 29, and 32 for a total of 185. The total responses for all of the five categories (little or none through a very great deal) were 574. The percentage in the "little or none" category is then $(185/574)100$ or 32.2%.

FIGURE 8



for each of the three categories "now," "used to be," and "should be."

Further analysis of the difference between "now" and "used to be" and the difference between "now" and "should be" were conducted using the parametric t-test for differences between means and the non-parametric chi-square test and median test. The results of these tests are shown as follows:

	<u>"now" versus "used to be"</u>	<u>"now" versus "should be"</u>
t score	3.55*	19.27*
Chi square	58.84*	525.96*
median test	10.87*	119.89*

*Significant for p less than .001.

Interpretation of Results for Variable Participation

Analysis of the data quite clearly shows that tribal members believe that they participate more in tribal decisions than they formerly did, and that they perceive they should have the opportunity to be able to participate substantially more than they currently do.

Cohesiveness

In examining the variable cohesiveness, an attempt has been made to answer the questions "What changes have occurred in the degree of cohesiveness of tribal members?" and "What changes do tribal members feel should occur in the degree of cohesiveness of tribal members?"

Figure 9 illustrates the average response for each of the seven questions asked for the "coehsiveness" variable. Figures 10 and 11 consider the seven questions as a composite and develop a percentage response for each scale category for each of the three categories "now,"

FIGURE 9
Degree of Cohesiveness
***Average Response For Each Question**

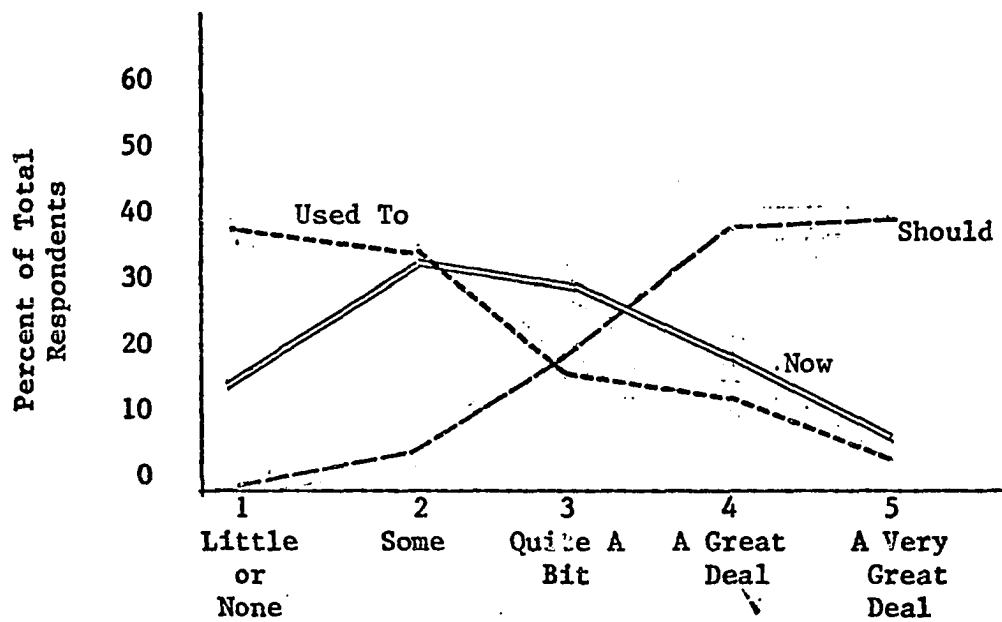
	now	used to be	should be	Little or None	Some	Quite a Bit	A Great Deal	A Very Great Deal
How much do you believe Chickasaw people are willing to work and get involved in building a better tribe?								
16. This is how it is now:	1	2	3	4	5			
17. This is how it used to be:	1	2	3	4	5			
18. This is how it should be:	1	2	3	4	5			
How much have you been active in your community in tribal matters?								
19. This is how it is now:	1	2	3	4	5			
20. This is how it used to be:	1	2	3	4	5			
21. This is how it should be:	1	2	3	4	5			
How many of your really good friends are Chickasaws?								
22. This is how it is now:	1	2	3	4	5			
23. This is how it used to be:	1	2	3	4	5			
24. This is how it should be:	1	2	3	4	5			
How much importance do Chickasaws place in having a tribal organization and community that is the center of their life?								
25. This is how it is now:	1	2	3	4	5			
26. This is how it used to be:	1	2	3	4	5			
27. This is how it should be:	1	2	3	4	5			
How much confidence and trust do Chickasaws have toward other Chickasaws?								
28. This is how it is now:	1	2	3	4	5			
29. This is how it used to be:	1	2	3	4	5			
30. This is how it should be:	1	2	3	4	5			
How much do Chickasaws in your community have an organization with objectives or goals it is trying to accomplish?								
31. This is how it is now:	1	2	3	4	5			
32. This is how it used to be:	1	2	3	4	5			
33. This is how it should be:	1	2	3	4	5			
How much do Chickasaws participate together in activities in your community?								
34. This is how it is now:	1	2	3	4	5			
35. This is how it used to be:	1	2	3	4	5			
36. This is how it should be:	1	2	3	4	5			

*The average response was computed by determining the number respondents who circled each scale category, multiplied by the numerical value of that scale, and divided by the total number of respondents to that particular question.

FIGURE 10
Degree of Cohesiveness

*Percent of total respondents answering in each category.

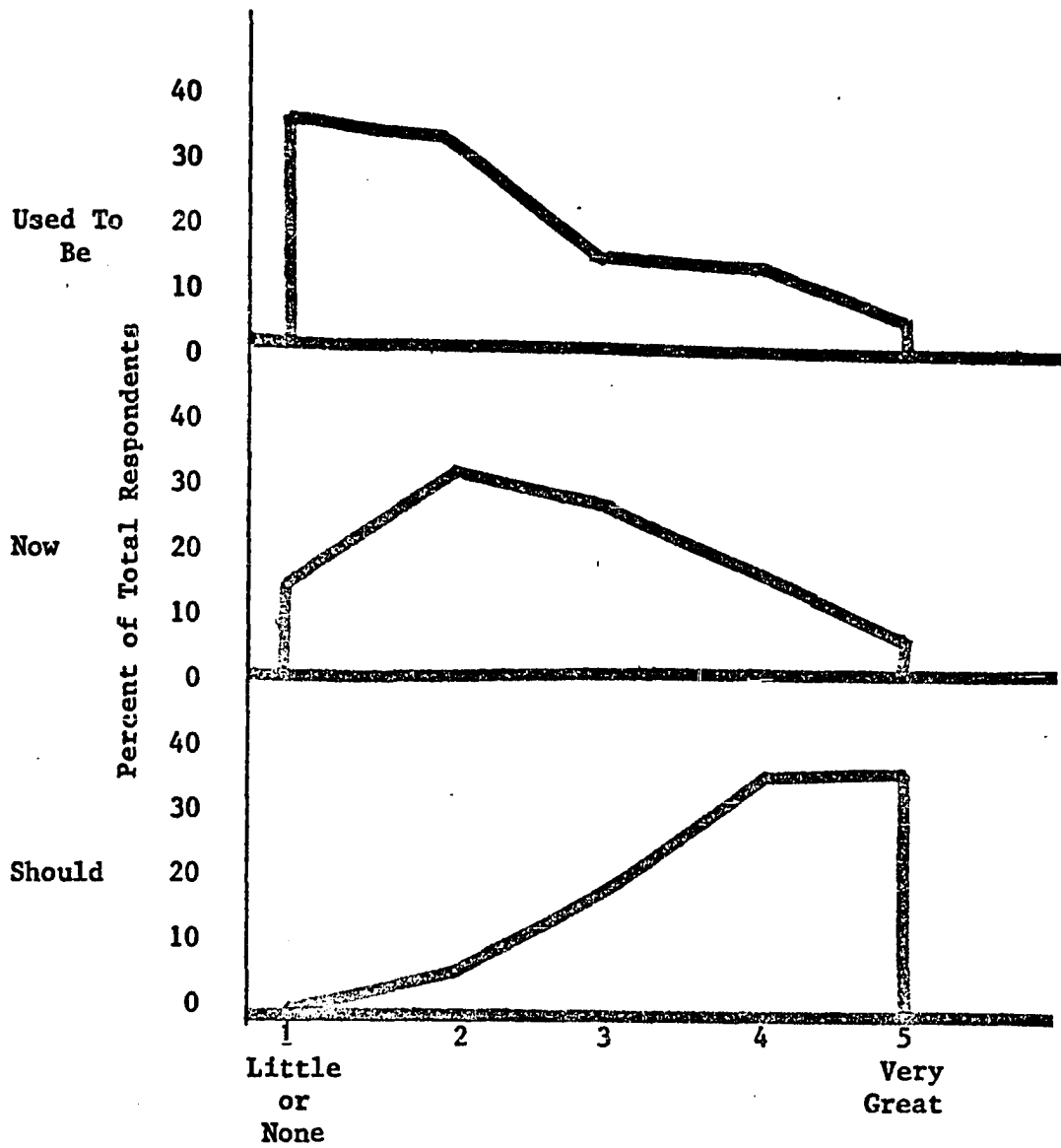
	Little or None	Some	Quite A Bit	A Great Deal	A Very Great Deal
Now	15.6%	31.3%	28.6%	17.0%	7.6%
Used To	36.1%	32.8%	14.5%	12.1%	4.7%
Should	1.9%	5.4%	18.7%	36.5%	37.5%



*Percent was computed by adding the number who circled each scale category for each of the seven questions, then dividing of the total number of responses.

FIGURE 11

Degree of Tribal Member Cohesiveness



"used to be," and "should be." In addition to these graphic presentations, the t-test, chi-square, and median tests were utilized to test for significant differences. The results were as follows:

	<u>"now" versus "used to be"</u>	<u>"now" versus "should be"</u>
t score	5.45*	13.51*
Chi-square	112.30*	455.93*
median test	11.34*	66.35*

*Differ significantly, p less than .001.

Interpretation of the Results for Variable Cohesiveness

Analysis of the data quite clearly indicates that tribal members perceive increased cohesiveness now as compared to previous years. Analysis also shows comparatively larger increase of "should be" over "now," indicating that tribal members perceive they desire to experience an even larger increase in cohesiveness.

Satisfaction

In attempting to assess the degree to which the tribe is meeting the needs of the tribal members, five questions were asked. Responses were used to answer the questions "What changes have occurred in the satisfaction of tribal members with the tribe?" and "What changes do tribal members feel should occur in the degree of satisfaction of tribal members with the tribe?"

Figure 12 presents the average response of the answers to each of the five questions. Figures 13 and 14 consider the answers to the five questions as a composite and develop a percentage response for

FIGURE 12
Degree of Satisfaction
***Average Response For Each Question**

	now	used to be	should be	Little or None	Some	Quite a Bit	A Great Deal	A Very Great Deal
All in all, how much is the tribe helping you to be more happy?								
37. This is how it is now:	1	2	3	4	5			
38. This is how it used to be:	1	2	3	4	5			
39. This is how it should be:	1	2	3	4	5			
All in all, how much has this tribe accomplished compared to other tribes?								
40. This is how it is now:	1	2	3	4	5			
41. This is how it used to be:	1	2	3	4	5			
42. This is how it should be:	1	2	3	4	5			
How much does the tribal organization and leadership have a real interest in the welfare and happiness of Chickasaw people?								
43. This is how it is now:	1	2	3	4	5			
44. This is how it used to be:	1	2	3	4	5			
45. This is how it should be:	1	2	3	4	5			
All in all, how satisfied are Chickasaws with their tribe?								
46. This is how it is now:	1	2	3	4	5			
47. This is how it used to be:	1	2	3	4	5			
48. This is how it should be:	1	2	3	4	5			
All in all, how much have Chickasaws been able to improve their quality of living (health, income, necessities of life, education, work, happiness, etc.)?								
49. This is how it is now:	1	2	3	4	5			
50. This is how it used to be:	1	2	3	4	5			
51. This is how it should be:	1	2	3	4	5			

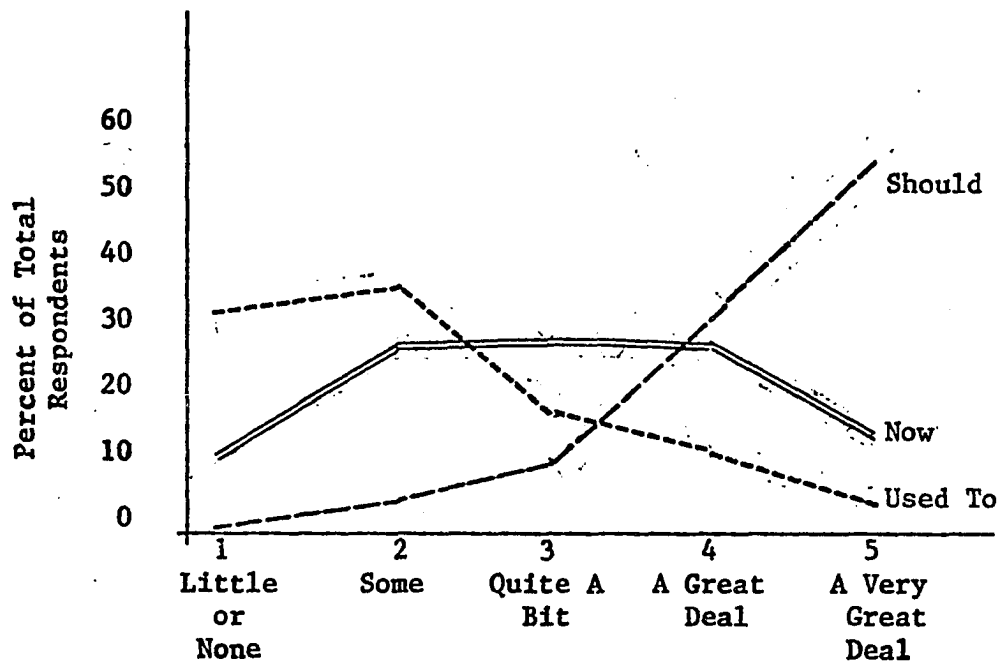
*The average response was computed by determining the number of respondents who circled each scale category, multiplied by the numerical value of that scale, and divided by the total number of respondents to that particular question.

FIGURE 13

Degree of Satisfaction

*Percent of total respondents answering in each category.

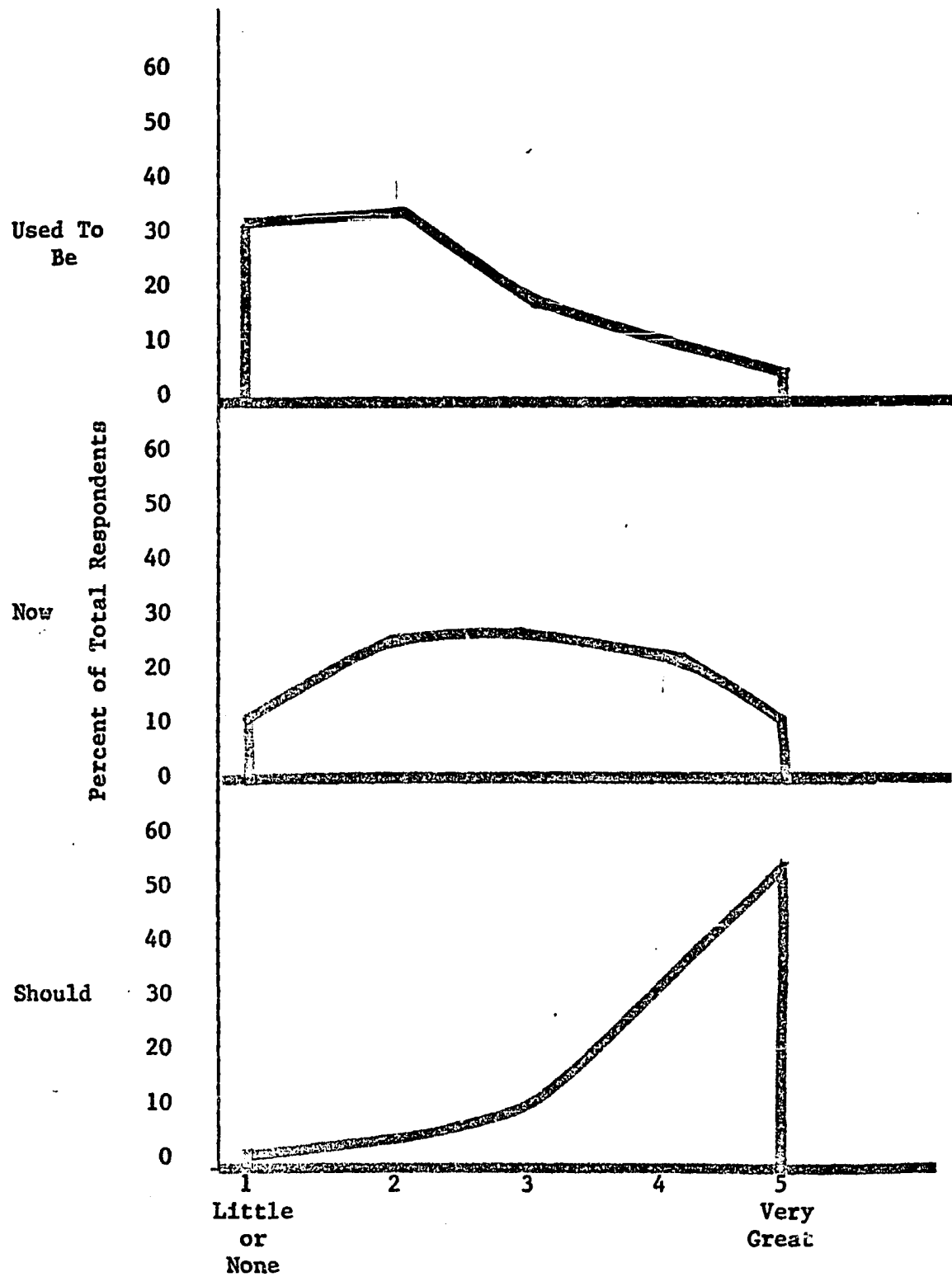
	Little or None	Some	Quite A Bit	A Great Deal	A Very Great Deal
Now	10.3%	26.7%	26.9%	23.9%	12.2%
Used To	31.3%	34.9%	18.3%	11.1%	4.4%
Should	1.1%	4.4%	9.7%	31.9%	52.9%



*Percent was computed by adding the number who circled each scale category for each of the five questions, then dividing by the total number of responses.

FIGURE 14

Degree of Member Satisfaction



each scale category for each of the three categories "now," "used to be," and "should be." Further analysis of the difference between "now" and "used to be" and the difference between "now" and "should be" were conducted using the t-test, chi-square and median test. The results of these tests follow:

	<u>"now" versus "used to be"</u>	<u>"now" versus "should be"</u>
t score	7.17*	12.36*
chi-square	128.45*	323.25*
median test	25.52*	79.22*

*Differ significantly, p less than .001.

Interpretation of Results for Variable Satisfaction

Analysis of the data quite clearly shows that tribal members perceive a greater sense of satisfaction with the tribe now than they used to. The interpretation of the results for the "should be" answers is more difficult. For example, it is difficult to assess whether the respondent means, when he circles a "should be more satisfied" category, that he desires to be more satisfied (i.e., meeting his needs) or that he should be more satisfied with the tribe (i.e., he should appreciate it more). As a result, use of a composite score to answer the question "Do tribal members desire a greater satisfaction from the tribe" is not logical. The single question, "All in all, how much is the tribe helping you to be more happy?" probably serves as the best indicator of members' perceptions of their expectations of the tribe to satisfy their needs. Accordingly, the answers to that question would indicate that tribal members do desire a greater satisfaction from the tribe than they are currently experiencing.

Conflict

The next variable to be assessed is that of conflict, which addresses itself to the degree of conflict, disagreement, and dissension that exists in the tribe. Two questions were contained in the instrument that provided a basis for analyzing this variable.

1) Are disagreements within the tribe handled openly and worked out rather than being avoided, denied, or suppressed?

2) How much disagreement and conflict is there within the Chickasaw tribe?

Since the questions do not lend themselves to analysis together, they have been analyzed separately.

The first question concerns itself with how disagreements are handled within the tribe. The mean responses to this question were as follows:

This is how it is now	2.13
This is how it used to be	1.94
This is how it should be	4.00

The answers to this question seem to follow the pattern of other variables analyzed thus far. Tribal members seem to feel now that disagreements are somewhat handled openly and worked out, that disagreements were treated less openly in years past, and that they desire that there be a substantial increase in the way disagreements are handled within the tribe.

The second question concerns itself with the amount of conflict and disagreement within the Chickasaw tribe. It was placed into the questionnaire to answer the research question set forth at the beginning

of this chapter. The mean responses for this question were as follows:

This is how it is now	2.59
This is how it used to be	2.56
This is how it should be	1.81

The percentages of total respondents answering in each category are presented in Figures 15 and 16.

The degree of conflict within the tribe is perceived practically the same as it was five to six years ago and is seen as being between "some" and "quite a bit." The ideal state shows that Chickasaws desire less conflict and disagreement within the tribe, a response that should have been expected.

Further analysis of the differences between the amount of conflict was accomplished utilizing the t-test and the chi-square test. The results are reported below:

	<u>"now" versus "used to be"</u>
t score	.193
chi-square	7.21

Results are not significant.

Interpretation of Results for Variable Conflict

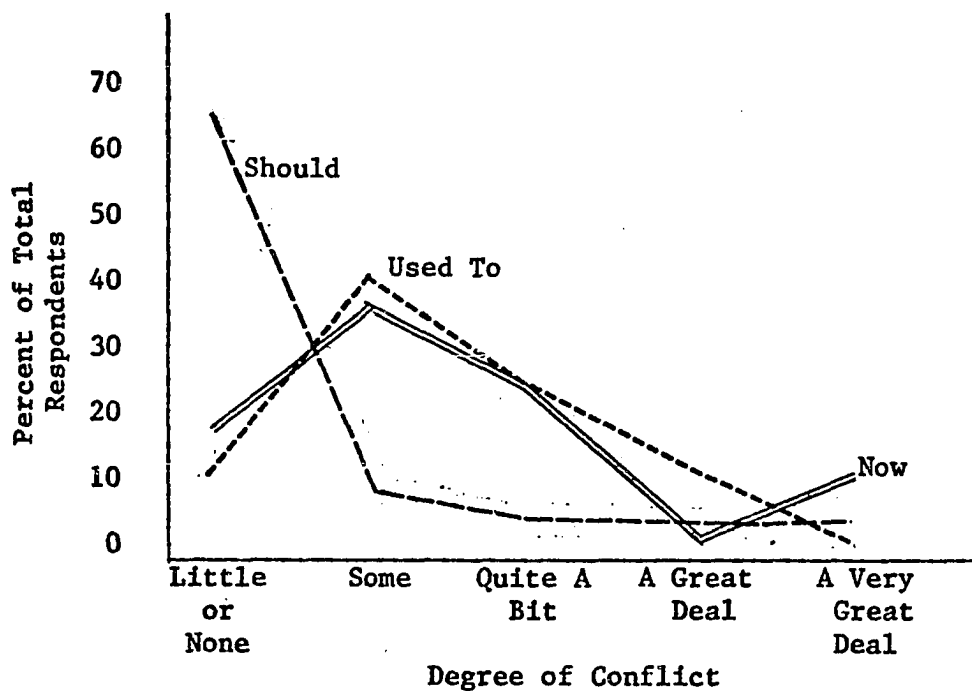
Analysis of the data indicates that tribal members feel that disagreements are somewhat handled openly and worked out, to a greater extent than in the past. Members indicate they desire a substantial increase in the way disagreements are handled. Furthermore, the degree of conflict within the tribe has not changed significantly now as compared to years past, and is perceived as being in the "some" to "quite a bit" range.

FIGURE 15

Degree of Conflict
Percentage Response

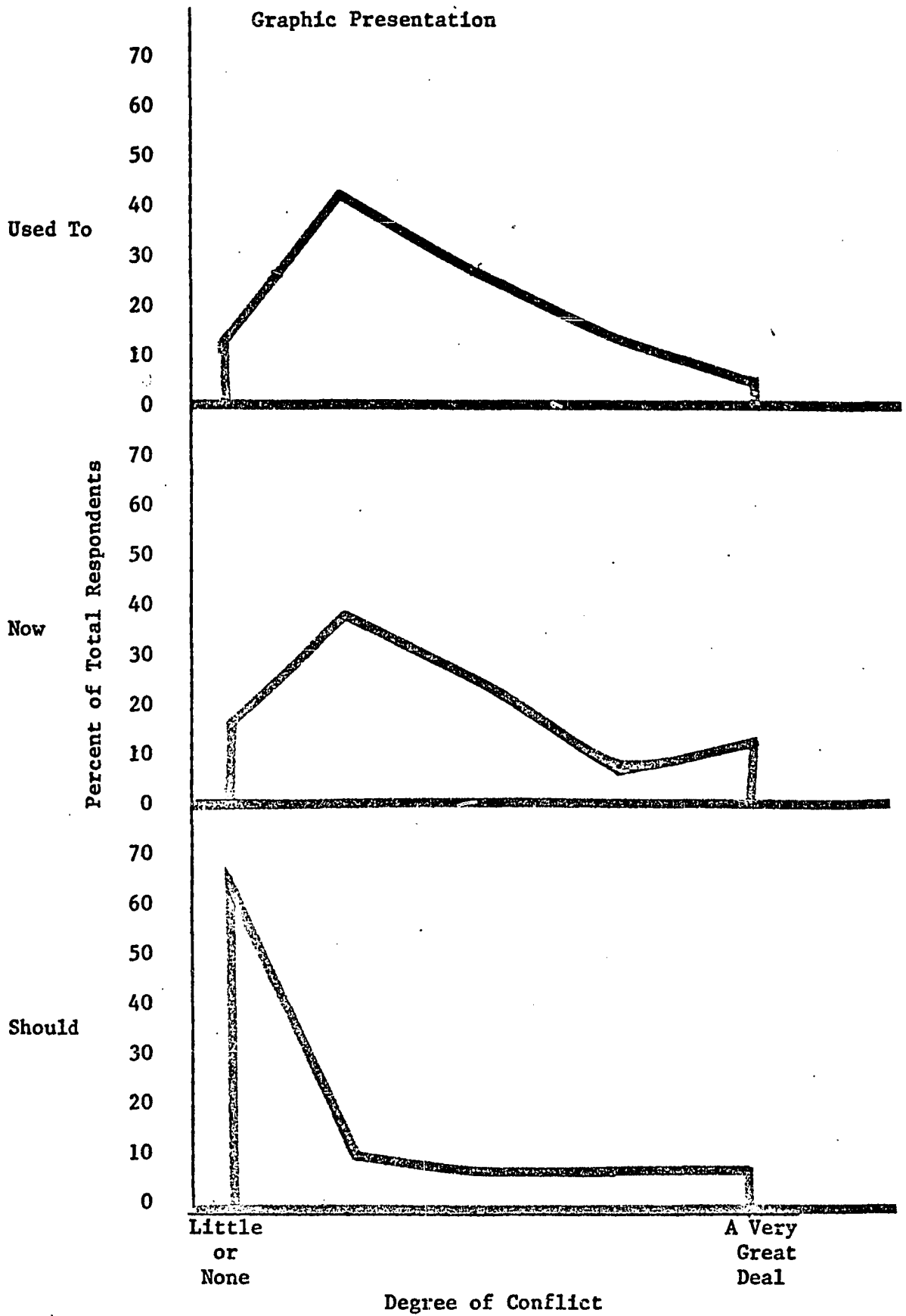
*Percent of total respondents answering in each category.

	Little or None	Some	Quite A Bit	A Great Deal	A Very Great Deal
Now	17.0%	38.4%	25.8%	6.3%	12.5%
Used To	13.8%	41.3%	25.7%	13.8%	5.5%
Should	66.7%	10.2%	7.4%	7.4%	8.3%



*Percent was computed by taking the number who answered the one question "How much conflict and disagreement is there within the Chickasaw tribe?", and dividing the number circling the scale choice by the total number responding to that question.

FIGURE 16
Degree of Conflict
Graphic Presentation



The lack of change in conflict can be explained in several ways. Perhaps there did exist an equal amount of conflict as in years past, or perhaps since the survey instrument was administered after the tribal election for Governor, respondents were experiencing the euphoric feelings often felt after a battle is over, which might result in their perceiving less conflict. The possibility also exists that increased participation within the tribe has caused less conflict (Argyris, 1955). Or perhaps conflict has remained at the same level as before because of a more open treatment of disagreements (as shown in respondents' answers to the other conflict question). The possibility also exists that there was a reluctance to report conflict within the tribe to the researcher.

Assessment of the Effect of Self-Determination

It was stated earlier that the survey results would give an indication as to the extent of the implementation of self-determination philosophy at the tribal level. It was stated that if active members perceive a significant increase in decentralization, participation, cohesiveness, and satisfaction it would be safe to conclude that the self-determination policy has had some success in being implemented. The findings do in fact support such a conclusion. It should be noted, however, that in general "should be" responses indicate there is substantial distance to travel to reach the desired state as perceived by tribal members.

Summary and Conclusion

The findings and interpretation of the results of the survey study are summarized as follows:

1) Survey research questions--Decentralization:

a. What changes do tribal members feel have occurred in the distribution of influence of various groups and people associated with the tribe?

1. What changes do members feel should occur in the distribution of influence of various groups and people associated with the tribe?

Findings: In analyzing distribution of influence, it was found that members perceive that the influence is distributed in a traditional autocratic, or oligarchic model in which higher echelons of the organization have more influence than those at the community level of the organization. The change in influence from years past to present time is depicted by a curve with a similar slope (i.e., the same oligarchic model), but one which has shifted upward, indicating total influence has increased, or that, in general, each of the various groups has more influence than it previously had. However, the respondents view the lower echelons as having experienced a greater percentage of increase in influence than have the higher echelons. Since this study has defined decentralization as the degree of relative distribution of influence with respect to matters involving the tribe and its members among various groups and people associated with the tribe, the findings may be interpreted as giving some support to the notion that there is a greater degree of decentralization at the time of this study than there was in years past.

Respondents view the ideal state of distribution of influence as one in which the influence curve is shifted substantially more to the right, where the total influence is increased, and where the lower level echelons in the tribe have almost an equal influence with

higher echelons.

2) Survey research questions--Participation

a. What changes have occurred in the degree of participation of tribal members in tribal decisions?"

b. What changes do tribal members feel should occur in the degree of participation of tribal members in tribal decisions?

Findings: In analyzing the variable "participation," it was found that tribal members perceive that they now participate in the range of "some" to "quite a bit" as compared to previous participation more in the range of "little or none" to "some." Tribal members perceive they have more to say about what goes on in the tribe than they previously did.

Tribal members indicate they desire participation in the range of "quite a bit" to "a great deal." They seem to be indicating they would like much more to say about what goes on in the tribe.

3) Survey research questions--Cohesiveness:

a. What changes have occurred in the degree of cohesiveness of tribal members?

b. What changes do tribal members feel should occur in the degree of cohesiveness of tribal members?

Findings: In analyzing the variable "cohesiveness," it was found that tribal members perceive tribal members to be involved with the tribe and its members in the range around "quite a bit." This compared to the perception in years past of being involved in the range around "some." Tribal members perceive they would like this involvement with the tribe and its members to center around "a great deal" of

involvement. In summary, tribal members perceive they are more cohesive now than they used to be and would like to be even more close-knit.

4) Survey research questions--Satisfaction:

a. What changes have occurred in the satisfaction of tribal members with the tribe?

b. What changes do tribal members feel should occur in the degree of satisfaction of tribal members with the tribe?

Findings: In analyzing the variable "satisfaction," it appears that respondents perceived that tribal members satisfactions seemed to range around the "quite a bit" extent of satisfaction. This perception of "now" compares to the perception that in years past Chickasaws were only "some" satisfied with their tribe. Respondents indicated they desire an extent of satisfaction in the "a great deal" to "a very great deal" range.

4) Survey research question--Conflict:

a. Do tribal members sense that there is more conflict and dissension within the tribe than there formerly was?

Findings: In analyzing the degree of conflict within the tribe, it was found that respondents perceive that there is between "some" and "quite a bit" of conflict, which is about the same degree of conflict that existed in years past.

In assessing the effect of self-determination at the tribal level, it seems safe to conclude, based on the findings reported above, that the philosophy of self-determination has been implemented with some success at the tribal level.

CHAPTER V

CONCLUSIONS

This chapter presents the conclusions of the research. The chapter is organized into a discussion of the research project, the research findings, the researcher's comments and speculations, the researcher's observation of the research process, the contribution of the research, and the implications for future research.

The Research Project

This research has investigated Indian efforts at self-determination from an organization and management perspective. The objectives set forth for the study have been as follows:

- 1) To gain insight and understanding, from an organization and management perspective, as to the current state of Indian affairs from a broad, overall viewpoint.
- 2) To gain insight and understanding, from an organization and management perspective, as to the current nature and state of a specific tribe as it works toward self-determination.
- 3) To derive information and understanding as to the extent and direction of changes that have occurred and perceptions of what should occur within the tribe.

The research objectives were achieved through implementation of

a research plan involving three phases and reported as the preparatory study, the exploratory study, and the survey study. The preparatory study focused upon the history of Indian policy, on the relevant literature in the organization and management field employed in examining tribal organization, and on the attempts to implement self-determination policy within Indian tribes. The exploratory study investigated the efforts of the Chickasaw tribe as it works toward self-determination. Based on the researcher's observations, interviews, discussions, and checking of secondary sources, findings were presented relating the Chickasaw tribal organization to the functions of management, as well as discussing the concepts of decentralization, participation, cohesiveness, satisfaction, conflict, and organization change.

The survey study expanded upon the findings of the first two studies by utilizing instrumented research to solicit active tribal members' perceptions of research questions measuring organizational variables decentralization, participation, cohesiveness, satisfaction, and conflict. A measure of change and desired change was developed by asking members to respond to a statement as to their view of the tribal organization in categories "now," "used to be," and "should be."

Research Findings

This research substantiates that, in general, Indian people are involved in a process of change that has far-reaching ramifications for their future, individually and collectively. The entire philosophy of self-determination is a philosophy which encourages Indian people to become involved in matters which affect them. It encourages rather than discourages, the formation of strong tribal communities. It has

been accompanied by increased resources, in terms of funding and assistance, which have led to tribal programs and enterprises much more extensive than in the past. It has also been a policy which has ramifications from an organization and management perspective. The policy itself is a policy of decentralization and participation. It is a policy which brings about changes in the tribe. And it is a policy which has caused tribal organizations to be more concerned with developing an organization which will be effective in meeting the goals of the tribe. In short, the findings confirm that "things are happening" with the Chickasaw tribe and Indian people.

It is easy to conclude that "things are happening" in the Chickasaw tribe. The tribe is actively pursuing meeting its goals. Both the exploratory and the survey study support that change has occurred within the tribe. Members seem to be more involved with tribal activities and members seem to feel they have more to say about tribal matters, and to have a greater satisfaction with the tribe than they did in years past. They also would like to be more involved, more satisfied, and have more influence regarding tribal matters. There is evidence that there is some conflict within the tribe, probably due to changes that have occurred within the tribe, including the election versus appointment of the Governor, the relative newness and rapid growth of the tribal organization, and the entire process of trying to implement self-determination, all occurring in a fairly unpredictable and changing environment, heavily influenced by the complexities of the federal government. Conflict was not shown to have increased as compared to former years.

From an organization and management viewpoint, the Chickasaws seem to be doing the sort of things that are necessary for the tribe to be effective in accomplishing its goals. They have a formal strategic plan and are using it. They have devised a structure which provides them a formal basis for relating the various tasks and members of the tribe. And they seem to have strong, qualified leaders who are trying to provide direction for the tribe yet still provide opportunities for participation and involvement for tribal members.

The Relation of the Organization and Management Literature

This study has attempted to integrate efforts at Indian self-determination and the literature associated with the field of organizations and management. Much of this effort has occurred by application of the literature to the Chickasaw and Indian state of affairs as a means for gaining insight and understanding of that state of affairs. The primary areas from the organization and management literature that have been utilized have been that of decentralization, participation, cohesiveness, satisfaction, conflict, and organization change. Some concluding remarks in regard to the literature and the research findings will be made in the paragraphs which follow.

It appears evident that a certain degree of decentralization has occurred from higher echelons (the federal government) to the tribal level. The development of the tribal organization and program illustrate this decentralization as do tribal member perceptions of the distribution of influence. The issue of the amount of review and control, on which several authors (Yates, 1976; Castile, 1974; and Van Willigen, 1977) have commented, an issue which accompanies the

decentralization process and one which has an effect on the effectiveness of the decentralization program, is an issue which, as would be expected from the literature, was found to be present within the Chickasaw tribe. For example, there was evidence that the federal government had promoted self-determination, encouraged tribes to establish programs and, although decentralized, still maintain tendencies toward centralization by withholding resources or by overcontrolling with extensive rules and regulations.

The work of Tannenbaum (1968), used extensively in the research, has implications which were helpful in gaining insight and understanding of the state of the Chickasaw tribal organization. Tannenbaum (1969: 309) discusses various possibilities of distribution of influence in organizations, including the "fixed pie" concept, where an increase in lower echelon members' influence must necessarily mean a decrease in higher echelon members' amount. Disputing this "fixed pie" approach, he points out that "data from a variety of organizations support the contention that organizations with influential leaders and members are likely to be more effective than organizations with less influential members and/or leaders." Tannenbaum believes the total amount of influence in the organization is an important explanation of organizational functioning. As was shown in the survey study, total influence in the tribe has increased and members perceive they have more influence. Although perhaps not at the "ideal" state of influence distribution and amount of total influence, the tribe appears to be moving toward a state in which effectiveness can increase.

As supported in the literature (Argyris, 1955), participation

has, perhaps, resulted in a number of advantages. There has been increased satisfaction and increased cohesiveness within the Chickasaw tribe. Although the researcher expected to find increased conflict due to changes and power struggles, the fact that no significant increase in conflict was reported might be explained by the increased participation that has occurred. There was also support, as presented in the discussion of community councils, of Lammner's (1967) research that allowing participation over matters in which the participants have no control may be as damaging as allowing no participation at all.

Likert's concept of effective organization as characterized by supportive relations, mutual respect, confidence, and trust is helpful in drawing conclusions about the Chickasaw tribal organization (Likert, 1961, 1968). Whereas the Chickasaw organization possesses many of these characteristics, there seems to be one key area where maintaining these characteristics is difficult. That key area involves the election process of the Governor. As was pointed out in the study, the election process tends to generate conflict which could be and probably is constructive for the organization. However, after the election is over, the losers tend to have little power in the organization, are branded as "enemies," and must operate outside the existing organizational system. There appears to be no way of unifying the tribe toward a common goal after the election is complete. The plan to elect Advisory Council members that is proposed in the new constitution will probably serve as a means for management of conflict; however, the tribe could lose the benefit of qualified council members who may not want to go through the election process or who may not be elected.

In regard to organizational change, the research seems to support the Katz and Kahn (1966:448) suggestions, discussed in Chapter II of this report, that changed inputs from the environment, rather than changes in internal strain, are the most critical factors in significant modification of organizations. The self-determination policy and its implementation, originating outside the Chickasaw tribe, has been the major source for change within the tribe. There is also evidence that Greiner's (1972) discussion of organizational growth is supported by the research. Greiner, discussed in Chapter II of this report, sees organizations as passing through phases of growth interrupted by periods of turmoil. Applying his model to the Chickasaw tribal organization, it appeared the tribe is in the "Growth through Direction" to "Growth through Delegation" phase, the next crisis then being the crisis of "Control." In applying Chandler's concept of change in organizations (Wren, 1972:99), it was concluded that the Chickasaws are into phase two (rationalization of the use of resources), having passed through a phase of initial expansion and accumulation of resources. Also in regard to organization change was a review of the literature regarding organization development. It was concluded that the Chickasaw tribe has not established a formal organization development program.

Researcher Conclusions

Overall conclusions to the research project can perhaps best be summarized by a series of concluding statements, as follows:

- 1) Indian self-determination, the most recent federal policy regarding Indians, is in the process of being implemented and has potentially far-reaching implications for Indian people, and it is resulting

in change.

2) The self-determination philosophy can be related to and studied using the concepts of decentralization, participation, cohesiveness, satisfaction, conflict, and change.

3) The Chickasaw tribe has established an active organization which is pursuing tribal goals. The organization is in its young, expansionary stage of growth. It is operating in a relatively volatile environment made complex primarily because of the complexity of the federal government.

4) The Chickasaws have been effective in obtaining and developing resources available to the tribe.

5) There is evidence that influence has increased at the tribal level as compared to the past. The tribe is now making more decisions about how to utilize resources available to them. Active tribal members perceive that those at higher echelons in the tribe and higher echelons outside the tribe have substantially more influence in matters involving the tribe in the member's community, although they perceive this influence has shifted downward in recent years. Tribal members indicate they would prefer this shift in distribution of influence to continue downward. Tribal members also perceive that total influence within the tribe has increased.

6) Active tribal members perceive that they now, in comparison with years past, have more to say about what goes on in the tribe. They perceive the tribe is more cohesive, and they are deriving more satisfaction from the tribe. These members would prefer a much higher degree of participation, satisfaction, and cohesiveness than they now perceive.

7) Active tribal members perceive the degree of conflict within the tribe is in the range of "some" to "quite a bit," which is about the same range perceived in past years.

8) The philosophy of self-determination, which promotes increased participation of Indian people in matters that affect them and encourages rather than discourages forming tribal community, appears to have been implemented to some degree at the tribal level.

Researcher Comments and Speculation

It would be remiss for the researcher, having spent the time and effort involved in this research project, to fail to make comments as to alternate courses of action for those involved with self-determination. For the Chickasaw tribe, the researcher feels action should be continued in the direction they are going. As reported in the study, the Chickasaws have been effective in obtaining and taking advantage of resources available to them. The real test of effectiveness the Chickasaws must face is whether they can make these resources work for them. Can the various projects and programs they have developed, which are still in their early stages of development, mature into lasting, rewarding projects? Will the trailer manufacturing business be established as a going concern? Will the construction business be successful? Judging by the high failure rate of new businesses nationwide, it seems unlikely that everything the Chickasaws do will be successful. The Chickasaws must realize that in their situation it is important that every effort be expended to achieve success and survival. It is entirely possible that the day will come when resources, in terms of federal funding, are not easily obtainable, and Chickasaw effectiveness

from that point on will depend largely upon the degree of self-sufficiency they have been able to generate to that point. Additionally, the self-determination concept is evidently not fully accepted as the "best way" by all parties. There are those who feel Indians cannot do it, or who see self-determination as a threat to their job or their power. As a result, the researcher feels the real test of the Chickasaw tribal organization lies ahead of it.

An issue which the Chickasaws may need to resolve is the issue of participation. The community council concept is an excellent idea for promoting participation, yet it appears there has been some frustration experienced by council members in not being able to establish objectives for the councils or to exercise authority in getting things done. At the present time tribal programs are centralized at the tribal level. It is possible to decentralize more within the tribe, by, for example, delegating authority for administering certain programs to the community level. The community health program currently has community health representatives assigned to geographical areas, reporting to a supervisor at the tribal level. Decentralization and resulting increased participation would occur if the health program, and the representative, were assigned to the community, say to the community council, for administrative coordination. For medical or technical matters, the representative could report functionally to the tribal program. Another example of a way of decentralization within the tribe is a plan in which economic enterprises are developed as part of a community project, part of the profits going to the community level of the Chickasaw tribe and part to the entire tribe. Restructuring of this nature would provide more

opportunity for participation at the community level, which would probably result in increased satisfaction, and cohesiveness. There are disadvantages of such a restructuring, and further investigation would be necessary before the researcher would be willing to recommend such a move, but these are the type of philosophical and practical issues the Chickasaws must deal with as they strengthen their tribal processes.

Related to the above issue is the argument expressed by some that a centralized tribal structure in the hands of a few strong leaders will be more effective in leading the tribe than would a decentralized, participative, democratic system. The researcher cannot provide evidence to disprove such belief, but there is evidence (Tannenbaum, 1968, for example) that it need not be an either/or situation. Tannenbaum, for example, believes a highly effective state occurs when there is high influence at the higher levels as well as at the lower levels. A participative management system does not mean necessarily that the leadership is weak, or has given up power. The researcher would urge the Chickasaws to continue in the tradition of strong leadership at the higher levels of the tribe, and to continue to develop other leaders within the tribe. But the researcher would also argue that a participative organizational model has much to offer in terms of strengthening the tribe, particularly in view of the research which shows tribal members desire more participation.

The researcher would also urge the Chickasaws to develop a means whereby the contributions of all Chickasaws can be utilized for the good of the tribe. As has been pointed out, there is a tendency for

those who lose the election for governor to become less involved with the tribe, or to become involved outside the tribal structure. It seems the tribe, as a result, is losing the benefit of Chickasaws with leadership ability who could contribute to tribal effectiveness.

Related to this issue is that of whether or not to elect advisory council members and establish a legislative responsibility separate from the tribal governor. Although election of council members would serve to increase democracy and increase participation of all segments and factions of the tribe, it could also result in the loss of some highly qualified who may not get elected or who may not desire to go through the election process.

It was noted in the report that the Chickasaws do not have a formal organization development plan as such, although they are doing many of the things that could be done in an organization development program, especially in terms of training. However, the Chickasaws could probably benefit as well from other aspects of typical O.D. programs that involve goal setting, individual and organizational analysis and feedback, and a systematic effort toward planned change.

The primary determining factor in deciding which development programs to implement often is that the federal government has suggested such a program and is making funds available for the tribe if they will apply for and gain approval for the grant. Although the tribe has certainly benefited from such training, perhaps it is now time for a development program to emerge "from within," rather than from various federal agencies who suggest training programs which may, for example, overlap with one another, may not be applicable to the tribal needs,

but which the tribe may feel the need to utilize because of the "use it or lose it" syndrome often associated with government programs and budgeting. A program developed "from within" would be based upon tribal objectives, needs, and plans for the future. It might be developed to reach beyond the tribal organization office administrative staff to other Chickasaw tribal members such as various community council members.

Researcher Observations--The Research Process

In performing a major research project the researcher must certainly gain knowledge about the process of performing research. This section is devoted to the researcher's observations regarding the research aspects of this project.

Although field research and participant observation may be considered a part of the "soft" sciences, the process of trying to be scientific is "hard." This research had a broad rather than a narrow focus, with an exploratory design. The researcher often had thoughts that the research would have been much easier to accomplish had the research focused only on one small part of the organization, established hypotheses and a more rigid use of the scientific method than was possible with the research design used. That is not to say broad, exploratory studies are meaningless; on the contrary, the researcher believes research of this nature is not only meaningful, but is an essential part of the scientific method. The researcher does believe, however, that such research is difficult, and the researcher must be wary of losing the focus of his research and his patience, and he must recognize that his need for structure and closure may be unsatisfied for long periods of time during the process of the observation period.

The dilemma of whether the participant observer should intervene in the operation of the organization has been discussed in the literature. In this research, the researcher had determined in advance that he would not intervene in the organizational processes. This policy was adhered to for the most part during the research, the researcher offering suggestions only after it was clear to him that failure to give his views would be considered rude. This policy was established for several reasons; first, the research project was the researcher's idea, not the Chickasaws, and the researcher wanted to be especially careful to avoid the "here comes another white man with all the answers to rescue us" image. Secondly, the policy seemed in line with the spirit of self-determination. And thirdly, the possibility exists that the researcher had little to offer anyway.

One area of difficulty the researcher experienced stemmed from the fact that he is non-Indian and has had little background with Indian people. As a result, much of the research time was directed toward learning how the system in which Indians are involved operates and discovering the sort of problems and issues that are important to Indian people. Although there are advantages, in terms of the researcher having fewer biases and pre-observation conclusions, it still seems to this researcher that the ideal researcher for research of this nature would be an Indian with organization and management academic training, whose starting point could be substantially ahead of where this researcher had to start. Of course this researcher now can start substantially ahead of where he started with this study as well. But the point that needs to be made, in terms of research with organizations, is that the research

effectiveness may depend to some extent on the researcher's familiarity with the organization under study as well as the training and ability of the researcher. Spending time observing various aspects of a tribe is no substitute for being raised within the tribe. And it would seem that a case researcher of any organization is limited in really developing an understanding of that organization unless he has been an integral part of it for a period of time.

There are areas in this research which could have been improved. For example, the instrument utilized could be shortened by eliminating or consolidating some questions without losing the ability to measure the key variables. The questions regarding the "should be" part of the satisfaction variable need to be changed or perhaps eliminated. As was discussed in the findings, one cannot distinguish whether "should be satisfied" means tribal members should be more satisfied with what they have, or whether they perceive the tribe should be such that they could be more satisfied. The researcher wishes he had been able to gather data from more Chickasaws who attended the Chickasaw annual meeting. Since a captive audience was not accessible to the researcher, the researcher wishes he had obtained some young Chickasaw tribal members to solicit Chickasaws to complete the survey, with the researcher remaining nearby to assist. The completion number would more than likely have been substantially higher than five.

Contributions of the Research

The results of this research project have implications of both a practical nature and a theoretical nature. From a practical standpoint, the research should provide information that is helpful to those

involved in Indian matters. From a theoretical standpoint, the research has implications for those students and teachers involved with the study of organizations and management.

From the practical standpoint, this research provides information as to the implementation of Indian self-determination. It shows, for example, that the Chickasaw tribe is making progress in working toward self-determination and that those aspects of organizations that appear to be important to the philosophy of self-determination, namely decentralization, participation, cohesiveness, and satisfaction, appear to be changing in the direction that is desired in the self-determination process.

For the Chickasaw tribe the research provides information which can be utilized in an organizational improvement program. It provides some philosophical issues, which can be debated, discussed, and perhaps resolved. Such issues might be whether tribal programs should be decentralized to the community level, whether a participative organization design will be the most effective for the tribe, whether efforts should be taken to decrease some of the factionalism within the tribe, or whether advisory council members should be elected or appointed. The research also provides a basis for further research, such as a longitudinal study with the Chickasaws, or a comparative study with other tribes.

For those federal agencies who are involved with Indian affairs, the research should be useful. It gives some indication of the degree of implementation of self-determination at the tribal level. The research also points to issues which the federal agencies must continue to address, such as the issue of review and control. The possible

application of organizational development programs to tribes may be an area of interest to federal agencies. Perhaps BIA employees, especially Indian employees, could be trained to serve as active change agents within a tribe.

From a theoretical standpoint, this research should provide a contribution to those who study organizations and management of organizations. First, whereas much organization and management research is conducted with organizations of a business nature, this research is conducted with a special type of organization (an Indian tribe), which adds to the knowledge and understanding of still another organization. Secondly, while the ultimate goal of research in organizations may be to provide better explanations and predictions so that organizations can be more effective, most scholars who study organizations profess that the science has a way to go before these ultimate goals are achieved. This research, by exploring and describing certain key aspects of organizational functioning, has contributed to the initial steps of exploration and discovery which must be taken in the scientific process before the final stages of explanation and prediction can be achieved.

For those students of participation this study should be of interest because of its investigation of a decentralizing, participative philosophy. For those who study change in organization the study should be of interest because it provides increased knowledge as to the phenomenon of change in organizations. The study presents a discussion of both pragmatic and philosophical issues that the Chickasaws have faced in dealing with the change to self-determination.

Those researchers who have expanded upon the work of Tannenbaum should find this study useful because it also utilizes Tannenbaum's work. And this research should be of interest to those concerned with the history of organizations and organizational evolution for it focuses on an organization at a critical point in its existence.

Implications for Future Research

The process of research tends to generate ideas and possibilities for future research. It would seem that good research raises as many questions as it answers. Indeed, one of the objectives of exploratory research is to establish a base from which to conduct further research. At this time it is appropriate to report on some of the implications for future research that have arisen out of this project.

The continuing development and changes of the Chickasaw Tribal Organization, its successes and its failures, its trials and tribulations, and its survival or disappearance are subjects worthy of continued study.

A second research possibility is that of conducting a similar research study with a different tribe, utilizing the results of this study as a framework and a basis for comparison, taking into account the limitations of this study.

A third possibility for future research could be based upon Tannenbaum's work in studying control (1968, 1958) in other organizations. For example, the results of this study could be compared to Tannenbaum's work with other organizations, particularly voluntary organizations such as unions and the League of Women Voters. Or the more extended analysis of an organization, such as was done by Tannenbaum

with various aspects of the League of Women Voters, could serve as a basis for more detailed analysis of the Chickasaw Tribal Organization.

A fourth research possibility includes analyzing the data that was gathered in the research instrument but not used in this study. For example, comparisons could be made between groups' responses to the various statements. Additionally, demographic data could be utilized to ascertain a more complete understanding of members' perceptions. For example, do younger members have different perceptions than older members or do fullblood Chickasaws have different perceptions than mixed bloods?

A fifth area for future research involves consolidating the research and conceptual writings of various disciplines that have studied the development of groups of people. The researcher found in the literature review that there are a wide range of areas being studied by various disciplines that seem to have a common thread. For example, in this study, some of the work accomplished by Yates, Yin, and Lucas involving urban development has been presented and utilized for the study of Indian development through self-determination. Although many of the problems facing urban areas are different from the problems facing Indian tribes, many of the problems are similar, and it should at least be investigated to see if what has worked for urban communities might work for Indian tribes, and to see if what has worked for Indian tribes might work for urban centers. Other areas of research that should be brought into this consolidation effort are that involving developing nations, minority group development, experiences in communes (the Kibbutz) and studies of self-management. There should likewise be

a consolidation of the work of the various disciplines that have an interest in these areas. The researcher found for this study applicable writings and research by, for example, anthropologists, social workers, community developers, urban specialists, political scientists, sociologists, economists, and historians, published generally in their discipline journals.

Conclusions

This research project has studied the organization and efforts of Indian people as they have embarked upon the path toward self-determination. The study has focused on general aspects of the effort as well as on the efforts of a specific tribe. The study has utilized various aspects of field research including participant observation and survey research techniques. The study has attempted to relate some of the aspects of the Indian effort with the body of knowledge associated with the study of organizations and management. The study has focused on change that has occurred and has attempted to assess the impact of self-determination at the tribal level.

It is hoped that the results of this report are not taken as a criticism of Indian efforts or the Chickasaw tribe. Indeed the researcher was quite impressed with the efforts that he discovered in process. It is hoped the report can be of some value to Indian people as they strive to meet the goals of self-determination.

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Appendix I

Instructions

1. Questions can be answered by drawing a circle around the number that fits your thinking most clearly.
2. Please answer all questions in order.
3. The value of this survey depends upon your being straight-forward in answering the questions. Your answers are confidential.
4. For most questions you are asked "This is how it is now", "This is how it used to be", and "This is how it should be".

"Now" - means how you see things at the present time.

"Used to be" - means how you think things were about six years ago, say around 1969, 1970.

"Should" - means how you would like things to be.

CIRCLE THE NUMBER WHICH BEST DESCRIBES HOW YOU SEE THINGS.

	Little or None	Some	Quite a Bit	A Great Deal	A Very Great Deal
Example: How much do you enjoy ice cream?					
1. This is how it is now:	1	2	3	4	5
2. This is how it used to be:	1	2	3	4	5
3. This is how it should be:	1	2	3	4	5

	Little or none	Some	Quite a Bit	A Great Deal	A Very Great Deal
If the tribe is making a decision that affects some people in the tribe, how much do those people have to say about what the decision should be?					
1. This is how it is now:	1	2	3	4	5
2. This is how it used to be:	1	2	3	4	5
3. This is how it should be:	1	2	3	4	5
How much do Chickasaw people have to say about what overall tribal goals will be?					
4. This is how it is now:	1	2	3	4	5
5. This is how it used to be:	1	2	3	4	5
6. This is how it should be:	1	2	3	4	5
In general, how much influence do you have about what goes on in your community involving the tribe and its members?					
7. This is how it is now:	1	2	3	4	5
8. This is how it used to be:	1	2	3	4	5
9. This is how it should be:	1	2	3	4	5
How much interest do the tribal organization and leadership have about the ideas and suggestions they get from Chickasaws?					
10. This is how it is now:	1	2	3	4	5
11. This is how it used to be:	1	2	3	4	5
12. This is how it should be:	1	2	3	4	5
How much information do you get about what is going on in the tribe?					
13. This is how it is now:	1	2	3	4	5
14. This is how it used to be:	1	2	3	4	5
15. This is how it should be:	1	2	3	4	5
How much do you believe Chickasaw people are willing to work and get involved in building a better tribe?					
16. This is how it is now:	1	2	3	4	5
17. This is how it used to be:	1	2	3	4	5
18. This is how it should be:	1	2	3	4	5
How much have you been active in your community in tribal matters?					
19. This is how it is now:	1	2	3	4	5
20. This is how it used to be:	1	2	3	4	5
21. This is how it should be:	1	2	3	4	5
How many of your really good friends are Chickasaws?					
22. This is how it is now:	1	2	3	4	5
23. This is how it used to be:	1	2	3	4	5
24. This is how it should be:	1	2	3	4	5
How much importance do Chickasaws place in having a tribal organization and community that is the center of their life?					
25. This is how it is now:	1	2	3	4	5
26. This is how it used to be:	1	2	3	4	5
27. This is how it should be:	1	2	3	4	5
How much confidence and trust do Chickasaws have toward other Chickasaws?					
28. This is how it is now:	1	2	3	4	5
29. This is how it used to be:	1	2	3	4	5
30. This is how it should be:	1	2	3	4	5

	Little or None	Some	Quite a Bit	A Great Deal	A Very Great Deal
How much do Chickasaws in your community have an organization with objectives or goals it is trying to accomplish?					
31. This is how it is now:	1	2	3	4	5
32. This is how it used to be:	1	2	3	4	5
33. This is how it should be:	1	2	3	4	5
How much do Chickasaws participate together in activities in your community?					
34. This is how it is now:	1	2	3	4	5
35. This is how it used to be:	1	2	3	4	5
36. This is how it should be:	1	2	3	4	5
All in all, how much is the tribe helping you to be more happy?					
37. This is how it is now:	1	2	3	4	5
38. This is how it used to be:	1	2	3	4	5
39. This is how it should be:	1	2	3	4	5
All in all, how much has this tribe accomplished compared to other tribes?					
40. This is how it is now:	1	2	3	4	5
41. This is how it used to be:	1	2	3	4	5
42. This is how it should be:	1	2	3	4	5
How much does the tribal organization and leadership have a real interest in the welfare and happiness of Chickasaw people?					
43. This is how it is now:	1	2	3	4	5
44. This is how it used to be:	1	2	3	4	5
45. This is how it should be:	1	2	3	4	5
All in all, how satisfied are Chickasaws with their tribe?					
46. This is how it is now:	1	2	3	4	5
47. This is how it used to be:	1	2	3	4	5
48. This is how it should be:	1	2	3	4	5
All in all, how much have Chickasaws been able to improve their quality of living (health, income, necessities of life, education, work, happiness, etc.)?					
49. This is how it is now:	1	2	3	4	5
50. This is how it used to be:	1	2	3	4	5
51. This is how it should be:	1	2	3	4	5
Are disagreements within the tribe handled openly and worked out rather than being avoided, denied, or suppressed?					
52. This is how it is now:	1	2	3	4	5
53. This is how it used to be:	1	2	3	4	5
54. This is how it should be:	1	2	3	4	5
How much disagreement and conflict is there within the Chickasaw tribe?					
55. This is how it is now:	1	2	3	4	5
56. This is how it used to be:	1	2	3	4	5
57. This is how it should be:	1	2	3	4	5

IN GENERAL, HOW MUCH SAY OR INFLUENCE DOES EACH OF THE FOLLOWING PEOPLE HAVE ON WHAT GOES ON IN YOUR COMMUNITY INVOLVING THE TRIBE AND ITS MEMBERS?

	Little or No Influence	Some	Quite a Bit	A Great Deal	A Very Great Deal of influence
Chickasaws in your community:					
58. This is how it is now:	1	2	3	4	5
59. This is how it used to be:	1	2	3	4	5
60. This is how it should be:	1	2	3	4	5
Officers of the Community Councils:					
61. This is how it is now:	1	2	3	4	5
62. This is how it used to be:	1	2	3	4	5
63. This is how it should be:	1	2	3	4	5
Chickasaws outside your community:					
64. This is how it is now:	1	2	3	4	5
65. This is how it used to be:	1	2	3	4	5
66. This is how it should be:	1	2	3	4	5
Employees of tribal organization:					
67. This is how it is now:	1	2	3	4	5
68. This is how it used to be:	1	2	3	4	5
69. This is how it should be:	1	2	3	4	5
Supervisors in the tribal organization:					
70. This is how it is now:	1	2	3	4	5
71. This is how it used to be:	1	2	3	4	5
72. This is how it should be:	1	2	3	4	5
Members of Advisory Council:					
73. This is how it is now:	1	2	3	4	5
74. This is how it used to be:	1	2	3	4	5
75. This is how it should be:	1	2	3	4	5
Choctaw/Chickasaw alliance?					
76. This is how it is now:	1	2	3	4	5
77. This is how it used to be:	1	2	3	4	5
78. This is how it should be:	1	2	3	4	5
Members of Board, Chickasaw Housing Authority:					
79. This is how it is now:	1	2	3	4	5
80. This is how it used to be:	1	2	3	4	5
81. This is how it should be:	1	2	3	4	5

	Little or No Influence	Some	Quite a Bit	A Great Deal	A Very Great Deal of Influence
Director of the Housing Authority:					
82. This is how it is now:	1	2	3	4	5
83. This is how it used to be:	1	2	3	4	5
84. This is how it should be:	1	2	3	4	5
Governor:					
85. This is how it is now:	1	2	3	4	5
86. This is how it used to be:	1	2	3	4	5
87. This is how it should be:	1	2	3	4	5
Bureau of Indian Affairs in Washington, D.C.:					
88. This is how it is now:	1	2	3	4	5
89. This is how it used to be:	1	2	3	4	5
90. This is how it should be:	1	2	3	4	5
Bureau of Indian Affairs in Muskogee:					
91. This is how it is now:	1	2	3	4	5
92. This is how it used to be:	1	2	3	4	5
93. This is how it should be:	1	2	3	4	5
Bureau of Indian Affairs in your local area:					
94. This is how it is now:	1	2	3	4	5
95. This is how it used to be:	1	2	3	4	5
96. This is how it should be:	1	2	3	4	5
Indian Health Services:					
97. This is how it is now:	1	2	3	4	5
98. This is how it used to be:	1	2	3	4	5
99. This is how it should be:	1	2	3	4	5

100. Sex:
 1. Male _____
 2. Female _____
101. Into what age bracket do you fall?
 1. 23 years or younger _____
 2. 24 to 29 _____
 3. 30 to 41 _____
 4. 42 to 47 _____
 5. 48 to 52 _____
 6. 53 to 58 _____
 7. 59 or over _____
102. How much schooling have you had?
 1. None _____
 2. Some grade school _____
 3. Completed grade school _____
 4. Some high school _____
 5. Completed high school _____
 6. Some college _____
 7. Completed college _____
 8. Some graduate school _____
 9. Completed graduate school _____
103. What quantum of Indian Blood, do you have?
 1. $4/4$ _____
 2. $3/4$ _____
 3. $1/2$ _____
 4. $1/4$ _____
 5. Less than $1/4$ _____
 6. Does not apply _____
104. What quantum of Chickasaw Blood, do you have?
 1. $4/4$ _____
 2. $3/4$ _____
 3. $1/2$ _____
 4. $1/4$ _____
 5. Less than $1/4$ _____
 6. Does not apply _____
105. Which County do you live in or near?
 1. Grady _____
 2. McClain _____
 3. Garvin _____
 4. Pontotoc _____
 5. Stephens _____
 6. Jefferson _____
 7. Murray _____
 8. Carter _____
 9. Love _____
 10. Johnston _____
 11. Marshall _____
 12. Outside the Chickasaw Nation _____

Appendix II

Summary of Content and Reliability of 16 Indices of
The Survey of Organizations Questionnaire

Area-Measure	Description	No. of Items	Internal Consistency Reliability Coefficient
ORGANIZATIONAL CLIMATE			
Human Resources Primacy	Whether the climate indicates that people, their talents, skills, and motivation are considered to be one of the organization's most important assets.	3	.80
Communication Flow	Whether information flows effectively upward, downward, and laterally in the organization.	3	.78
Motivational Climate	Whether conditions and relationships in the environment are generally encouraging or discouraging to effective work.	3	.80
Decision-Making Practices	How decisions are made in the organization: whether they are made effectively, at the right levels, and based upon all the available information.	4	.79
Technological Readiness	Whether the equipment and resources are up to date, efficient, and well maintained.	2	.58
Lower-Level Influence	Whether lowest-level supervisors and employees feel they have influence on what goes on in their department.	2	.70
MANAGERIAL LEADERSHIP			
Support	Behavior toward subordinates that lets them know they are worthwhile persons doing useful work.	3	.94

Area-Measure	Description	No. of Items	Internal Consistency Reliability Coefficient
Interaction Facilitation	Team building, behavior that encourages subordinates to develop close, cooperative working relationships with one another.	2	.89
Goal Emphasis	Behavior that stimulates a contagious enthusiasm for doing a good job (not pressure).	2	.85
Work Facilitation	Behavior that removes roadblocks to doing a good job.	3	.88
PEER LEADERSHIP			
Support	Behavior by subordinates toward one another that enhances their mutual feeling of being worthwhile persons doing useful work.	3	.87
Interaction Facilitation	Behavior by subordinates toward one another that encourages the development of close, cooperative working relationships.	3	.90
Goal Emphasis	Behavior by subordinates toward one another that stimulates a mutually contagious enthusiasm for doing a good job.	2	.70
Work Facilitation	Behavior that is mutually helpful; helping each other remove roadblocks to doing a good job.	3	.89
GROUP PROCESS	How the group functions; does it plan and coordinate its efforts, make decisions and solve problems, know how to do its job, share information; is it motivated to meet its objectives, is it adaptable, is there confidence and trust among its members?	7	.94

Area-Measure	Description	No. of Items	Internal Consistency Reliability Coefficient
SATISFACTION	Whether employees are satisfied with economic and related rewards, adequacy of their immediate supervisor, effectiveness of the organization, compatibility with fellow employees, present and future progress within the organization, and their job as a whole.	7	.87

Bowers, 1973:29.