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Exploring Tribal, County, and Municipal Cooperation in Minnesota

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EXPLORING TRIBAL, COUNTY, AND MUNICIPAL COOPERATION IN

MINNESOTA

by

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Mitchell R. Berg has successfully defended his dissertation, Exploring Tribal, County, and Municipal Cooperation in Minnesota, and is hereby recommended to the Dean of the Hamline School of Business to be awarded the degree of Doctorate in Public Administration.

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Abstract

The need for tribal, county, and municipal cooperation is ever more important now as political dysfunctionality, partisan gridlock, and federal and state devolution are pushing complex societal problems to be resolved at the local level. However, the desire for tribes and non-tribal local governments to cooperate can be limiting given the past historic indifferences and barriers to cooperation. This need to help tribes and municipalities form better relationships is what prompted Dr. James C. Collard (2006) to create a model for tribal and municipal cooperation. Therefore, the purpose of this dissertation is to examine Dr. Collard's model, along with the other research that has contributed to the study of tribal and non-tribal local intergovernmental cooperation. Using a mixed-method survey approach, this dissertation revealed that the percentage of Native Americans, distance from tribal HQ to a county or city HQ, trust, and the issue of gaming were the only variables to have statistical significance in how leaders placed an importance on promoting intergovernmental cooperation. The findings also revealed that trust, respect, and interpersonal relations were the only variables to have statistical significance in achieving an intergovernmental agreement. Therefore, the findings were able to validate Dr. Collard's (2006) Intercultural Dialogue model, as well as add to the model to enhance its effectiveness.

Keywords: Tribal, County, and Municipal Intergovernmental Cooperation.

Dedication

To my wife, Jane Berg, who with her love and devotion followed me along my dissertation journey. I know you bore the weight of my absence. I certainly could not have completed this journey without your support and for that I love you eternally.

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"Righty or wrongly, history has the potential to be a power barrier to cooperation" and "the negative perceptions that it generates can be very difficult to overcome"
- Christopher Alcantara and Jennifer Nelles

Acknowledgement

TABLE OF CONTENTS

List of Tables

List of Figures

CHAPTER ONE

Introduction

In Minnesota, "Indian tribes continue to have their most difficult relations with local governments" (Graves & Ebbott 2006, p. 84). Getches (1993) proclaimed that "case after case, municipal governments as subdivisions of the states, have stretched to assert their governmental authority over Indians and their territory" (p. 136). Steinman (2004) pointed out that states and their local units of governments should be considered a threat to tribal sovereignty. Efforts by state and local governments to push against the rights of tribes and their authority has been occurring for years (Kalt, J.P, and Singer, J.W., 2004).

Although there has been much tension and hostility between tribal nations, counties, and municipalities over the years, Getches (1993) contends that much of the future of tribal relations lies in effectuating state and local intergovernmental cooperation to enhance tribal sovereignty. The Alaska Commission on Rural Governance and Empowerment also states that collaborative arrangements among municipal, tribal, regional, state and federal governments can help to strengthen local tribal self-governance ("Final Report to the Governor," 1999).

Tribal nations today are in a better position to enter into local intergovernmental relationship that will not abrogate their tribe's sovereignty. The Temecula Band of the Luiseno Indians (hereinafter "Pechanga") is but one example of how a federally recognized tribal government residing on the Penchanga reservation in Southern California was able to enter into an intergovernmental relationship with the surrounding local communities to achieve a mutually desired outcome, while enhancing their sovereignty.

In August 2000, an attempt by the local energy company to construct a 500,000-volt electric transmission line through a piece of land that, at one point in time was a part of the

Pechanga Reservation, lead to a collaborative effort between the tribe and local communities to put a stop to the line's construction. The tribe was able to put the land into federal trust, which prevented the utility from taking the easement by eminent domain. For the local communities, this served as an example of how tribal sovereignty can serve to protect both the tribe's interests and that of the greater community (Spilde-Contreras, 2006). The Pechanga have been successful at engaging several local communities through additional joint efforts with the local communities. As the tribe is able to increase their presence in local affairs, more and more people are understanding that the tribe is a sovereign nation and that they are a major political and legal actor in the region (Spilde-Contreras, 2006).

As mentioned previously, the above case study exemplifies the leveraging of tribal sovereignty to promote the tribe and the greater community's interest. In addition to promoting tribal sovereignty, there are additional benefits to promoting tribal, county, and municipal cooperation. In the qualitative research, for example, the ability to collaborate, form relationships, and create partnerships on issues of mutual importance was addressed as a benefit among the tribes, counties, and municipalities that responded to the surveys. As one respondent mentioned, tribal and non-tribal local agreements can have a positive effect in reducing the many social and economic disparities that serve both tribal and non-tribal citizens in the region.

With there being so many benefits to promoting tribal and non-tribal local government cooperation, one might assume there is an abundance of literature on the subject matter of propagating tribal and non-tribal local intergovernmental cooperation. However, the literature on tribal intergovernmental relations seems to be skewed towards a federal and state perspective.

In examining the role of federal and tribal government relations, tribes have held a special government-to-government relationship since the first days of the American republic

("The State of the Native Nations," 2008). According to the National Congress of American Indians ("An Introduction to Indian Nations in the United States," n.d.; "Tribal Nations and the United States: An Introduction," n.d.), a brief history of federal policy toward Indian nations consists of:

- 1492 - 1828. Colonial Period - Following the Revolutionary War, the newborn United States took pains to maintain peace and diplomatic relations with neighboring tribes.

- 1828 – 1887. Removal, Reservation and Treaty Period - Reservations were established through treaties, which required Indians to trade large tracts of land for the continued right of self-governance under the protection of the United States.

- 1887 - 1934. Allotment and Assimilation Period - The General Allotment Act of 1877 (also known as the Dawes Act) dictated the forced conversion of communally held tribal lands into small parcels for individual ownership (of 160 acre lots).

- 1934- 1945. Indian Reorganization Period - This period lead to the restoration of tribal governance and tribal autonomy.

- 1945-1968. Termination Period - Federal recognition and assistance to more than 100 tribes were terminated.

- 1968 – 2000. Self Determination Period - A change in federal policy toward self-determination and self-governance meant that tribes would have greater control over their own affairs.

- 2000 – Present. Nation to Nation Period – The federal government had committed about half of Bureau of Indian Affair's obligations to tribes in the form of self-governance and self-determination contracts and compacts.

Initially, the history of the federal government with Indians was peaceful; however, over time the U.S. government has undermined and diminished the status of tribal communities through a policy of assimilation (Trauer, 2012). Additionally, the removal and separation policies of the federal government, during 1828-1887, created a deep sense of distrust between the tribes and the U.S. government (Collard 2006). While, there have been efforts to shift federal policy towards greater tribal self-determination and self-governance, American Indian advocates have not been very successful in making any wholesale changes to federal Indian policy (Kalt, J., & Cornell, St., 2010; Evans, 2011). The inability to make wholesale changes in federal policy, has meant that American Indian needs continue to be neglected or underfunded (Evans, 2011).

Although, tribes are making great strides toward reversing economic hardships that resulted from previous federal policies, a changing federal landscape brought on by the federal government devolving their responsibilities onto state, local, and tribal governments are creating additional challenges. These federal devolution policies are often incompatible with the sovereign status of tribal governments, limiting the capacity for tribal governments to implement the government programs to their constituents (Johnson, S., Kaufmann, J., Hicks, S., & Dossett, J., 2000). This devolution of responsibilities from the federal government; therefore, has led to a shifting of the narrative from a federal and tribal to a state and tribal perspective.

The passage of Public Law 280 (PL280), which granted criminal and certain civil jurisdiction matters in Indian Country to the states, and the Indian Gaming Regulatory Act, which created the framework for Indian gaming regulations, were two examples of congressional acts which have devolved federal responsibilities onto the states. Additionally, natural resource and environmental protection, transportation, and hunting and fishing rights are all issues that have generated conflict between tribes and states.

In the interest of finding ways to reduce the potential for conflict and improve the

relations between states and tribes, the National Conferences of State Legislatures produced a

report entitled *Government to Government, Models of Cooperation between States and Tribes*

(n.d). This report examined existing models of state-tribal cooperation on a broad range of issues

(p. V). Of the ten recommendations for improving state and tribal relations, one of the

recommendations was the establishment of "an executive branch office or commission dedicated

to Indian affairs (Johnson, S., & Kaufmann, J., 2009, p. 25).

The Minnesota Indian Affairs Council (MIAC) is one of those commissions which

established itself in 1963, and is the oldest in the nation (Johnson, S., & Kaufmann, J., 2009).

The MIAC executive body consists of the chairs of each of the 11 federally recognized tribal

Indian reservations and communities in Minnesota, along with a representative of the Governor's

office and commissioner from each department. The mission of MIAC is to protect the

sovereignty of all Minnesota Tribes and ensure the well-being of American Indian citizens

throughout the State ("About Us," n.d.).

With there being so much literature on federal to tribal and state to tribal relations, and

their being such a great need for tribal and non-tribal local intergovernmental cooperation, one

would assume there would be an equal amount of literature on tribal, county, and municipal

cooperation.   However, the literature that exists is very limited and therefore concerning. The

literature that exists is limited to only a few theoretical models to guide tribes and local

governments in promoting intergovernmental cooperation.

This need for a more comprehensive theoretical model is what prompted Collard (2006)

to write a dissertation on the current status of intergovernmental cooperation between tribal and

municipal cooperation in Oklahoma. Collard (2006) identified seven specific types of barriers to

cooperation between tribes and non-tribal local governments. Among the most important of those barriers were incompetence, poor communication, exclusion of tribal leaders from major policy decisions, resistance to changing policy initiatives, domination and control, focus on the bureaucracy's own interests, and racism.

Acknowledging the difficulty in overcoming these barriers, Collard (2006) developed a step-by-step theoretical model to bridge the gulf between tribal and municipal leaders, which can inhibit cooperation from occurring. This Intercultural Dialogue Model is premised on the need to build trust and respect among tribal and municipal leaders in Oklahoma (Collard, 2006). Collard (2006) identified the lack of trust as being a key barrier, as "without trust, it is difficult to predict future action" (p. 34).

While the model provides a step-by-step process to building trust and respect among tribal and municipal leaders, the final step in the model is to simply to set the next meeting, "approximately one week after the initial dialogue session" (Collard, 2006, p. 220).   Knowing that some of the same barriers that Collard identified may continue to exist, even after the initial meeting, can derail an agreement from being achieved. The intent of this dissertation is to test Collard's (2006) Intercultural Model and, if needed, provide some additional steps or tools for tribes, counties, and municipalities in promoting intergovernmental cooperation and reaching an agreement beyond the initial dialogue session.

The Need for this Study

The need for tribal and non-tribal local intergovernmental collaboration is ever more important now as political dysfunctionality and partisan gridlock at the federal and state level has stymied efforts to solve issues that are on a national or regional basis. Tribal leaders, as well as county and municipal leaders, are needing to find innovative ways to resolve complex societal

problems with less stable and fewer federal and state resources ("Our Trust. Our People. Our America," 2013).

The need for increased intergovernmental cooperation, however, extends beyond the need to resolve matters locally due to political dysfunctionality and partisan gridlock at the federal and state level. Increased tribal and non-tribal local government cooperation is also needed because the federal and state government are devolving their responsibility onto the local level; tribal and non-tribal local governments are being stretched financially; the complexity of problems are spilling across geopolitical boundaries; and as tribal governments are improving their self-governing capacities, they are seeing that increasing cooperation can enhance tribal sovereignty.

Political Dysfunctionality and Partisan Gridlock. Merriam-Webster's dictionary defines dysfunctional as "not functioning properly: marked by impaired or abnormal functioning" (n.d, para. 1), and gridlock as "congestion or lack of movement" (n.d, para. 1). At the federal level, the federal government is obligated through treaties, court rulings, legislative action, and executive orders to provide various basic services throughout Indian Country. However, Congress has been unable or unwilling to maintain the proper level of federal funding to appropriately support these services ("A Quiet Crisis," 2003). The inability to address these basic service needs across Indian Country, due in part to political dysfunctionality and partisan gridlock, often means the needs of and promises to tribal communities continue to go unmet. The recent acquisition of 112 acres of fee-simple land, located within West Lakeland Township, MN by the Prairie Island Indian Community is but one example of how gridlock at the federal level has forced the tribe and the local unit of government to engage in an awkward intergovernmental relationship ("Prairie Island Indian Community Initiates Land Trust

Application with the Federal Government for Metro Area Land Parcel; Purchase authorized by Minnesota statue for safe land away from nuclear power plant," June 8, 2016).

In 1987 the Nuclear Waste Policy Act was amended by Congress to allow for the creation of a national nuclear waste depository in the Yucca Mountains of Nevada (Albrecht, 1999). The law required the U.S. Department of Energy to accept waste from the country's nuclear power plants by January 31, 1998. However, with no facility in place, the Minnesota legislature passed a law in 2003 granting additional nuclear storage capacity at the Prairie Island nuclear facility, which is adjacent to the Prairie Island Indian Community (PIIC), ("Nuclear Waste Storage in Minnesota," April 2016). Included in the law was a provision that Xcel Energy, the owner of the nuclear power plant, give the PIIC up to $2.5 million per year so the tribe could purchase up to 1,500 acres of contiguous or noncontiguous land away from the Prairie Island facility, but within 50 miles from the tribe's reservation for tribal housing and other residential purposes ("Minnesota Session Laws – Chapter 11- H.F. No. 9," 1st Special Session, 2003).

In a March 17, 2016 press release by the PIIC the tribe acknowledged that the State of Minnesota understood the "imposition of the Community because of failed federal policy, and granted them authority to acquire off-reservation land for safe relocation purposes" (p. 4). Indeed, according to the same PIIC press release, gridlock at the federal level had created a concern that the nuclear waste at the Prairie Island nuclear facility "will remain indefinitely unless the federal government fulfills its commitment to create a permanent storage solution" (p .4). In a June 8, 2016 press release from the PIIC, the tribe's purchase of 112 acres of land in West Lakeland Township, was the second parcel of land the tribe applied to be placed into federal trust since the 2003 law was enacted. With the purchase of the land, the tribal council

stated they were making a "commitment to building good relationships and engaging with local leaders to bring value to the community" (p. 2). In 2019, the PLLC purchased an additional 1,160 acres near Pine Island, MN on land which was to serve as a planned bioscience park, but which never materialized ("Prairie Island Buys Land Near Pine Island," January 5, 2019).

Devolution of the Federal and State Government to the Local Communities.

Devolution is the transfer of federal resources and responsibilities onto the state, local, and tribal government (Johnson, S. and Kaumann, J., 2009; "The State of the Native Nations," 2008). With certain federal policies, the federal government will delegate power to a state or local government, shifting the relationship of interaction with the tribe to the state or local level (Evans, 2011). Historically, interaction between tribes, states, and local governments have been met with a mutual level of distrust; however, the impact of devolution has afforded communities more influence over the policies that affect them, enabling greater tribal and local government cooperation ("Enhancing Government to Government Relationships," 2000). This increased level of governmental cooperation has enabled tribal governments to increase their credibility with other subnational governments ("Enhancing Government to Government Relationships," 2000). Devolution can take two forms. First order devolution occurs when the federal government shifts their responsibilities on to the states, whereas second order devolution occurs when the states further shifts those responsibilities onto the tribes, counties, and municipalities.

One example of first order devolution occurred in 1953 when Congress passed PL280 ("American Indians, Indian Tribes, and State Government", 2017). This congressional act meant that states, not the federal government, would be responsible for jurisdiction over criminal enforcement on reservations ("The State of the Native Nations, Conditions Under U.S. Policies

of Self-Determination," 2008). Minnesota was one of only five states initially impacted by this federal legislation.

In Minnesota, however, not all tribes are subject to PL280. The Red Lake Nation, for example, is exempted from the law and another tribe, the Boise Forte Band of Chippewa Indians, received an exemption in 1975 (Trauer, 2015). For other tribes, such as the White Earth Band of Chippewa Indians (hereinafter "White Earth Nation"), this meant that instead of having a government-to-government relationship with the federal government on criminal and civil jurisdictional matters, tribes had to enter into law enforcement agreements with the county governments in their area. In Minnesota, PL280 has allowed tribes, counties, and municipalities to structure cooperative agreements to address public safety and law enforcement issues.

On March 19, 1999, the White Earth Nation and Mahnomen County entered into a law enforcement agreement where both entities can exercise law enforcement activities ("Cooperative Agreements," n.d.). According to the website, Walking on Common Ground (n.d.), the key provisions of the agreement are:

- Mahnomen County recognizes White Earth Nation's inherent right to exercise law enforcement on the reservation as an exercise of inherent sovereignty.

- White Earth Nation shall prosecute all "civil/regulatory" infractions against Indians on the reservation.

- Mahnomen agrees to deputize qualified members of the White Earth Nation's Police Force.

- White Earth Nation agrees to indemnify Mahnomen County and agrees to a limited waiver of sovereign immunity pertaining to claims for actions arising out of the agreement.

- Mahnomen has ultimate discretion over any designated crime scene.

- Mahnomen and White Earth Nation agree to coordinate efforts and transfer jurisdiction to the appropriate party.

- Mahnomen and White Earth Nation agree to have a dual employment relationship.

Another component of the agreement is the establishment of a committee, which is to meet periodically, "but in no event less than annually to address concerns arising out of administration of this agreement" ("Agreement Relating to the Use of Law Enforcement Facilities and Personnel in Cooperation Between the White Earth Band of Chippewa Indians and the County of Mahnomen" 1999). This formalized intergovernmental working group allows both parties to not only raise concerns arising from the agreement, but to also discuss other issues of mutuality.

Second order devolution is when states devolve their responsibilities onto tribes, counties, and municipalities. Jorgensen (2007) acknowledged that this level of devolution can become the most problematic for tribes. Since tribes are not considered subunits of a state, often when a state will appropriate funding for a program to a county, a tribal entity may not be eligible. As a result, tribes must than negotiate directly with each county without the ability of getting reimbursed by the county.

An example of this occurred in 2011, when the State of Minnesota authorized the transfer of health and human services responsibilities from Mahnomen County to the White Earth Nation. The transfer allowed the tribe to provide health and human services to its tribal members and their families, rather than at the county level ("White Earth Health and Human Services Transfer Project: Transferring Health and Human Services Responsibilities from Mahnomen County to the White Earth Band of Ojibwe," January 2012). By transferring the health and human service

delivery system of tribal members to the tribe, the tribe is in a better position to offer additional services in a culturally supportive manner.

Since the law was enacted, the White Earth Nation had transferred approximately 2,500 MFIP cases from Becker, Clearwater and Mahnomen Counties ("Support American Indian tribal Initiatives for Human Services," March 2016). However, according to that same document, the White Earth Nation has received no county or state fiscal support to carry out the work. In 2016, the state of Minnesota passed a $1.4 million grant in 2017 for the implementation and administration costs of transferring the cases from the three counties to the White Earth Nation ("Minnesota Session Laws –Chapter 189, Article 23, Section 2, Subd. 4(b)," 2016).

Limited Financial Resources. Many tribes, counties, and municipalities encountered a shrinking revenue stream when the federal and state government went into sequestration, as a result of the Great Recession. Continued federal and state government shutdowns, in an era of greater political uncertainty, have also hindered tribal, county, and municipal functions. Kwon and Feiock (2010) found that as local governments try to do more with less, they look to find opportunities to work together to reduce costs through a coordination of services. An International City/County Management Association (ICMA) report concluded that it could be expected that the financial pressures on local governments would spur more regional service delivery arrangements that could realize greater economies of scale, administrative efficiencies, and social equity (Stenberg, 2011). The literature is devoid of any research to determine if these same financial pressures will spur the same level of cooperation, as seen between counties and municipalities, as they would between tribes, counties, and municipalities.

The literature that does exist examines various socio-economic indicators of the communities to determine if they are inclined to enter into cooperative agreements. For example,

both Collard (2006) and Leroux, Brandenburger, and Pandey (2010) reasoned that a less wealthy tribe, county, or municipality would want to enter into a cooperative agreement with a wealthier tribe, county, or municipality. However, their research found that a less wealthy tribe, county, or municipality was less inclined to enter into a cooperative agreement with a wealthier counterpart.

In other words, when tribes, counties, and municipalities are both socio-economically homogeneous they are more likely to engage in intergovernmental cooperation than those which are socially and economically heterogeneous (Collard, 2006; Minkoff, 2013). An example of this is the city of Mahnomen, which is located entirely within the boundary of the White Earth Nation. The residents of the city and tribe are almost socially and economically homogeneous. A mutual issue of concern was the need to address crime, so the city and tribe entered into an agreement to hire two additional officers, splitting the costs equally. The agreement doubled the city's contract police coverage from two officers to four. A separate agreement in 2018, also created the position of a shared Community Service Officer (CSO) position to provide additional assistance support for the tribe and city. This example illustrates the benefit of cooperation, especially when both entities struggle with finding the resources to combat an issue which overlaps each other's jurisdictional boundary (Collard, 2006).

Regional problems. Stenberg (2011) mentioned "as problems and needs have spilled over boundaries, interlocal and intersectoral approaches have been common responses" (p.9). Evans (2011) added that "some policy issues do not neatly follow jurisdictional boundaries, meaning that decisions made by neighboring authorities will have impacts beyond their boundaries" (p. 665). For example, the opioid problem, which is plaguing so many tribal nations across Minnesota, is also affecting Minnesota counties and municipalities. With so many

problems being a regional issue, only by cooperating with one another, Collard (2006) asserted that jurisdictions can address these problems effectively.

One of those problems related with the opioid crisis is the disproportionately number of homeless Native Americans. This became an issue in Minneapolis when a growing homeless encampment was erected along a linear right-of-way strip of land along a major transportation corridor. Community leaders expressed fear about further health risks with winter approaching (Nesterak, 2018). The Red Lake Nation agreed to use land they owned nearby for a temporary emergency shelter (Nesterak, 2018). This partnership with the city of Minneapolis, Red Lake Nation, Hennepin County, and dozens of non-profit agencies enabled a temporary emergency shelter with wrap-around services to be built on a nearby piece of land owned by the Red Lake Nation ("Partners Prepare to Open Temporary Navigation Center," 2018).

Enhancing Tribal Sovereignty. According to the Native Nations Institute (n.d.) and the U.S. Department of Interior Indian Affairs (n.d.) website, the definition of tribal sovereignty is the ability to exercise and assert self-governing powers and the ability to control one's own land. Getches (1993) stated "the use of intergovernmental agreements to give meaning to tribal sovereignty is a relatively recent phenomenon" for tribal nations (p. 122). Kessler-Mata (2012) found intergovernmental agreements between tribes and non-federal entities can strengthen and secure tribal sovereignty. Johnson and Kaufmann (2009) affirmed that by exercising tribal self-determination and interacting with state governments and their sub counterparts on the basis of inherent government authority can reinforce tribal sovereignty, rather than diminish it. The ability for a tribe to strength tribal sovereignty is exemplified in the below example between the Swinomish Indian Community and Skagit County, Washington.

The Swinomish Indian Community recognized a change was needed to ensure the tribe's interest was being maintained as it related to fee lands owned by the non-tribal members within the reservation boundaries (Zaferatos, 2004). Concerned an agreement would threaten the sovereignty of the tribe, the tribe and the residing county both "acknowledged that effective reservation planning could not occur in isolation from its surrounding political region" (Zaferatos, 2004, p. 93). Faced with the potential threat of litigation looming, both entities sat down together and eventually adopted a draft of the Swinomish Comprehensive Land Use Plan, which was the first comprehensive plan between a tribal nation and non-tribal unit of government. ("Honoring Nations: 2000 Honoree," n.d.).

What materialized from the draft of this comprehensive land use plan was an ordinance that established a joint permitting process. Applicants that desire to build upon fee-simple property, within the boundaries of the reservation, are directed to submit a building permit application to either the tribe or county ("Honoring Nations: 2000 Honoree," n.d.). The receiving government is responsible for sharing the application with the other government, allowing for a review and comment of the application, minimizing any overlap in the permitting process.

The coordinated efforts between the county and tribe ensures that tribal sovereignty is not sacrificed. In fact, the Swinomish Comprehensive Land Use Plan "provides for self-government and the protection it affords against future threats to tribal sovereignty" ("Honoring Nations: 2000 Honoree," n.d.), enabling the tribe "to focus on other sovereignty-enhancing pursuits (such as tribally directed economic development, fisheries issues and cultural investments), which can lead to jobs and improved livelihoods for tribal citizens" (pp. 2-3). The cooperation between the county and tribe enables the tribe to maximize their future development options, while simultaneously protecting its land and resources ("Honoring Nations: 2000 Honoree," n.d.).

Advancing the Scientific Knowledge Base

Although tribal and federal, and tribal and state cooperation, has been well studied, there remains a scarcity of research on tribal, county, and municipal intergovernmental cooperation. Using an exploratory research design, which includes a replication of some of the survey questions from Collard and others found in the literature review, this dissertation is meant to both test and, if need be, expand upon Collard's (2006) Intercultural Dialogue Model.

Collard's (2006) Intercultural Dialogue model was meant to build "mutual trust and respect among the tribes and municipal leaders in Oklahoma" (p. 219). The only problem was Collard's model had never truly been tested. By replicating some of Collard's mail survey and telephone survey questions, the findings from this dissertation attempted to affirm or refute Collard's findings. The ability to replicate some of Collard's research was also meant to provide for a greater understanding of tribal, county, and municipal cooperation, as this research focused exclusively on the tribes, counties, and municipalities in Minnesota.

Where Collard's research focused exclusively on the tribal and municipal units of government in Oklahoma, there are differences between and among the different tribes, counties, and municipalities in Oklahoma to Minnesota. While there are many similarities in the barriers, there are also some subtle differences in how the tribes and non-tribal local governments are structured. For instance, in Oklahoma many of the tribes were forcibly relocated to Oklahoma from other regions of the country. Whereas in Minnesota, most of the tribes were relocated to reservations that were not too far from their ancestral homelands. Another difference between Oklahoma and Minnesota is in how the federal and state government handles law enforcement issues and criminal prosecutions.

With the passage of PL280 in 1953, Minnesota tribes and counties were forced early on

to enter into cooperative agreements over law enforcement (K. Splide, personal communication,

October 28, 2017). While some Minnesota tribes and counties were successful in entering into

cooperative agreements, a 2005 Department of Justice report concluded that some agreements

ended up in "engendered bitterness" and for others the agreements were litigated ("Public Law

280 and Law Enforcement in Indian Country - Research Priorities" 2005). Therefore, with the

passage of PL280 for some of the tribes, counties, and municipalities the pathway to an

agreement either lead to a deepened level of mistrust or a strengthened level of trust between

each other.

A further exploration of the key differences between the tribes, counties, and

municipalities in Oklahoma and Minnesota are revealed in chapters four and five. These

differences might underscore Collard's (2006) claim that the Intercultural Dialogue model is

applicable not only in Oklahoma, but elsewhere.

Expanding the Research

Collard (2006) acknowledged little information was obtained by the survey respondents

on what elements should be included in a successful tribal-municipal partnership. Collard felt

another research effort should be launched to ask the participants, both tribal and municipal, for

their guidance in the development and refinement of a model for tribal and municipal

cooperation. This research accomplished this by conducting personal interviews and

incorporating more open-ended questions into the surveys in order to gain greater insight and

clarity of the quantitative survey results.

Also, another dependent variable which measured the level of success in achieving

intergovernmental agreement was added to determine if there was statistical significance

between any of the 35 dependent variables and the ability to achieve a successful intergovernmental agreement. Based on the findings, Collard's model was expanded to provide additional tools for tribes, counties, and municipalities seeking to achieve intergovernmental agreement.

Importance of the Study on the Tribal and Local Public Administration Profession

While there is a need for this study to advance both the scientific and academic understanding of tribal and local governmental cooperation, the research is also meant to be of assistance to tribal, county, and municipalities elected and appointed officials in their efforts to promote intergovernmental cooperation and reach intergovernmental agreement. The ability for tribes, counties, and municipalities to promote intergovernmental cooperation can reduce the potential for litigation, and enable the leveraging of scarce resources to create healthy and vibrant communities.

In a report to the National Congress of American Indian (NCAI) on state and tribal relations, "State and tribal leaders may understand, in theory, why cooperation makes sense. Benefits could be the resources saved by avoiding litigation and duplication of services" ("Government to Government Models of Cooperation between States and Tribes," 2009, p. 7). Evans (2011) noted that while lawsuits can be a way of reaching agreement from intransigent adversaries, they consume both an enormous amount of resources and capacity for both tribes and counties.

A contentious dispute between the Fond Du Lac Band of Lake Superior Chippewa and the city of Duluth is one example of a relationship that had soured when the tribe ceased making payments on a shared revenue agreement for an off-reservation casino in downtown Duluth, Minnesota ("City of Duluth V. Fond Du Lac Band of Lake Superior Chippewa, No. 11-3883,"

November 13, 2012; "Fond du Lac Band wins approval of agreement to end casino battle," June 13, 2016). A new agreement was finally reached between the tribe and city, ending seven years of litigation between the two parties (Kraker, June 10, 2016). When asked how this litigation had impacted the overall relations with the tribe, Duluth's Mayor Emily Larson responded, "Every time we would try to have those conversations, we couldn't gain traction because you have this huge burden between you with these court cases" (Kruse, June 8, 2016, p. 1). In this situation, both the city and the tribe acknowledged that even though there was disagreement with the tribe and city on the casino, there were other areas of mutual interest that both the tribe and city wanted to address, but felt they couldn't solve those issues until the casino matter was resolved.

Several professional organizations have also expressed an interest in the results of the research. The League of Minnesota Cities and Association of Minnesota Counties are two entities that have exhibited an interest in the research findings. These associations have also expressed an interest in seeing the results of the research to help their members leverage limited resources, find efficiencies, and provide for greater delivery of public services to create more healthy and vibrant communities.

Research Question

Collard (2006) proclaimed that an Intercultural Dialogue model may be the best approach for municipalities to begin interacting with their tribal counterparts.

Collard's (2006) model is explained in the below table

The Intercultural Dialogue Model

Preparation
1. Learn as much as possible about the history, customs, and language of the other side.
2. Finalize and understand your own side's goals and intentions
3. Count the costs of developing the relationship both in terms of domestic political support and personal effort.

4. Devise the methods of educating those in opposition and keeping the supporters informed.
5. Predetermine to stay the course.

Principles
1. Seek the truth first.
2. Maintain respect for all parties and cultures.
3. Concentrate on developing trust by being trustworthy.
4. Keep personal emotions in check and never attempt to manipulate.
5. Avoid panaceas and grand solutions.
6. Be sensitive to cultural differences concerning body language and indirect formulations.
7. Listen intently.
8. Be patient.

Process
1. Begin with an informal exchange of personal information on non-issue related topics.
2. Then allow the participants to share their personal perspectives on which issues to discuss.
3. Proceed to a non-confrontational question-answer period.
4. Begin discussing all concerns related to the issue(s) of importance, with the goal of searching for common ground.
5. Do not force an action plan, rather let it develop naturally through the dialogue process.
6. Approximately one week after the initial dialogue session, set the next meeting.

Figure 1.1. The Intercultural Dialogue Model. Adapted from "Tribal-Municipal Cooperation in Oklahoma" by J. C. Collard. December 2006.

A key element of this dissertation was to test and expand upon Collard's (2006) Intercultural Dialogue model. In addition, there were additional questions that the research aimed to achieve, from the research, which included:

- Did the conditions, identified in the literature review, promote the ability for tribal and local governments to engage in formalized intergovernmental cooperation?

- Did the Intercultural Dialogue Model serve as a model that could promote success in tribal and non-tribal local intergovernmental cooperation?

▪ What other tools could lead to achieving intergovernmental agreement between tribes, counties, and municipalities?

Based on the above-mentioned research questions, the researcher theorized several hypotheses which would be further explored in Chapter three.

Outline of Dissertation

The dissertation is laid out in a series of chapters, beginning with an introduction of the subject matter. Chapter two consists of the literature review which provides the theoretical framework and rationale for the testing and expansion of Collard's (2006) Intercultural Dialogue model. Being there is a dearth in the research on tribal and non-tribal local intergovernmental relations, this chapter will also explore the other public administration and management theories that are relevant to interlocal, international, and intercultural relations.

Chapter three begins with a repeat of the research questions and the hypotheses that are derived from each research question. The next section of the chapter identifies the research design and methodology used to collect the quantitative and qualitative data.

Chapter four consists of the findings and analysis of the quantitative data.

Chapter five consists with the findings and analysis of the qualitative data.

Chapter six begins with an explanation of the lessons learned, limitations, and what to do next with the research. Next the chapter will analyze if Collard's (2006) Intercultural Dialogue model is indeed the best model for building trust and respect among tribes and municipalities in Oklahoma and elsewhere. Finally, the chapter will identify additional tools, based on the research findings, to help tribes, counties, and municipalities promote intergovernmental cooperation and achieve agreement.

Summary

Tribes and non-tribal local governments are frequently coming together as federal and state leaders are unable to resolve regional problems, and as the federal and state government continues to devolve their responsibilities to the tribes, counties, and municipalities. This increased frequency, if not handled properly, can lead to tension and unnecessary litigation.

As tribes are increasing their reliance on intergovernmental cooperative agreements; they are seeing that intergovernmental cooperation can enhance their self-governing capabilities. Counties and municipalities are also finding that there is a benefit to working collaboratively with tribes in order to expand services and reduce costs.

In conclusion, the next chapter will consist of a review of the different theoretical approaches behind Collard's (2006) Intercultural Dialogue model, and the other researchers who have contributed to the examination of tribal and non-tribal local intergovernmental cooperation. This includes an examination of the different theoretical constructs found within the intercultural, intercultural, and international relations literature.

CHAPTER TWO

Purpose of the Literature Review

At a time when tribal nations are coming into increasingly frequent contact with state, county, and municipal governments in both the United States and Canada, Collard's (2006) Intercultural Dialogue Model is meant to assist tribal and municipal officials in improving tribal-municipal cooperation ("The State of the Native Nations," 2008; Kessler-Mata, 2012; Jorgensen, 2007; Nelles and Alcantara, 2011; Collard, 2006). Collard's (2006) model was premised on a process known as transformative dialogue. Transformative Dialogue is defined as "an information exchange that succeeds in transforming a relationship that was previously based on mutual separatism and antagonism to one in which a common reality is realized" (Collard, 2006, p. 217). Based on the principles of transformative dialogue, along with the other results of Collard's (2006) research, the Intercultural Dialogue model is designed to build mutual trust and respect among tribal and municipal leaders and to provide a "more effective mechanism for enhancing tribal-municipal cooperation" (p. 208).

However, this research has identified three potential gaps in Collard's (2006) research design, which could potentially lessen the model's effectiveness:

- First, when Collard posited the model, the research on tribal and non-tribal local government was almost non-existent, forcing Collard to rely on the existing literature on intergovernmental relations in metropolitan areas, international relations, and intercultural cooperation to frame the model. Since 2006, new literature on tribal and non-tribal local intergovernmental cooperation has emerged, affording researchers and practitioners in the public administration field the ability to gain new insight in improving tribal and non-tribal local governments relations. The literature used in this chapter is

meant to fill in any gaps in Collard's research on tribal and municipal intergovernmental relations.

- Second, while the model laid out a step-by-step process to bring people to the table, the model provided no further guidance beyond the initial meeting other than to set the next meeting, approximately one week after the initial dialogue session (Collard, 2006). This process is a first good step, but an equal, if not more difficult challenge, is being able to sustain the relationship beyond the first meeting and all the way to an agreement. This is evident as efforts to reach agreement often can fail after the initial dialogue session. Therefore, since the Intercultural Dialogue model is limited to building mutual trust and respect among tribal and municipal leaders, the literature found in this chapter will be used to expand upon Collard's (2006) Intercultural Dialogue model to provide tribes, counties, and municipalities with tools in their efforts to reach agreement beyond the initial dialogue session.

- Third, Collard's (2006) model was premised only on research derived from surveys and interviews of tribal and municipal leaders within the State of Oklahoma. Collard argues that "Oklahoma is uniquely positioned as a laboratory in which to study not only intergovernmental cooperation but also intercultural cooperation," having "been formed by the merging of two separate territories, the Oklahoma and Indian territories" (p. 36). Oklahoma, home to 38 federally recognized tribal nations is unique in that many of the tribes were forcefully located there from other regions of the country. This differs from Minnesota, where the 11 federally recognized Indian tribes are predominantly represented by two tribal groups, first the Dakota and later the Ojibwe, and whose ancestors

originated from lands in and around Minnesota and the Upper Midwest (Graves and Ebbott, 2006).

Since the history, culture, and structure of the tribal nations in Oklahoma are different than those in Minnesota, the ability to validate some of Collard's research may be muted because of these differences. The research will therefore test Collard's (2006) claim the Intercultural Dialogue model may not only be applicable in Oklahoma, but also elsewhere.

Having established the shortcomings of the Intercultural Dialogue model, the next step is to identify what literature exists on the topic of tribal and non-tribal local intergovernmental cooperation.

What Research Exists

The only other literature found, besides Collard's research in the development of a comprehensive theoretical model to building tribal and non-tribal, local, intergovernmental cooperation, came from two researchers, Dr. Alcantara and Dr. Nelles, who published a series of journal articles between 2011 and 2014 and published a book in 2016, entitled *A Quiet Evolution - The Emergence of Indigenous-Local Partnerships in Canada on Aboriginal-municipal relations in Canada.*

In the after mentioned book, Alcantara and Nelles (2016) developed their own theoretical framework to explain the emergence of cooperation in order to assist future researchers and practitioners interested in fostering a deeper relationship between Indigenous and local governments throughout Canada. Alcantara and Nelles' (2016) theoretical framework was premised "on the contention that both political capacity and political willingness are important determinants of cooperation which are shaped by the interaction of six key factors: institutions, resources, external intervention, history and polarizing events, imperative, and community

capital" (p.33). The results of their research found what mattered for producing cooperation, among the six mentioned factors, were imperatives and community capital. The remaining four factors in their framework seemed to have either mixed results or no effect at all.

According to Alcantara and Nelles (2016), imperatives exist when the need for cooperation is symmetrical. When the imperatives are high, there is a greater willingness to reach an agreement regardless of the other barriers (Alcantara and Nelles, 2016). Elsewise, when the imperatives are weak, the "partners may be less willing to come together, even where there is a potential for mutual benefit" (Alcantara and Nelles, 2016, p. 45).

Alcantara and Nelles (2016) also argued that the social capital built between communities, as a by-product of organic and ordinary interactions, forms the basis of a shared identity which can lead to a greater willingness of political actors to consider formal political partnerships between tribal and non-tribal local governmental entities. This collective identity may at times be "powerful enough to overcome barriers imposed by the previous five factors that might be intractable in more divided communities" (p. 47).

Although the findings of Collard (2016) and Alcantara (2016) yielded a set of results that were different from what they initially postulated, their research was helpful in determining if Collard's model was effective. However, the research from Alcantara and Nelles was exploratory in nature and limited in scope. Therefore, a single theoretical framework or model, is still lacking to assist tribes, counties, and municipalities in achieving intergovernmental agreement.

Theoretical Framework

Lacking a more comprehensive theoretical framework or model, this literature review begins with an exploration of the different theoretical constructs of interlocal, international, and intercultural relations.

Interlocal Relations. The interlocal relations literature found in this chapter is grounded in the theoretical approaches and constructs of the Rational Choice theory, Public Choice theory, Institutional Collective Action (ICA) framework, Institutional theory, and Social Network theory.

Rational Choice Theory. Understanding the basic tenets behind how individual and group decision-making occurs was paramount to understanding how tribal and non-tribal local governments promoted cooperation in order to achieve agreement. This section explored the theoretical constructs behind Rational Choice as this theory was mentioned frequently within the tribal and non-tribal local government and interlocal intergovernmental relations literature. Understanding how the Rational Choice theory influenced how leaders placed a level of importance in promoting intergovernmental cooperation provided new insight into how tribes, counties, and municipalities promoted intergovernmental cooperation and achieved intergovernmental agreement.

In economics, the term "economic man" implies that individuals are rational actors who have complete information but are self-interested and who form decisions that maximize their own utility (Simons, June 1959, p 256; Grampp, August 1948, p. 315; Feiock, 2007, p. 48). Feiock (2007) considered this definition as being a part of the first-generation rational choice model. The second-generation rational choice model consists of actors taking the context of collective action into account.

The first-generation rational choice model calls upon actors or individuals who invariably seek to maximize their own self-interests (Grampp, 1948). Collard (2006) identified self-interest as an additional barrier to intergovernmental cooperation, since a rational decision at the short-term level can encourage excessive short-term consumption of resources needed for the collective good. The literature on the Political Ambition theory, however, sought to counter this

assumption. The Political Ambition theory attempts to explain why self-interested, elected officials will promote intergovernmental cooperation, even when their constituents may not support the initiative. The research Feiock (2007) conducted on tribal and non-tribal local intergovernmental cooperation also revealed how an elected body structured within the political entity could have an impact on how that body perceived the value of promoting intergovernmental cooperation. Therefore, as part of the examination of first-generation rational choice, this next section examines the political ambition of elected officials, make-up of an elected board or council, and impact of elected and appointed turnover.

Political system institutions are known to constrain risks of opportunistic behavior of both elected and appointed officials. However, the Political Ambition theory supports the argument that municipal officials will advocate for regional cooperation, whenever possible, to promote their own career and political aspirations (Feiock, 2007; Feiock, 2009; Kwon and Feiock, 2010; and LeRoux, et. al., 2010). Elected officials who seek higher office will promote the use of interlocal agreements in order to promote themselves to a larger audience or attempt to claim credit for services provided to individuals outside of their constituencies (Feiock, 2009; Bickers, Post, and Stein, 2006). Elected officials may even advocate for intergovernmental agreements, in the face of weak citizen demand, in order to advantage themselves for higher political office (Kwong and Feiock, 2010). The electoral ambitions may be so persuasive to lead local officials to push for interlocal cooperation "even in the face of weak internal demand" (Feiock, 2007, p. 51).

The literature found on the Political Ambition theory was conducted only on elected county and municipal government officials, and did not include any elected tribal officials. Therefore, further exploratory research was conducted to determine if the research findings

would yield the same results. The purpose of this research was to determine whether an elected tribal, county or municipal official who either sought a higher office within their tribal government or that of a state or federal position, would be more willing to promote intergovernmental cooperation, and push for intergovernmental agreement.

Feiock (2007) found that locally elected council members that were not voted at-large were more likely to think parochial, and might be unwilling to delegate control of decisions if it meant a loss of the ability to direct benefits to their district constituents. In the same study, Feiock (2007) also found that governments with short election cycles, compounded with a high turnover rate of elected (and appointed) officials, made it more difficult to support interlocal agreements, since achieving an intergovernmental agreement might take many years to come to fruition.

A high level of turnover can also make it difficult to find qualified people to run for an elected position or attract skilled personnel to operate the organization. The inability to retain elected and appointed officials can also discourage the establishment of outside relationships, because of internal political turmoil and strife.

Since the research on the make-up of a board and council and on elected and appointed official turnover was only conducted on non-tribal local governmental entities, additional exploratory research was needed to test if these two findings were also applicable with tribal entities. Therefore, the purpose of this inquiry was to determine if the make-up of the board or council structures or the turnover rate of the elected or appointed officials had any influence on how leaders placed a level of importance on promoting intergovernmental cooperation or in the achievement of an intergovernmental agreement.

Wherein the first-generation model individuals seek to maximize their own personal utility (or gains), the second-generation model examines the interests that motivates interlocal collaboration. The second-generation model is also dependent on the potential for voluntary cooperation to reduce transactional costs. Transactional costs are those costs that are incurred during and after the agreement process - i.e. negotiating, monitoring, and enforcement of the agreement. Transactional costs are higher when the outputs of services provided are difficult to define and measure.

Feiock (2009) and Minkoff (2013) found that when outputs were difficult to define and measure the coordination of joint action was difficult. These same researchers found when transactions were difficult to measure, entities tended to find familial partners to pool their resources in order to reduce commitment risks. In other words, these familial partners are often found in communities that are socially and economically homogeneous.

 Taveres and Camoe (n.d.) wrote that "homogeneity decreases transaction costs of intergovernmental agreements, by emphasizing common interests and preferences among local governments" (p. 10). Feiock (2007) concluded that homogeneity increased the likelihood of self-organizing groups to form intra-organizational jurisdictional agreements. In other words, communities that were viewed as being homogeneous were seen to be in a more similar negotiation position, which could also reduce the cost of a negotiated intergovernmental agreement (Feiock, 2007).

Collard (2006) assumed wealthier tribes and municipalities were more likely to cooperate than their smaller, less wealthier counterparts. Collard (2006) also hypothesized the more educated the community, the greater the level importance tribal and municipal leaders placed on cooperation. Collard (2006) premised this assumption on research that found that entities with

fewer resources tended to react to changes in the international political environment at a slower pace than their wealthier counterparts. LeRoux, et. al. (2010), however, felt that the more fiscally stressed and less wealth a community had, the greater the community would desire to enter into an interlocal service agreement. Minkoff (2013) hypothesized, "as the differences (population, economy type, income, race, partisanship, and development policy) between jurisdictions in a dyad decrease, the greater the probability that the dyad will have a formalized interlocal development agreement, all else being equal" (p. 273).

Heterogeneity, on the other hand, can diminish the likelihood of collaboration often because when agreement is reached, the constituents from the less-advantaged community will regard the agreement with distrust. Feiock (2007) found that in heterogeneous communities, the communication costs between actors were higher and interests were likely to be less uniform.   It is more difficult to aggregate preferences and hold agents accountable, increasing transaction costs which can act as a barrier for cooperation (Feiock, 2007). Gillette (2005) also found that factors such as income and education heterogeneity could also negatively impact the ability for interlocal cooperation because of socioeconomic or ethnic differences.   Escobar (2008) found that trust; however, was possible among heterogenous communities. Escobar (2008) reasoned this was because "heterogeneous societies may have a higher fraction of people with high tendencies towards cooperation, an aspect that facilitates cooperation" (p. 25).

Collard (2006) posited two research questions to determine if there was a correlation between a tribe and municipality's economic strength and educational level and their willingness to cooperate. Therefore, the research replicated Collard's (2006) hypothesis on median household (HH) income, which asked, "The wealthier the community, as measured by median HH income of the city or tribe the more importance tribal and municipal leaders place on

cooperation" (p. 99). The research also replicated Collard's (2006) hypothesis on education, which asked, "The higher the educational level of community citizens, as measured by the percentage of citizens 25 years of age or older with a Bachelor's Degree or higher, the more importance tribal and municipal leaders place on cooperation (p. 99).

Collard's (2006) research found no significant relationship between the wealth and education levels of the communities that were surveyed to the level of importance municipal officials placed on cooperation. Therefore, the findings of these survey questions were compared against Collard's research to test for reliability.

Criticism of Rational Choice Theory. Critics of the Rational Choice theory will argue it is impossible for any one individual or group to obtain complete information. People's cognitive limitations also make it impossible to consider the full array of decision-making alternatives necessary for one to come up with the best possible solution (Holzer and Schwester, 2016). These, and other constraints, place limits, or boundaries, on the number of alternatives that will be chosen and evaluated (Denhardt, Denhardt, and Blanc, 2014). This limit on bounded rationality creates a twofold issue. First, by not having enough data for a decision, there might not be enough information to identify all the options, which limits the best possible choice and the ability to reach the best possible solution. Second, even if the best possible solution was selected, the outcome may not truly satisfy everyone "to the point that they would be unable to make a truly rational selection of the most efficient alternatives" (Denhardt, Denhardt, and Blanc, 2014, p. 306).

When the information is not perfect and resources are limited, one of the drawbacks is that it makes it more difficult to find the right partners. Feiock (2007) explained that "information costs prevent governments from recognizing potential gains from joint action" (p.

51). The ability to gather and exchange information can be further hampered when there is infrequent communication and contact between the different partners.

Collard (2006) identified the lack of communication as a significant barrier to intergovernmental cooperation. Collard (2006) also found in almost every interview conducted with a tribal leader or member there was a "lack of consistent contact between the tribal and municipal officials in their geographic areas" (p. 100). Therefore, the research replicated Collard's (2006) hypothesis on communication, which asked, "The greater the frequency of contact between municipal and tribal officials, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100).

The findings from the research were tested against Collard's finding for reliability. The research examined the frequency of communication and how leaders placed a level of importance on promoting intergovernmental cooperation, as well as the level of success in the achievement of an agreement.

Public Choice Theory. Collard (2006) claimed that the Public Choice theory provided the greatest insight into the relevance of tribal and municipal relationship. Visser (2002) believed that decentralized and fragmented local governments were best at achieving the efficiency goal of promoting citizen-as-consumer choice in communities of residences. Decentralization and fragmentation induce competition among the local municipalities within a metro area by providing expanded citizen choices, fostering greater participation, and improving service delivery competition (Camoes and Taveres, n.d.). Fischel (2006) found that public choice allows voters to vote with their feet, permitting individuals to shop around to find the city that closely matches their preferences for public goods and services. Visser (2002) explained that fragmentation creates "a natural and varied market of public goods and services from which

residents of a region may choose the optimal overall package of services and costs (taxes) to suit their lifestyles and needs" (p. 42). Collard (2006) indicated local governments were better able to customize their service delivery, and allow residents to better monitor governmental performance because governments were more directly tied to the citizens. Visser (2002) found competition among local governmental units also allowed for greater creativity and innovation. Visser (2002) further added that centralized governments are "inefficient removed from popular control, and antagonistic to the natural benefits of intergovernmental competition" (p. 42). Feiock (2007) also discovered that larger scale entities can reduce local control while creating allocative inefficiencies.

Since tribal governments do not have the same legal standings as local governments, the ability of a tribe, county, or municipality to consolidate into a large-scale regional government entity may not be even legally feasible. For example, it was not until August 1, 2010 that the state of Minnesota allowed cities and counties to enter into joint-power arrangement with tribal nations ("2010 Law Summaries: Final Action", 2010). Even with the legal authority to enter into a joint-powers agreement with a tribe, tribal governments are not political subdivisions of the state or federal government, but sovereign entities in their own rights. This can create problems, particularly in the enforcement of an agreement when there is a gap or overlap for jurisdictional control. This is especially controversial on "checkerboard" reservations, when tribes try to exert their rules and laws onto non-tribal members and when counties and municipalities try to exert their controls on tribal members.

As separate entities, tribes and non-tribal local governments can preserve their autonomy, avoiding the inevitable political conflicts that may take place by giving up some form of power or authority to another entity. Tribal nations might also prefer this decentralized and

fragmented method of cooperation as any action or overture perceived by a tribal entity as being a threat to their sovereign decision-making prerogative will be rejected (Collard, 2006).

One of Collard's (2006) research questions focused on the issue of sovereignty as an indicator of importance for tribal and municipal officials for cooperation. The results of the findings indicated that tribes placed the issue of sovereignty as the most important issue, while municipal officials ranked sovereignty as the least important issue. The findings also showed that as municipalities better understood the ramifications of sovereign tribal rights, the importance of working cooperatively increased. Therefore, the research replicated Collard's (2006) hypothesis on sovereignty, which asked, "The more salient the issue of sovereignty, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 101).

The findings from the research were tested against Collard's findings for reliability. The research examined how leaders placed a level of importance on promoting intergovernmental cooperation, as well as the level of success in the achievement of an agreement.

ICA Framework. The Institutional Collective Action (ICA) framework "posits that local governments can act collectively to create a civil society that integrates a region across multiple jurisdictions through a web of voluntary agreements and associations and collective choices by citizens" (Camoes and Taveres, n.d., p. 6). Mason (2009) signified the role of collective action as being able to resolve problems that a single individual cannot solve alone. The ICA framework is able to promote intergovernmental cooperation when self-organizing groups are able to treat each other with an equal balance of power and authority, and by maintaining a level mutual trust and respect between the groups.

In the same manner that second-order devolution can benefit tribal and local governments, by allowing decision making to occur at the local level, there are positive benefits of utilizing self-organizing groups to promote tribal and non-tribal local intergovernmental cooperation. In other words, tribes and non-tribal local governments can break down the political and cultural context of the situation, more so than if they were to attempt to create a single, regional identity.

Self-organizing groups are also better at reducing the conflicts that arise when majorities can impose solutions on unwilling minorities by eliciting the consent of all the stakeholders involved. Since past historic indifferences and issues of sovereignty and parochialism can greatly impede the ability for tribes and non-tribal local governments to cooperate out of fear that one party may benefit at the other's expense, it is essential that each party coming to the negotiation table is viewed as an equal partner.

Kessler-Mata (2012) wrote that "the absence of an equal position at the table means the conditions of dominance exacted by states and the federal government will continue and, in the worst cases, may even be formally adopted as the foundation for relationships between tribes and states, with the possibility of bringing the bargaining position of all tribes down to that of the lowest positioned tribe" (p. 619). Ansell and Gash (2007) stated "Power imbalances between stakeholders are a commonly noted problem in collaborate governance" (p. 551). The inability of counties and municipalities to treat tribes with the power and authority they deserve as sovereign entities was raised during a conversation with Karen Diver, the former White House Affairs Director to President Obama and former chair of the Fond Du Lac Band of Lake Superior Chippewa. Diver said when tribes come to the table as being viewed with having less power and authority, tribes will be less inclined to come to the table to work towards an agreement (K.

Diver, personnel communication, February 9, 2018).   Therefore, the research examined if the

leaders of tribes, counties, and municipalities that viewed each with equal power and authority

placed a greater level of importance in promoting intergovernmental cooperation, and a higher

level of success in achieving intergovernmental agreement than those tribes, counties, and

municipalities which viewed each other as having less or more power and authority.

The ICA framework is premised on mutual trust and the reputations that closely connects

self-organizing groups to facilitate collective action (Feiock, 2009). Along with trust,

intergovernmental relationships built on mutual understanding and respect often become more

important than the agreement themselves (Johnson, S. Kaufmann, J., Hicks, S. and Dossett,

2000). Jorgensen (2007) explained that intergovernmental agreements often stood or fell on the

level, or lack of trust, developed between the staff-level personnel of the two parties (p. 260).

Bickers, Post, and Stein (2006) mentioned that the generation of trust from repeated interactions

and previous relationships helped to facilitate cooperation. Alcantara and Nelles (2011) felt as

actors interacted and built trust, over time, both parties would be more willing to consider more

integrated partnerships to address broad policy issues (p. 329). Tavares and Camoe (n.d) found

that trust, among a few other factors, helped to facilitate cooperation while reducing transaction

costs and improves economic efficiency (p. 7). Trust also made cooperative agreements more

attractive because the bargaining and negotiating of the agreements took less time, lessening both

monitoring and enforcement costs (LeRoux, et. al, 2010).

Collard (2006) found that, over time, the cultural differences between tribal and

municipal leaders led to an innate level of mistrust, which could serve as a hindrance when

negotiating agreements. Recognizing a lack of mutual trust and respect as a major barrier to

promoting cooperation, Collard (2016) formed the following hypothesis on trust, which asked,

"The greater the degree of trust, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100). Collard (2006) also formed the following hypothesis on respect, which asked, "The greater the degree of mutual respect, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100).

The results of Collard's (2006) research led to the development of a model for building mutual trust and respect among tribal and municipal leaders. Therefore, the replication of Collard's research questions on mutual trust and respect and the importance tribes, counties, and municipalities placed on intergovernmental cooperation, as well as the level of success in the achievement of an intergovernmental agreement will also be used to validate or refute Collard's (2006) Intercultural Dialogue model.

Institutional Theory. Alcantara (2008) pointed that actors within organizations did not interact with each other unencumbered, "rather they are subject to overarching institutional structures that regulate their behavior toward each other" (p. 348). Understanding how institutional barriers affected individual behavior might have helped to explain why some tribal and non-tribal local governmental entities chose to enter into an agreement and others did not. Organizational psychologists, for example, examined how informal elements such as norms and behaviors, as opposed to an organization's policies and procedures could constrain an organization's behavior through the establishment of norms (Parker, 2010). Often, it is the unwritten rules that can exert a great amount of influence, than the written rules of an organization's culture.

Regardless of the written or unwritten rules and norms, certain organizations are better suited at achieving intergovernmental agreement and cooperation than others. Therefore, those

institutions who can promote intergovernmental cooperation have done so because those institutions are committed to institutionalizing their partnerships, allocating time and financial resources, promoting cooperation through improved relations, and having citizens that value the importance of cooperation.

Parker (2010) found that governments institutionalize in order to create a more enduring relationship and effective form of cooperation. Parker (2010) also found when groups were able to institutionalize they were better equipped at disseminating information among their members more effectively and efficiently, able to add clarity to rules and procedures where ambiguity impeded or acted as a barrier to cooperation, and become better suited at creating opportunities for continued interaction between actors which limited the possibility of defection.

In the United States, the fragmentation of tribal, county, and municipal governments has made it difficult to create any formalized institution, at least on a federal or state level, specifically with helping tribes, counties, and municipalities promote intergovernmental cooperation. In Minnesota, what exists is a hodgepodge of informal and formal institutional structures, which might include an informal work group formed out of a simple desire to establish a more enduring relationship with each other to that of a formalized intergovernmental body with an established set of bylaws.

One example of a formalized institutional structure in Minnesota is the Scott County Association for Leadership and Efficiency. Comprised of elected and appointed representatives of the tribal, county, school district, and municipalities within Scott County and the Shakopee Mdewakanton Sioux Community, the mission for Scott County Association for Leadership and Efficiency is to encourage "greater efficiencies and leadership in public service through

enhanced communication, collaboration of services, and sharing of resources" ("Scott County Association for Leadership and Efficiency (SCALE)," n.d., para 1).

In 2014 the organization received an Honoring Nations: 2014 Honoree award from the Harvard Project on American Indian Economic Development ("Scott County Association for Leadership and Efficiency (SCALE)," 2016). One of the lessons learned of having formed the intergovernmental working group was, "intergovernmental cooperation is most likely to succeed when it is institutionalized and becomes a standard operating procedure rather than an afterthought" ("Scott County Association for Leadership and Efficiency," 2016, p. 4).

Minkoff (2013) found local governments had a higher probability of entering into a formalized interlocal agreement if they belonged to an informal network, since those cities that interacted together were more likely to push to see their efforts rewarded through a formalized agreement. Therefore, based on the research obtained from the Harvard Project and Minkoff, additional exploratory research was conducted to determine if belonging to an informal or formal intergovernmental working group increased the level of importance a leader placed on the promotion of an intergovernmental cooperation and in the achievement of an intergovernmental agreement.

For tribal governments, Evans (2010) hypothesized that more institutionalized tribal governments have better tools to build and deploy expertise, which gives tribes more leverage in reaching agreements, whereas less institutionalized tribes faced serious performance constraints because they wore too many hats and functioned in a less routine basis. Evans' (2011) research also found better-endowed tribes were able to achieve a notably higher number of victories than did tribes with less expertise. Evans' (2011) research further showed that tribes with a better-endowed government and economy claimed a double advantage over those tribes that either

lacked an endowed government or strong economy. Bicker (2009) also concluded that the greater the resources each entity had, the greater the opportunity for formal cooperation between governmental entities.

Collard (2006) found when tribes lacked the necessary staffing and financial resources than their more endowed counterparts, this lack of staffing and financial resources could serve as a barrier to cooperation. This can also apply to counties and municipalities which have greater staffing and financial capacities than their smaller and financially less endowed counterparts. Since those entities with less staffing and financial capacity may have fewer resources to successfully initiate and carry out an agreement.

The research consisted of a similar replication of Collard's hypothesis to determine if staffing and financial resources had any impact on the level of importance a leader placed on cooperation and achievement of an intergovernmental agreement. The findings of these survey questions were than compared against Collard's research to test for reliability.

The fact that institutions are generally resistant to change requires a concerted effort by those individuals either working within the organization or those external to the organization to push for change. In order to find if organizations were willing to promote cooperation, Collard (2006) assessed the current and past relationships between the tribal and municipal officials and asked them if there were any differences that caused the relationships to change. Therefore, the research replicated Collard's (2006) hypotheses on current relationships, which asked, "The better the current relationship between the cities and tribes, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p.100). The research also replicated Collard's (2006) hypotheses on past relationships, which asked, "The better the past relationship between the cities and tribes, the greater the perceived

level of importance tribal and municipal officials place on cooperation between their governments" (p. 100).

Collard's (2006) findings found both tribal and municipal officials believed the current relationship was better than the past relationship. The qualitative findings, from this dissertation. found the reason for this was due to a change in the leadership of the elected and appointed officials and a greater need for economic development. Therefore, the findings of the survey question were compared against Collard's research to test for reliability.

Elected officials are often swayed to respond to the will of their constituents. Therefore, one can infer if there was support within the community to cooperate, there would be a greater willingness among the organizations for cooperation. Collard (2006) sought to measure if the level of citizen views toward cooperation led to their leaders placing a greater importance on promoting intergovernmental cooperation. Collard's (2006) research found citizen's views concerning cooperation was extremely important in influencing the municipal official's opinion towards cooperation. Collard (2006) also found "as the perceived citizen's support for cooperation between the municipalities and tribes increases, the odds the municipal officials will believe cooperation is important increase by a dramatic 111%" (p. 156).

The research replicated Collard's (2006) hypothesis on citizen views, which asked, "The greater the citizens' views concerning cooperation, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100). The findings from the survey question were than compared against Collard's research to test for reliability.

Alcantara and Nelles (2016) disputed the role that institutions played in the emergence of cooperation between Indigenous and local governments in Canada. In their development of a

theoretical framework to help explain the emergence of cooperation, they identified institutions as having little to no effect on cooperation (p. 33). Alcantara and Nelles (2016) found the only factor to have a consistently positive effect on the emergence of cooperation was community capital (p. 34). The impact that community capital has on promoting intergovernmental cooperation is a reason why the Social Network theory is being explored in the next section.

    Social Network Theory.   The Social Network theory is often considered as a bridge between the Rational Choice theory and the other institutional theories (Leroux, et. al, 2010). The Social Network theory helps to explain how social networks effectuate the building of social capital through the forming of interpersonal links between leaders of integrated communities to foster a culture of dialogue and collaboration.

    Leroux, et. al. (2010) explained that multiplexity, the overlapping of social and interpersonal ties among actors, can likely increase the chance for collaboration (p. 270). Alcantara and Nelles (2016) found when inter-community groups were actively inclusive in their catchment areas, there was a strong opportunity that a shared community vision could be established. Alcantara and Nelles (2016) also stated when social ties were built between communities, as a by-product of organic and ordinary interactions, there was a greater willingness among officials and their constituents to consider entering into a formal partnership for their collective benefit.

    Webster's (2014) research into comprehensive land use planning found interpersonal relationships was a positive to building positive relationships. The themes that emerged from the qualitative data from this research found that having open, honest, and trustworthy communication was essential to building a positive relationship. Webster's (2014) also found that poor interpersonal relationships served as a barrier to building positive relationships. The

themes that emerged from the qualitative findings, from this dissertation, found a lack of communication and trust, personality conflicts, and racism lead to uncooperative relationships. Webster's conclusion though was devoid of any recommendations on how to foster interpersonal relationships in order to achieve intergovernmental agreement.

The findings from this dissertation indicated that an increase in the frequency and intensity of networking between the leaders of tribes and municipalities led to the potential for cooperation and collaboration to occur. The existing research; however, was limited in explaining how social networking and bonds might lead to greater tribal and municipal cooperation. Therefore, further exploratory research was needed to determine if there was an association between the level of interpersonal ties between the tribal, county, and municipal leaders and the level of importance leaders placed on intergovernmental cooperation or in the achievement of an intergovernmental agreement.

International Relations Theory. Collard (2006) found the literature on international relations provided additional insight into understanding the obstacles to municipal cooperation with Indian tribes. The reason for this could be because historically, tribes have long been engaged in international relations as sovereign nations ("The State of the Native Nations" p. 88). Collard (2006) also found the literature on international relations helped to explain how two or more nations with very different socioeconomic backgrounds were able to cooperate and achieve agreement.

Jorgensen (2007) pointed out for cooperation to occur each party in the relationship should be committed to having conversations about issues of mutual importance. Visser (2002) also noted that for cooperation to be successful, actors needed to identify opportunities for mutual gain. Collard (2006) found that mutual interests drove cooperation between tribal and

municipal governments and that by working together, each would be better off economically and socially.

Collard (2006) crafted seven hypotheses examining the mutuality of an issue and the perceived level of importance a tribal and municipal official placed on cooperation between their governments. The research will consist of a replicatory examination of Collard's (2006) seven issues of mutuality, which include; taxation, sovereignty, transportation, economic development, water/wastewater, public safety/law enforcement, and gaming. The research from the focus groups and interviews added the following additional issues of mutuality; fire protection, mental health, child welfare, and human services, land use, and environmental protection, natural resources, and parks and recreation. The findings were compared to Collard's research to determine if the same issues of mutual importance were equally relevant among the tribes, counties, and municipalities in Minnesota, as they were in Oklahoma.

Intercultural Relations. Collard (2006) found that Native Americans have a different approach to policymaking, governance, and intergovernmental negotiations. This different approach led to other forms of literature being researched, including intercultural relations. Visser (2002) found learning about the cultural dynamics of the different tribes, counties, and municipalities were important to understanding why the local elected and appointed administrators did or did not cooperate with their counterparts. Therefore, the intercultural relations literature promotes the need for cultural awareness between tribal, county, and municipal leaders if one is to pursue a successful cooperative partnership.

Krile (2006) affirmed the importance of understanding the historical context prior to beginning any negotiation process. As such, prior to meeting, one needs to be able to grasp some of the cultural characteristics, history, values, beliefs, and behaviors of the other cultural group

("Section 7. Building Culturally Competent Organizations" n.d.). Collard (2006) concurred in that the first step to take should be to learn as much as possible about the history, customs, and language of the other side.

The need to learn as much about the other groups culture, laws, and rights was what prompted additional exploratory research to be conducted. The findings could be helpful to determine if additional suggestions are needed in overcoming the cultural and historic barriers that prevent the promotion of intergovernmental cooperation and the ability to achieve intergovernmental agreement.

Summary

There was an initial concern there would still be a dearth of literature on tribal and non-tribal local intergovernmental cooperation. However, a review of the literature found some relevant research, even though much of the research pertained to Indigenous communities and municipal relations in Canada. Whereas, the research found in the literature review was helpful in filling some of the gaps in the research, the next chapter will establish the hypotheses necessary to refute or validate Collard's (2006) Intercultural Dialogue model.

CHAPTER THREE

Introduction

The purpose of this chapter is to provide an overview of the research design which is premised on an exploratory design. The next section of the chapter begins by reintroducing the research questions, as well as the hypotheses which were derived from the literature review and focus group discussions. Next the chapter provides an overview of the research method used to collect and analyze the quantitative and qualitative data. The remaining section of the chapter provides an overview of the survey and interview questions.

Research Design and Research Questions

The research design was exploratory since the focus of the research was to gain greater insight and familiarity into what could lead to greater tribal, county, and municipal cooperation and agreement ("Organizing your Social Science Research Paper: Types of Research Design," n.d.). This type of research is also preferred when a problem has not been fully studied and the findings may be less than definitive. The research that existed on tribal, county, and municipal intergovernmental cooperation was also mostly exploratory, meaning the research findings were limited in their scope.

Only when all the existing research on tribal and non-tribal local intergovernmental cooperation was observed at an aggregate level could a more comprehensive view of the subject matter be obtained. This higher-level analysis of the existing data also helped to frame the research questions that would guide the rest of the research. Therefore, the following three research questions were meant to frame the hypotheses, which would be used to test the research of Collard, as well as the others from the literature review:

- Did the conditions, identified in the literature review, promote the ability for

tribal and local governments to engage in formalized intergovernmental

cooperation?

- Did the Intercultural Dialogue Model serve as a model that could promote success in

  tribal and non-tribal local intergovernmental cooperation?

- What other tools could lead to achieving intergovernmental agreement between

  tribes, counties, and cities?

Hypotheses

In order to properly delineate the relationships between each independent variable and the

dependent variable, the independent variables were grouped into the following six categories:

- The socio-economic differences between tribes, counties, and municipalities

- The attitudes that affect the perceived importance of cooperation.

- The salience of 11 key issues of mutuality.

- The governance structure of the tribes, counties, and municipalities

- The institutional endowment of the tribes, counties, and municipalities

- The political aptitude of tribal, county, and municipal leaders.

Socio - Economic Hypotheses. This first set of hypotheses was a replication of the socio-

economic variables from Collard's research:

H1A. The wealthier each tribe, county, and municipality, as measured by median HH

income, the greater the level of importance tribal and non-tribal local

governmental leaders placed on promoting intergovernmental cooperation

between their governments.

H2A. The higher the educational level of the citizens of each tribe, county, or

municipality, as measured by the percentage of citizens 25 years of age or older

with a bachelor's degree or higher, the greater the level of importance tribal and

non-tribal local governmental leaders placed on promoting intergovernmental

cooperation between their governments.

H3A. The larger the population of the tribe, county, or municipality, the greater the level

of importance tribal and non-tribal local governmental leaders placed on

promoting intergovernmental cooperation between their governments.

H4A. The greater the percent of Native Americans within each tribe, county, or

municipality, the greater the level of importance tribal and non-tribal local

governmental leaders placed on promoting intergovernmental cooperation

between their governments.

H5A. The greater the distance between the tribal administrative offices and county and

municipal government administrative office, as measured in miles apart, the less

the level of importance tribal and non-tribal local governmental leaders placed on

cooperation between their governments between their governments.

Based on the research obtained primarily from the literature review on socio-economic

homogeneity the following hypotheses were presented:

H1B. The greater the homogeneity between median HH incomes of each tribe, county,

and municipal pairing, the greater the level of importance tribal and non-tribal

local government leaders placed on promoting intergovernmental cooperation

between their governments.

H2B. The greater the homogeneity between the percentage of citizens 25 years of age or

older with a bachelor's degree or higher of each tribe, county, and municipal

pairing, the greater the level of importance tribal and non-tribal local government

leaders placed on promoting intergovernmental cooperation between their governments.

H3B. The greater the homogeneity between population sizes of each tribe, county, and municipal pairing, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H4B. The greater the homogeneity between percentage of Native Americans of each tribe, county, and municipal pairing, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

The next set of hypotheses tested the five socio-economic independent variables against the dependent variable of level success in achieving intergovernmental agreement:

H1C. The wealthier each tribe, county, and municipality, as measured by median HH income, the greater the level of success in achieving intergovernmental agreement between their governments.

H2C. The higher the educational level of the citizens of each tribe, county, or municipality, as measured by the percentage of citizens 25 years of age or older with a bachelor's degree or higher, the greater the level of success in achieving intergovernmental agreement between their governments.

H3C. The larger the population of the tribe, county, or municipality, the greater the level of success in achieving intergovernmental agreement between their governments.

H4C.   The greater the percentage of Native Americans within each tribe, county, or municipality, the greater the level of success in achieving intergovernmental agreement between their governments.

H5C.   The greater the distance between the tribal administrative offices and county or municipal administrative office, as measured by miles apart, the less the level of success in achieving intergovernmental agreement between their governments.

The next section identified the attitudinal hypotheses that was used to frame the attitudinal survey questions. The attitudinal hypotheses included a replication of the attitudinal hypotheses from Collard's (2006) research, along with three additional hypotheses derived from the focus group discussions. The next set of hypotheses tested the two dependent variables against the independent attitudinal variables of trust, respect, citizen views, current and past relationships, frequency of communication, cultural knowledge, balance of power and authority, and interpersonal ties.

Attitudinal Hypotheses. The next set of hypotheses examined the attitudes that might affect cooperation. The first five hypotheses were a replication from Collard's research:

H6.   The greater the degree of trust, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H7.   The greater degree of mutual respect, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H8.   The greater the citizen's views concerning cooperation, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H9.   The better the current relationship between the tribes, counties, and cities, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H10.   The better the past relationship between the tribes, counties, and cities, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

The following was also a replication of Collard's (2006) hypothesis on frequency of contact, but the wording of the hypothesis was changed to frequency of communication based on the research in the literature review:

H11.   The greater frequency in communication, the greater the level of importance tribal and non-tribal local government officials placed on promoting intergovernmental cooperation between their governments.

Based on the focus group discussions and research obtained in the literature review on the understanding of each's others culture, laws, and rights in promoting cooperation, the following hypothesis was presented:

H12.   The greater degree of understanding each other's culture, laws, and rights, the greater the level of importance tribal and non-tribal government leaders placed on promoting intergovernmental cooperation between their governments

Based on the focus group discussions and research obtained in the literature review on having an equal level of power and authority, the following hypothesis was presented:

H13.	The greater degree in being able to reach equilibrium when exercising power and

authority, during the negotiation of an intergovernmental agreement, the greater

the level of importance tribal and non-tribal local government leaders placed on

promoting intergovernmental cooperation between their governments.

The research from the literature review, which explored the role of interpersonal ties, was what prompted the next hypothesis:

H14.	The greater intensity of the interpersonal ties between the leaders of the other

tribal, county, or city, the greater the level of importance tribal and non-tribal local

government officials placed on cooperation between their governments.

Another set of hypotheses tested the same nine attitudinal independent variables against the dependent variable of the level of success in achieving intergovernmental agreement. The next series of hypotheses examined whether the following issues of gaming, transportation, taxation, sovereignty, wastewater/water, economic development, law enforcement, land use, environmental protection, fire protection, and health and human services were deemed to be of mutual importance.

Mutuality of Issues Hypotheses. Collard (2006) identified the saliency of seven key issues and the impact those seven issues had on the level of importance leaders placed on promoting intergovernmental cooperation. Those seven key issues Collard (2006) identified came from a report from the National Conference of State Legislatures. Of the key issues identified in Collard's (2006) study, all seven were replicated below:

H15.	The more salient the issue of gaming, the greater the level of importance tribal

and non-tribal local government leaders placed on promoting intergovernmental

cooperation between their governments.

H16.   The more salient the issue of transportation, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H17 - The more salient the issue of water/wastewater, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H18.   The more salient the issue of economic development, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H19.   The more salient the issue of law enforcement, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H20.   The more salient the issue of taxation, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H21.   The more salient the issue of sovereignty, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

Another set of hypotheses tested these seven issues of mutuality against the dependent variable of level of success in achieving intergovernmental agreement. The next series of hypotheses examined the four additional key issues of mutuality derived from the different focus group discussions and personal interviews.

The next four key issues were identified from the focus group discussions and personal interviews with the different tribal, county, and municipal elected and appointed officials. Fire protection and land use were two key issues that were frequently mentioned among the tribal and municipal officials. While, mental health and human services and environmental and natural resource protection were two key issues of mutuality that were frequently mentioned among the tribal and county officials.

Fire protection was added to the list of key issues of mutuality because, for most, if not all of the tribes in Minnesota, the Bureau of Indian Affairs (BIA) provides only rural wildlife fire management aid and program support to the federally recognized Indian tribes in Minnesota ("Branch of Wildland Fire Management," para 3). As a result, many of the tribes in Minnesota have entered into separate service or joint powers agreements for additional fire protection services in the urbanized areas. Therefore, based on the personal interviews and focus group discussions the following hypothesis was presented:

H22. The more salient the issue of fire protection, the greater the level of importance

tribal and non-tribal local government leaders placed on promoting

intergovernmental cooperation between their governments.

The expansion of the research to include counties means that tribes and counties encounter different issues than their tribal and municipal counterparts.   Specific to the issue of land use planning, the inability for Minnesota counties to regulate civil regulatory and land use controls on tribal members within the boundary of a tribal reservation, and for tribes to regulate land use controls onto non-tribal members within the boundary of the reservation creates a problem when there are conflicting land use goals.   On the issue of mental health and human services the topic of out-of-home placement of children and foster care came up in a few of the

focus group discussions and interviews. On the issue of environmental protection and natural resources a few of the focus group and interviews participants brought up hunting and fishing rights, wild ricing, and the need to protect the environment against oil spills and mining accidents.

As a result, based on the personal interviews and focus group discussions the following hypotheses were generated:

H23. The more salient the issue of land use, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H24. The more salient the issue of mental health and human services, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H25. The more salient the issue of environmental protection, sanitation, natural resource protection, and park and recreation, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

Another set of hypotheses tested these four key issues of mutuality against the dependent variable of level of success in achieving intergovernmental agreement. The next section examined the elected and appointed turnover within an organization and the structure of the organization's elected body.

Governance Structure Hypotheses. The research from the literature review explored if elected and appointed official turnover and the composition of the government body could influence the level of importance leaders placed on promoting intergovernmental cooperation

and the ability to achieve intergovernmental agreement. Based on the research the following

hypotheses were presented:

H26. The lesser degree of elected official turnover, the greater the level of importance

tribal and non-tribal local government leaders placed on promoting

intergovernmental cooperation between their governments.

H27. The lesser degree of appointed official turnover, the greater the level of importance

tribal and non-tribal local government leaders placed on promoting

intergovernmental cooperation between their governments.

H28. The greater the number of the elected governing body of the tribe or local

government that is chosen at-large, the greater the level of importance tribal and

non-tribal local government leaders placed on promoting intergovernmental

cooperation between their governments.

Another set of hypotheses examined the above-mentioned independent variables against

the dependent variable of level of success in achieving intergovernmental agreement. The next

section of this chapter examined the capacity of an institution's staffing and financial resources.

Institutional Endowment Hypotheses. Instead of replicating Collard's (2006)

hypothesis of committing time and money, the two variables were separated on the premise that

not every tribe, county, and municipality might have the same level of staffing and financial

resources to enter into an intergovernmental relationship or execute an intergovernmental

agreement. This was proven to be correct, based on the empirical data from the research which

found that tribes, counties, and municipalities had a slight overall advantage of having a greater

level of staffing resources of 3.63 (out of 5 with 5 being "significantly more") than financial

resources of 3.37 (out of 5 with 5 being "significantly more") to pursue an intergovernmental

agreement. Therefore, based on the research from the literature review, the following two hypotheses were presented:

H29. The greater the staffing capacity, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H30. The greater the financial resources, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

Another set of hypotheses examined the same two independent variables against the dependent variable of level of success in achieving intergovernmental agreement. The next section examined the interest of an official to run for higher- elected office and if leaders within the organization participated in an intergovernmental working group.

Political Aptitude Hypotheses. The Political Ambition theory held that tribal, county, and municipal government officials who sought a higher elected office would place a greater value on the promotion of intergovernmental cooperation than those who were not running for a higher office. The discussions from the focus groups and personal interviews found that belonging to an intergovernmental work group also helped to promote intergovernmental cooperation. In those conversations, the tribal, county, and municipal leaders mentioned the positive benefits of participating in an intergovernmental working group, included the ability to build trust and respect, improve communication, and identify issues of mutuality between the tribes, counties, and municipalities involved.

The research obtained from the literature review and focus group discussions led to the development of the hypotheses being presented:

H31. The greater the interest of an official to run for a higher-elected office, the greater

the level of importance tribal and non-tribal local government leaders placed on

promoting intergovernmental cooperation between their governments.

H32. The greater the participation within an intergovernmental working group, the

greater the level of importance tribal and non-tribal local government leaders

placed on promoting intergovernmental cooperation between their governments.

Another set of hypotheses examined the above-mentioned independent variables against

the dependent variable of level of success in achieving intergovernmental agreement. The next

section of the chapter describes the specific data collection method used to test the above

hypotheses.

Design of the Survey and Written Questions

The ability to have direct access to Collard's survey and interview questions was

instrumental in the design and development of the survey questions needed for this study.

Collard (2006) credited a report published by the National Conference of State Legislatures

(NCSL) *1991 Taskforce on State-Tribal Relations* for the basis of his survey questions. While

some of Collard's survey questions were being replicated, additional survey questions were

added based on the focus group discussions.

Initially, the research was to replicate Collard's (2006) mail survey and telephone

approach. However, after convening the focus groups it was advised to reach out in person with

each of the tribes before asking them to participate in the research. The ability to gain the trust

from each of the tribes was essential in securing a higher rate of participation, given Collard

(2006) had received a 34% response rate among the Oklahoma tribes that participated in the

research. The ability to meet individually with each tribe was also beneficial in learning more

about each of the tribes, as well as the current and past relationships with the different counties and municipalities within their area. Another benefit of meeting one-on-one with each of the tribes was when it came time to analyzing the quantitative data, the conversations from the initial meetings helped to add clarity and depth to the responses.

Since poorly designed survey questions can create the potential for measurement error, spuriousness, or a collinearity relationship to occur, the focus groups were instrumental in the design and piloting of the survey and interview questions. Also, poorly written questions can have unintended consequences, as they can be misconstrued or misinterpreted as being culturally insensitive. For example, at a Tribal Nation Education Committee meeting a concern was raised that the use of median HH income was an improper tool for measuring the wealth of a tribal community (personal communication, September 20, 2018). The committee asked to take into consideration familial bonds and relationships when measuring the wealth of the tribal communities.

Based on the focus group discussions, the idea of replicating Collard's (2006) mixed-method survey by mail followed by a qualitative interview by telephone was abandoned for a two-part mixed-method survey and interview. The idea of utilizing a mixed-method survey and interview, with both closed and open questions, was to generate more discussion and to evoke more genuine responses. The use of open- ended questions in both the initial and subsequent survey and interview also permitted those being interviewed to control the narrative, which also built trust and legitimacy between the researcher and research participants.   Using Survey Monkey, an online survey tool, each participant was given the option to complete both surveys either online or in-person.

Once the survey questions were piloted by the focus group, both surveys were pre-tested with the participation of another focus group. From the pre-test, additional changes were made to the wording and order of the survey and interview questions. This next section will explain the tools and methods used to identify and collect the data from the first survey.

Design of the Initial Survey

The purpose of the initial survey was to identify the names of the tribes, counties, and municipalities that had entered into an intergovernmental agreement in the past five years or less. The intent of this question was to obtain the identities of as many tribes, counties, and municipalities for them to participate in the research.

The other purpose of the initial survey was to make an inquiry of the level of success each tribe, county, and municipality had in achieving intergovernmental agreement. This question was parsed out to have each tribe, county, and municipal provide their individual response to each pairing, rather than to force each tribe, county, and municipality to aggregate a response which could have yielded a less than inaccurate response.

For instance, a concern was raised if a tribe, county, or municipality had a high-level success in achieving intergovernmental agreement with one tribe, county, or municipality, while having achieved a very limited level of success in achieving intergovernmental agreement with another tribe, county, or municipality; if the question was not parsed out the tribe, county, or municipality might provide an overgeneralized response. Therefore, by asking each tribe, county, and municipality to provide a separate response for each community, that had an agreement; hopefully, that eliminated the possibility for error.

Also, by adding the above-mentioned question another "dependent" variable was created. This second dependent variable could be tested against the independent variables, expanding the

knowledge base beyond promoting intergovernmental cooperation to understanding what could lead to a successful agreement from being achieved.

Initial Survey Questions

The initial survey consists of eight open-ended and two closed questions (refer to attachment A). The first question was an open-ended question, which asked, "In what way can my tribe, county, or city make a contribution to the tribe, county, or city in my area?" The purpose of this question was to illicit the entities to begin to think on how cooperation could or could not make a contribution in their respective communities.

Question two was a closed question, which asked, "My tribe, county, or city has entered into a written intergovernmental agreement with another tribe, county, or city within the past five years?" If the respondent replied with a "Yes" the participant was asked to proceed to the next question. If the respondent replied with a "No" the applicant was asked to proceed to question six. The purpose for this question was to gain an understanding on the number of tribes, counties, and municipalities that had entered into a written intergovernmental agreement.

Question three was an open-ended question, which asked, "List the names of the tribes, counties, and cities that you have entered into a written agreement within the past five years and the nature of those agreements?" The purpose of asking this question was to identify the names of tribes, counties, and municipalities that were asked to participate in the research.

Question four was an open-ended question, which asked, "Please list an intergovernmental agreement (or agreements) that your leaders are most proud of and indicate why?" This question was to ascertain the type of agreements that were deemed to be more favorable and why.

Question five was a closed question, which asked, "Overall, how successful have you been in your ability to achieve intergovernmental agreement with the fellow tribe, county, or city (within the past five years)?" Using a three-point likert-scale of limited success, mixed success, and very much success, the purpose of this question was to establish one of the two dependent variables to test against the independent variables examined in the next chapter.

Question six was an open-ended question, which asked, "What are the factors and conditions that can lead to successful intergovernmental agreement with another tribe, county, or city?" While this question somewhat mimicked question four, the intent was to identify the broader factors that could lead to a successful agreement being reached.

Question seven was an open-ended question, which asked, "What are the factors barriers, obstacles, or limitations that work against an intergovernmental agreement from being reached?" The purpose of this question was to explore what the barriers, obstacles, and limitations were in achieving intergovernmental cooperation.

Question eight was an open-ended question, which asked, "How are you able to overcome those barriers through the negotiating process?" This question was meant to learn how tribes, counties, and municipalities overcome those barriers to reach agreement.

Question nine was an open-ended question, which asked, "Are there any other tribes, counties, or cities that you could foresee a benefit to having an intergovernmental agreement with (that you have not already identified)? If so what are the names of those other tribes and what are the issues that you would like to see addressed?" This question was meant to ascertain what other tribes, counties, and municipalities another tribe, county, or municipality wanted to reach out too, but hadn't. The intent was than to conduct further qualitative research to determine why they had not reached out or if they had what were the barriers for cooperation.

The final question was an open-ended question, which asked, "What is the name of my tribe, city, and county?" The purpose of this question was to help track which tribes, counties, and municipalities were participating in the research.

Second Survey Design

Upon the completion of the initial survey, each tribe, county, and municipality were asked to respond to a follow-up survey. The intent of this follow-up survey was to identify the level of importance tribal, county, and municipal leaders placed on promoting intergovernmental cooperation. The survey questions (which can be found in Attachment B) were segmented into five sections, which tested the above-mentioned dependent variable against the five remaining independent variable categories; attitudinal, imperatives and mutuality of key issues, governance structure, institutional endowment, and political aptitude.

Another intent of the second survey was to test the different hypotheses from Collard's (2006) research. Therefore, one of the primary goals of the second survey was to validate if Collard's (2006) Intercultural Dialogue model was the right model for promoting intergovernmental cooperation. Another purpose of the second survey was to test the other research from the literature review, personal interviews, and focus group discussions on promoting intergovernmental cooperation and achieving intergovernmental agreement.

Second Survey Questions

The first question was a closed question, which asked, "The leaders of my tribe, county, or city, feel that promoting intergovernmental cooperation is important to them?" Using a five-point likert-scale of strongly disagree, somewhat disagree, neutral, somewhat agree, and strongly agree. This question established the dependent variable used to test the remaining independent variables identified in the literature review. The second question was an open-ended question,

which asked, "What is the reasoning for your answer?"

The third question was a closed question, which asked, "The leaders of my tribe, county, or city have placed a greater emphasis on promoting intergovernmental cooperation more now than 5 years ago?" Using the same five-point likert -scale, this question was designed to measure the attitudes of the respondents within the past five years. The fourth question was an open-ended question, which asked, "What is the reasoning for your answer?"

 The fifth question was a closed question, which asked, "How would you assess the current relationship with the elected or appointed leaders of the other tribe, county, or city?" Using a matrix response of each individual tribe, county, or city on the horizontal axis, and, on the vertical axis, a five-point likert-scale rating of very poor, poor, neither poor or good, and good and very good, this question was meant to test H9.

Question six was a closed question, which asked, "Has the relationship with the elected or appointed leaders of the other tribe, city, or county changed more so now than 5 years ago?" Using the same matrix response and five-point likert -scale response as question five, this question was meant to address H10 by measuring if there were any changes in attitudes over a five-year period. Question seven was an open-ended question, which asked, "If so, what is the reason for the change in the relationship?"

Question eight was a closed question, which asked, "The citizens of my tribe, county, or city view cooperation with the following tribal or local county and city governments in our area as important?" Question nine was also a closed question, which asked, "The citizens of my tribe, county, or city view cooperation with the following local governments in our area more now than in the past five years ago?" Both questions eight and nine used a five-point likert -scale of responses of strongly disagree, somewhat disagree, neither disagree or agree, somewhat agree,

and strongly agree. These two questions were meant to test H8. Question 10 was an open-ended question, which asked, "What is the reason for agreeing or disagreeing?"

Question 11 was a closed question, which asked, "My tribe, county, or city has the staffing capacity to pursue an intergovernmental agreement?" Question 11 consisted of the same five-point likert -scale of strongly disagree to strongly agree, similar to questions eight and nine, and was meant to test H29. Question 12 was a closed question, which asked, "My tribe, county, or city's staffing capacity to pursue an intergovernmental agreement is more or less better than it was five years ago?" This question used a five-point likert -scale response of much less, less, neither less nor more, more, and significantly more. Both questions were meant to test H29. Question thirteen was an open-ended question, which asked, "What are the reasons?"

Question fourteen was a closed question, which asked, "My tribe, county, or city has the financial resources to pursue an intergovernmental agreement?" The question utilized the same five-point likert -scale response of strongly disagree to strongly agree as question nine and 11. Question 15 was another closed question, which asked, "My tribe, county, or city's financial resources to pursue an intergovernmental agreement is more or less better than it was five years ago?" Question fifteen used a five-point likert -scale response of much less, less, neither less nor more, more, and significantly more. Both questions were meant to test H30. Question sixteen was a closed question, which asked, "What are the reasons?"

Question 17 was a closed question, which asked, "There is a high degree of trust with the following tribe, counties, or cities in our area?" Question 18 was a closed question, which asked, "There is a high degree of respect with the following tribes, counties, or cities in our area?" Both questions were meant to test H6 and H7 on the level of trust and mutual respect between tribal and local government leaders. Both questions relied on a matrix response which placed each

individual tribe, county, or municipality on the horizontal axis, and on the vertical axis a 5-point likert -scale rating of strongly disagree, somewhat disagree, neither disagree nor agree, somewhat agree, and strongly agree. Question 19 was an open-ended question, which asked, "How do you build and sustain trust and respect between your local government and the tribe(s) in our area?"

Question 20 was a closed question, which asked, "How frequently does a tribal, county, or city (elected and/or appointed) official communicate with the following tribal, county, or city (elected and/or appointed) official?" Using a matrix response which placed each individual tribe, county, or municipality on the horizontal axis, and on the vertical axis a six-point likert -scale rating of never, daily, weekly, monthly, quarterly, and annually. This question was meant to test H11. Question 21 was an open-ended question, "If the level of communication is non-existent or infrequent, between the two parties, what do you feel is the reason for the lack of communication and how can this be improved?"

Question 22 was a closed question, which asked, "Please rank the overall intensity of the interpersonal ties between the leaders of your city/county and the tries in your area?" Using a matrix response of each individual tribe, county, or municipality on the horizontal axis, and on the vertical axis a five-point likert -scale rating of very weak, weak, absent, strong, and very strong. This question was designed to test H14.

Question 23 was a closed question, which asked, "When negotiating intergovernmental agreements, how does the other tribes, county, or city view our level of power and authority?" Using a matrix response of each individual tribe, county, or municipality on the horizontal axis, and on the vertical axis a three-point likert -scale rating of less, equal, and greater. This question was designed to test H13.

Question 24 was a closed question, which asked, "Think of the last time you attempted or were successful in reaching an intergovernmental agreement with a tribe, county, or city. How high of a priority was it of the leaders in your community to want to learn about the other party's culture, laws, and rights in reaching an agreement?" Using a four-point likert -scale of no priority, low priority, median priority, and high priority; this question was designed to test H12.

Question 25 was an opened-ended question, which asked, "What role does tribal sovereignty have in crafting a written agreement?" Based on Collard's (2006) finding that tribes ranked sovereignty as the most important issue to them, this question was meant to further understand why tribal sovereignty was an important factor in promoting intergovernmental cooperation and achieving intergovernmental agreement.

Question 26 was a closed question, which asked, "Please rank how important each of the following tribal and non-tribal local government issues are to you?" Using a matrix scale of 1 being not at all important to 5 being extremely important on the horizontal axis. The vertical axis listed the following issues of transportation; gaming; economic development; water/waste water infrastructure; environmental protection, sanitation, natural resources, and parks and recreation; public safety, law enforcement, courts, and criminal justice; fire protection; land use; mental health, child welfare, and human services; taxation; and other. This question was meant to test H15-25.

Question 27 was a closed question, which asked, "Does your entity belong to an intergovernmental working group with any other governments?" Using a matrix response of each individual tribe, county, or municipality on the horizontal axis, and on the vertical axis a dichotomous response of "Yes" or "No" this question was meant to test H32. Question 28 was

an open-ended question, "If you said yes, what is it that you find valuable to being part of the group?"

Question 29 was another open-ended question, which asked, "How many members are on the intergovernmental working group, how are the members selected, and what entities are part of the group?" This question was meant to learn about the structure and purpose of the intergovernmental working groups.

Question 30 was an open-ended question, which asked, "How many elected members serve on your board or council?" Question 31 was a closed question, which asked, "How are they elected?" Using a three-point likert -scale of all at-large, all by ward (or district), or a combination of at-large and by ward; this question was meant to test H28.

Question 32 was an open-ended question, which asked, "How many newly elected officials have taken office within the past 5 years?" This question was meant to test H26.

Question 33 was an open-ended question, which asked, "What is the title of the highest-ranking appointed officer in your tribe, city, or county?" This question was meant to gain a better understanding of those elected bodies that handed over the day-to-day oversight and administration over to an appointed administrator or manager placed a greater level of importance in promoting intergovernmental cooperation and achieving agreement than those elected bodies that administered the day-to-day affairs themselves.

Question 34 was an open-ended question, which asked, "How often has that position changed hands in the past 5 years?" This question was meant to test H27.

Question 35 was a closed question, which asked, "During the past five years has any elected official declared their candidacy for a higher or different elected position?" Using a dichotomous response of "Yes" or "No" this question was meant to test H31. Question 36 was a

closed question, which asked "If yes, overall how supportive was the elected official(s) in promoting intergovernmental cooperation?" Using a sliding scale with "Not at all supportive" at the far-left side and "Very supportive" at the far-right side, this question was also meant to test H31.

 Question 37 was an open-ended question, "If there were any elected (or appointed) official(s) within your organization that were in support of intergovernmental cooperation, why do you think that was?" This question was meant to add depth to the quantitative responses in questions 35 and 36.

Question 38 was a closed question, which asked, "I am an elected or appointed official?" This question was meant to tally if the person who completed the survey was an elected or appointed official.

Question 39 was an open-ended question, which asked, "The name of my tribe, county, or city is?" The purpose of having asked this question was to record which tribes, counties, and municipalities had responded to the surveys.

Statistical Technique for Gathering the Data for H1-H5

The method for gathering the statistics used to measure the first five socio-economic variables involved collecting data from the 2010 Census, 2012-2016 American Community Survey, and www.mapquest.com, an online mapping program.   The first of the four socio-economic variables relied on data from the 2010 Census and 2012-2016 American Community Survey.   The fifth variable, which examined the distance between the tribal administrative headquarters (HQ) to the city or county administrative HQ was calculated by obtaining the mileage, through MapQuest, of the shortest "route" between the two administrative office's HQ.

The one limitation to using the tribal data from the 2010 Census was that since 10 of the 11 tribal reservations and communities are considered open or checkerboard reservations, the census figures of the checkerboard reservations included the demographic information of everyone living within the boundary of each reservation, regardless if the person was a tribal member or not. For example, since the city and county of Mahnomen are wholly enveloped within the boundaries of the White Earth Nation the socio-economic statistics of both the tribal and non-tribal members residing within the city and county were combined into the race, income, and educational attainment statistics for the White Earth Nation. As a result, the data from the U.S. Census was questioned, but given the absence of any other uniform census data there was a concern that any other data could be even less reliable.

Statistical Technique for Gathering the Data for H6-H32

An initial site visit was made to all but one of the tribes prior to the start of the survey. In addition to the site visits to the different tribal nations, a presentation was made before the Minnesota Chippewa (MCT) Tribe's Tribal Executive Committee, which consists of the Tribal Chair and Secretary/Treasurer of the six Chippewa tribes in Minnesota. A presentation was also made to the Tribal Nations Education Committee, which consists of the tribal education commissioners of all 11 tribal nations in Minnesota.

The individual site visits and presentations with the MCT and Tribal Nation Education Committee helped to explain the purpose of the research and to gain the trust to move forward with the research among the nine tribes that participated in the research. In addition, prior to gaining the approval from two of the tribes, the initial research proposal had to be submitted and approved in front of the two tribal Institutional Review Boards (IRB). Both tribes granted IRB approval with the condition that the final report be reviewed by both IRB boards.

After all the necessary approvals were obtained, the tribes were asked to first respond to the initial survey. In this case, the survey was administered either online or in person. After the initial survey was collected and the data was recorded, each tribe that participated in the initial survey was asked to complete the second survey. Similar to the initial survey, the tribes chose to respond to the second survey either online or in person.

Participation with the counties and municipalities were handled somewhat differently. After each tribal nation completed their initial survey, initial contact was made with the counties and municipalities that were identified by the tribes as having entered into an intergovernmental agreement. These initial contacts to the counties and municipalities were made either in person, by phone, or by email. Those counties and municipalities that gave their consent to participate were provided the same initial survey that the tribes were asked to complete. The responded were than given the choice to complete the initial survey either online or in person. Upon completion of the initial survey, the county and municipal leaders were sent the same second survey the tribes were asked to complete. Again, the respondents had the choice to complete the second survey online or in person.

Statistical Method to Analyze the Quantitative Data for H1-H32

The method for gathering the data for the remaining five categories consisted of coding the quantitative and qualitative data. All the survey data was coded into an Excel spreadsheet enabling the quantitative data to be analyzed utilizing a number of measurement tools including measuring for central tendency, standard deviation, and an Analysis of Variance (ANOVA).

The first measurement method used was to create a baseline measurement of the mean, median, mode, and minimum and maximum value of each of the quantitative responses. The second measurement method used was to measure for standard deviation. Neumann (2011)

mentioned that although standard deviation was of limited usefulness by itself, it was ideal for comparison purposes. The third measurement method used was a single-tail ANOVA test.

A single-tail ANOVA test is used to compare the means of two or more means group (Ravid, 2005). The ANOVA detects if there are differences between the groups. The use of an ANOVA over other forms of statistical methods is also appropriate when there is a small sample size. Additionally, an ANOVA permits the testing of unequal sample sizes, unlike other statistical measurements which require there to be a uniform sample size within each of the groups.

Statistical Methods to Analyze the Qualitative Survey Data H1-H32

The approach to analyzing the qualitative data began with the coding and the development of themes. The first step of coding the data involved scanning the material for similarities and differences. Neumann (2011) recommended after the data is compiled to begin by locating themes and assigning them initial codes in a first attempt at condensing the data into different categories.

The next step in the coding process was to assign code labels for each theme. In this phase of the process, the focus is to be able to create coded themes of the data in order to develop clusters of categories (Neumann, 2011). The final phase of the coding process is to scan all the categories, looking selectively for cases that illustrate themes, and making comparisons (Neumann, 2011).

Confidentiality

In order to gain the level of trust and respect among the tribal, county, and municipal leaders that responded to the survey, assurances were made the data submitted by them would remain confidential. Only the aggregated results of the quantitative data would be published, and the findings would also be coded in such a manner as to shield the identity of the individual

tribal, county, and municipal leaders that responded. The qualitative responses obtained from each of the tribes, counties, and municipalities would also be reported in a confidential manner, and the findings would be coded in such a manner as to shield the identity of the individual tribal, county, and municipal leaders that responded

Interviews

In addition to the quantitative and qualitative data collected from the surveys, personal interviews were conducted to build trust and rapport with the tribal, county, and municipal leaders that were asked to participate in the research. Personal interviews were also conducted after the survey data was collected to help provide a greater explanation of the quantitative findings. Several of the participants asked to have their names kept confidential, and as a result any mentioning of what they said was kept anonymous.

Summary

This chapter reintroduced the research questions, identified the hypotheses, and explained the design process for the surveys. This chapter also provided a summarization of the survey questions and the measurements methods used to analyze the survey results. Therefore, the purpose of the next chapter is to summarize and analyze the quantitative findings.

CHAPTER FOUR

Overview of the Quantitative Findings

All 11 of Minnesota's tribal nations were asked to participate in the survey portion of the research. Nine participated by completing both an initial and second survey. Of the 21 counties identified as having entered into an intergovernmental agreement within the past five years with another Minnesota tribe, 14 counties had completed the initial survey and 13 counties completed the second survey. Of the 13 Minnesota cities identified as having entered into an intergovernmental agreement within the past five years with another MN tribe, 11 had completed the initial survey and 11 completed the second survey. The overall completion rate for the initial survey was 76% and the second survey was 69% among the 45 MN tribes, counties, and municipalities that responded.

One reason for the differences in the completion rates between the initial survey and second survey was the perceived time commitment required to complete the surveys. Other reasons given for not completing the surveys were because some of the respondents did not feel they could speak on behalf of their government or that they were too new in their position to speak out about any of the tribal, county, or municipal agreements with the other tribes, counties, and municipalities in their area.

Initial Survey Sample Size

The purpose of the initial survey was to identify the tribes, counties, and municipalities in Minnesota that had entered into a written intergovernmental agreement with another tribe, county, or municipality in the past five years, and to rank the overall level of success in achieving intergovernmental agreement with one another. Of the 45 tribes, counties, and municipalities that responded to the initial survey, since there were more tribes, counties, and

municipalities that responded to having multiple agreements with one or more tribe, county, or municipality, the total size of the sample increased to a total of 46 pairings. Also, since some of the tribes, counties, and municipalities decided not to answer all of the questions, there was a variation in the size of responses. The range of each response varied from a low of 11 to a high of 46, resulting in an overall completion rate of 88%.

Second Survey Sample Size

The purpose of the second survey was to measure the level of importance each leader placed on promoting intergovernmental cooperation. Of the 31 tribes, counties, and municipalities that responded to the second survey, since there were more tribes, counties, and municipalities that responded to the question on the level of importance leaders placed on promoting intergovernmental cooperation between their governments, the size of the sample was increased to 58 pairings.

However, since not every tribe, county, and municipality responded to all of the questions, within the survey, the size of the sample responses ranged from a low of 11 to a high of 58, resulting in an overall completion rate of 70%. At 39 questions, the time commitment to complete the second survey could have been the reason for the lower completion rate.

Quantitative and Qualitative Findings

The primary quantitative method used was a single tail ANOVA test of the following dependent variables; level of importance leaders placed on promoting intergovernmental cooperation and level of success in achieving intergovernmental agreement. The two separate dependent variables were measured against the following categorical independent variables of the socio-economic differences between the cities and tribes, the attitudes that affect the perceived importance of cooperation, the salience of 11 important issues of mutuality, the

governance structure of tribe and non-tribal local governments, the institutional endowment of tribe and non-tribal local governments, and the political aptitude of tribal, county and municipal leaders.

The open-ended questions in both surveys created qualitative data to be used to provide additional depth and clarity to the research findings. These findings will be explored in the next chapter.

Socio-Economic Hypotheses. The goal of this section was to refute or validate Collard's (2006) socio-economic findings. The first ANOVA test examined whether there was statistical significance between the five different socioeconomic independent variables of a tribe, county, and municipal' median HH income, percentage of population with a bachelor's degree or higher, population, percentage of the population that are Native American, and distance between the tribal, county, and municipality administrative HQ. These individual independent variables were measured against the dependent variable which examined the level of importance leaders placed on promoting intergovernmental cooperation. The ANOVA examined the strengths of each group using a 5-point likert Scale of 1= Strongly Disagree, 2= Disagree, 3=Neither Disagree or Agree, 4=Agree, and 5=Strongly Agree.

The second ANOVA examined whether there was statistical significance between the five independent variables, which measured the degree of homogeneity between each tribal, county, and municipal pairings, and the dependent variable which examined the level of importance leaders placed on promoting intergovernmental cooperation. The ANOVA examined the strength of the groups against a 5-point likert -scale of 1=Strongly Disagree, 2= Disagree, 3=Neither Disagree or Agree, 4=Agree, and 5=Strongly Agree.

The third ANOVA examined whether there was statistical significance between any of the five different socioeconomic independent variables, and a different dependent variable which examined the level of success in achieving intergovernmental agreement. This ANOVA examined the strength of the groups against a 3-point likert scale of 1=Limited Success, 2=Mixed Success, and 3=Very Much Success.

H1: Median HH Income. The first set hypotheses made the following assumptions:

- H1A: The wealthier the tribe, county, and city are in their median-HH income, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H1B: The more homogenous each tribe, county, and city are in their median-HH income, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H1C: The wealthier the tribe, county, and city are in their median-HH income, the higher success rates the individual communities will have in achieving intergovernmental agreement.

The median-HH income for each tribal nation, county, and municipality was obtained from data collected from the 2010 Census and 2012-2016 American Community Survey 5-Year Estimates. The mean, median, and standard deviation of the median-HH income for the tribes, counties, and municipalities are shown in the following tables:

Table 4.1. Mean (Average) Median-HH Income for the Tribes, Counties, and Municipalities in Minnesota.

	Tribal	County	City	All
Mean	$ 50,698	$ 50,895	$ 49,863.00	$ 51,680

Compared side by side there appeared to be little deviation between the mean median HH incomes among the tribes, counties, and municipalities that were identified in the research.

Table 4.2. Median and Standard Deviation of the Mean Median-HH Income for the Tribes,

Counties, and Municipalities in Minnesota.

	Tribal	County	City	All
Median	$ 43,000.00	$ 51,156.00	$ 51,156.00	$ 49,236.00
SD	$ 21,190.00	$ 10,961.00	$ 10,961.00	$ 16,717.00

However, an examination of the standard deviation revealed a wide disparity in the median HH

incomes among the three subsets. The above table reveals the spread is the highest among the

individual tribal nations. As a result, the median score may be of greater importance since the

median score removes the impact of the highest and lowest income.

The first ANOVA analyzed whether the level of importance leaders placed on promoting

intergovernmental cooperation was dependent on the median HH income of the tribes, counties,

and municipalities. To prepare for the ANOVA test, the mean median-HH income of the tribes,

counties, and municipalities was calculated and then two groups were formed. The tribes,

counties, and municipalities with a median HH income less or equal to the mean were put in the

group "$0 to $50,826" and the tribes, counties, and municipalities with a median HH income

higher than the mean were put into the group "$50,826 and higher."

Table 4.3. Means Summary of Median HH Income and Level of Importance Leaders Placed on

Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
$0 to $50,826	19	84	4.421053	1.146199
$50,826 and higher	10	40	4	2.666667

The table above indicated the level of importance leaders placed on promoting intergovernmental

cooperation was highest when the median HH income of the tribes, counties, and municipalities

were in the group of "$0 to $50,826."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(1, 27)} =.703$, $P=.41$. With an F value lower than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed the level of importance leaders placed on promoting intergovernmental cooperation and the homogeneity of the median HH income of each tribe, county, and municipal pairing. To prepare for the ANOVA test, the mean difference between the median HH income of the paired tribes, counties, and municipalities were calculated and then two groups were formed. The tribes, counties, and municipalities with a difference in the median HH income of "$0 to $12,278.33" were put into one group and the tribes, counties, and municipalities with a difference that was higher than the mean of "$12,278.33 and higher" were put into another group.

Table 4.4. Means Summary of the Median HH Income of Each Tribe, County, and Municipality.

SUMMARY				
Groups	Count	Sum	Average	Variance
$0 to $12,278.33	32	119	3.71875	3.17641129
$12,278.33 and higher	16	59	3.6875	3.029166667

The results from the table above indicated the level of importance leaders placed on the promoting intergovernmental cooperation was highest in the group of "$0 to $12,278.33."

The results of the ANOVA test found there was no statistical significance difference between the group means $F_{(1, 46)} =.00333$, $P=.95$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The third ANOVA test analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the median HH income of the individual tribes, counties, and municipalities. To prepare for the ANOVA test, the mean median- HH income of the tribes, counties, and municipalities was calculated and then two groups were

formed. The tribes, counties, and municipalities with a median HH income less or equal to the mean were put in the group "$0 to $50,824" and the tribes, counties, and municipalities with a median HH income higher than the mean were put into the group "$50,824 and higher."

Table 4.5. Means Summary of Median HH Income and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
$0-$50,824	32	69	2.15625	0.587702
$50,824 and higher	18	53	2.944444	0.055556

The table above indicated the level of success in achieving intergovernmental agreement was highest for those tribes, counties, and municipalities with a median HH income in the group of "$50,824 and higher."

The results of the ANOVA test found there was a statistical significance difference between group means $F(1, 48) = 17.93$, $P = .0000103$. With an F value greater than the F critical score and a P value of less than 5%, the null hypothesis was rejected.

The first hypothesis (HIA) was rejected because the ANOVA did not find a statistical significance difference between the group means. The finding validated Collard's (2006) results which found that "the leaders of wealthier communities are more likely to value cooperation between the tribal and municipal governments…., is also not supported by the analysis" (p. 145).

The second hypothesis (HIB) was also rejected because the ANOVA did not find a statistical significance difference between the group means. The results of the ANOVA appear to refute Gillette's (2005) research that income heterogeneity negatively impacts the ability for interlocal cooperation at least between tribal and non-tribal local units of government.

The third hypothesis (HIC) was validated because the ANOVA did find a statistical significance difference between the group means. The group means also found a positive

direction in that as the median HH income of the community rose, so did the level of success in achieving an intergovernmental agreement Therefore, the research validated LeRoux, et. al (2010) findings, "that communities with a very high per capita income opted to enter into interlocal cooperative agreements…rather than doing so themselves" (p. 272).

H2: Percent with a Bachelor's Degree or Higher. The second set of socio-economic hypotheses made the following set of assumptions:

- H2A: The higher percent of the population with a bachelor's degree or higher within a tribe, county, and city, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H2B: The more homogenous each tribe, county, and city are with the % of population with a bachelor's degree or higher, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H2C: The higher percent of the population with a bachelor's degree or higher within a tribe, county, and city, the higher success rates the individual communities will have in achieving intergovernmental agreement.

The percentage of population with a bachelor's degree or higher for each tribal nation, county, and municipality were obtained from data collected from the 2010 Census and 2012-2016 American Community Survey 5-Year Estimates.

The mean, median, and standard deviation of the median percentage of population with a bachelor's degree or higher are shown in the following tables:

Table 4.6. Mean (average) Percent of the Tribal, County, and City Population with a Bachelor's Degree or Higher in Minnesota.

	Tribal	County	City	Total
Mean	12.54%	22.77%	23%	20.45%

The table below summarizes the median and standard deviation of the tribe, county, and municipal data. The closeness of the mean and median data indicated the percentage of population with a bachelor's degree or higher among each tribe, county, and municipality are nearly symmetrically distributed within each population subset.

Table 4.7.   Median and Standard Deviation of the Mean Median Percent of the Tribal, County, and City Population with a Bachelor's Degree or Higher in Minnesota.

	Tribal	County	City	Total
Median	13.80%	22.00%	24.20%	18.40%
SD	0.0487	0.0822	0.1135	0.0974

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the percentage of population with a bachelor's degree or higher. To prepare for the ANOVA test, the mean median percentage with a bachelor's degree or higher of each tribe, county, and municipality was calculated and then two groups were formed. The tribes, counties, and municipalities with a median percentage with a bachelor's degree or higher which was less or equal to the mean were put in the group "0% to 19.94%" and the tribes, counties, and municipalities with a percentage with a bachelor's degree or higher, that was higher than the mean were put into the group "19.94% and higher."

Table 4.8.   Means Summary of Percent with a Bachelor's Degree or Higher and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
0-19.94%	18	71	3.944444	2.29085
19.94% and up	11	53	4.818182	0.163636

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest in tribes, counties, and municipalities with a percentage with a bachelor's degree or higher in the group of "19.94% and higher."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(1, 27)} = 3.47$, $P = .0735$. With an F value lower than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed the level of importance leaders placed on promoting intergovernmental cooperation and the homogeneity of the percentage with a bachelor's degree or higher of each tribal, county, and municipal pairing. To prepare for the ANOVA test, the mean difference between the median percentage with a bachelor's degree or higher of the paired tribes, counties, and municipalities were calculated and then two groups were formed. The tribes, counties, and municipalities with a difference in the median percentage with a bachelor's degree less than or equal to "0% to 10.52%" were put into one group, and the tribes, counties, and municipalities with a difference that was higher than the mean of "10.52% and higher" were put into another group.

Table 4.9. Means Summary of Homogeneity of the Percent with a Bachelor's Degree or Higher of Each Tribe, County, and Municipality.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
0% to 10.52%	31	124	4	2.8
10.52% and up	17	58	3.411765	3.132353

The results from the table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest for those pairings of tribes, counties, and municipalities in the group of "0% to 10.52%."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(1, 46)} = 1.303$, $P = .260$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The third ANOVA test analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the percentage of the population with a bachelor's degree or higher. To prepare for the ANOVA test, the mean median percentage with a bachelor's degree or higher of the tribes, counties, and municipalities was calculated and then two groups were formed. The tribes, counties, and municipalities with a median percentage with a bachelor's degree or higher, and less or equal to the mean, were put in the group "0% to 19.15%." The tribes, counties, and municipalities with a median percentage with a bachelor's degree or higher, that were higher than the mean, were put into the group "19.15% and higher."

Table 4.10. Means Summary of Percent with a Bachelor's Degree or Higher and Level of Success in Achieving Intergovernmental Agreement

SUMMARY

Groups	Count	Sum	Average	Variance
0% - 19.15%	30	69	2.3	0.631034
19.15% and higher	20	53	2.65	0.344737

The table above indicated the level of success in achieving intergovernmental agreement was higher for those tribes, counties, and municipalities with a percentage with a bachelor's degree or higher was in the group of "19.15% and higher."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(1, 48)} = 2.839$, P=.0984. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected

The first hypothesis (H2A) was rejected because the ANOVA did not find a statistical significance difference between the group means. The results of the ANOVA validated Collard's (2006) findings that "the leaders of better educated communities will value cooperation more highly than less educated communities is not supported by the evidence" (p. 145).

The second hypothesis (H2B) was also rejected because the ANOVA did not find a statistical significance difference between the group means. Although, the data from the group means revealed that the more homogenous a community is with the percentage of the population with a bachelor's degree or higher, the greater the level of importance leaders placed on promoting intergovernmental cooperation. The difference between the group means did not rise to a level of statistical significance at the .05 probability level. As a result, the findings of the ANOVA test refute Gillette's (2005) conclusion that "education heterogeneity can also negatively impact the ability for interlocal cooperation" (p. 380).

The third hypothesis (H2C) was also rejected because the ANOVA did not find a statistical significance difference between the group means. The findings from the group means revealed that the more educated a tribe, county, or municipality became the greater the level of success the tribe, county, or municipality had in achieving intergovernmental agreement. The difference, however, did not rise to a level of statistical significance at the .05 probability level.

H3: Population. The third set of socio-economic hypotheses made the following set of assumptions:

- H3A: The larger the population of the tribe, county, and city, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H3B: The more homogenous each tribe, county, and city are with their population, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H3C: The greater the population of the tribe, county, and city, the higher the success rates the individual communities will have in achieving intergovernmental cooperation.

The size of the population for each tribe, county, and municipality were obtained from data collected from the 2010 Census and 2012-2016 American Community Survey 5-Year Estimates. The population mean, median, and standard deviation of the tribes, counties, and municipalities that participated in the research are shown in the following tables:

Table 4.11. Mean (average) Population of the Tribes, Counties, and Municipalities in Minnesota.

	Tribal	County	City	Total
Mean	3,485	58,155	1,047	32,916

The difference in the median and standard deviation indicated there was a wide variation within each of the tribe, county, and municipal population subsets.

Table 4.12. Median and Standard Deviation of the Mean Population of the Tribes, Counties, and Municipalities in Minnesota.

	Tribal	County	City	Total
Median	1,102	28,567	12,124	13,311
SD	3,787	88,944	22,676	66,525

This variation was most evident among the counties with the smallest county with a population of 5,176 and the largest with a population of 398,552.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the population size of the tribes, counties, and municipalities. To prepare for the ANOVA test, the mean- median population of each tribe, county, and municipality that participated in the study was calculated and then two groups were created. The tribes, counties, and municipalities with a median population less or equal to the mean were put in the group "0 to 15,780" and the tribes, counties, and municipalities with a population higher than the mean were put into the group "15,780 and higher."

Table 4.13. Means Summary of Population and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
0-15,780	19	76	4	2.222222222
15,780 and higher	10	48	4.8	0.177777778

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest in those tribes, counties, and municipalities within the population group of "15,780 and higher."

The results of the ANOVA test found there was no statistical significance difference between group means $F(1, 27) = 2.72$, $P=.111$. With an F value lower than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed the level of importance in promoting intergovernmental cooperation and the homogeneity of the population for each tribe, county, and municipal pairing. To prepare for the ANOVA test, the mean difference between the median population of the paired tribes, counties, and municipalities were calculated and then two groups were formed. The tribes, counties, and municipalities with a difference in the median populations of "0 to 37,308" were put into one group and the tribes, counties, and municipalities with a difference that was higher than the mean median populations of "37,308 and higher" were put into another group.

Table 4.14. Means Summary of Homogeneity of the Population of Each Tribe, County, and Municipality

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
0 to 37,308	38	150	3.947368	2.645804
37,308 and higher	10	30	3	3.555556

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest for those paired tribal, county, and municipalities where the difference in their populations was in the group of "0 to 37,308."

The results of the ANOVA test found there was no statistical significance difference between group means F (1, 46) =2.516, P=.120. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The third ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the population size of the tribe, county, and municipality. To prepare for the ANOVA test, the mean median population of the tribes, counties, and municipalities was calculated and then two groups were formed. The tribes, counties, and municipalities with a median population less or equal to the mean were put in the group "0-42,026" and the tribes, counties, and municipalities with a median population higher than the mean were put into the group "42,026 and higher."

Table 4.15. Means Summary of Population and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY				
Groups	Count	Sum	Average	Variance
0-42,026	37	91	2.459459	0.588589
42,026 and higher	13	31	2.384615	0.423077

The results of the table above indicated the level of success in achieving intergovernmental agreement was highest for the tribes, counties, and municipalities in the group within the population group of "42,026 and higher."

The results of the ANOVA found there was no statistical significance difference between group means F (1, 48) =.985, P=.755. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H3A) was rejected because the ANOVA did not find a statistical significance difference between the group means. The results of the ANOVA test also validated

Collard's (2006) findings that "the relationship between importance and the size (population) of the community is not supported by the quantitative analysis" (p. 145).

The second hypothesis (H3B) was also rejected because the ANOVA did not find a statistical significance difference between the group means. Although, the data from the group means indicated a positive direction in that the more homogenous the population pairings were the greater the level of importance leaders placed on promoting intergovernmental cooperation. The difference between the group means did not rise to a level of statistical significance at the .05 probability level. Therefore, the rejection of the hypothesis contradicts the research in the literature review, which found those communities that had a more homogenous population also had a greater level of probability in achieving intergovernmental agreement (Minkoff, 2013).

The third hypothesis (H3C) was also rejected because the ANOVA did not find a statistical significance difference between the group means, and an examination of the group means gathered from the ANOVA found the level of success in achieving intergovernmental agreement was nearly identical between the two groups.

H4: Percent of American Indian. The fourth set of socio-economic hypotheses made the following set of assumptions:

- H4A: The larger the percent of population that is comprised of Native Americans within each tribe, county, and city, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H4B: The more homogenous the percent of Native Americans within each tribe, county, and city are, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H4C: The greater the percent of Native Americans within each tribe, city, and county, the higher success rates the individual communities will have in achieving intergovernmental cooperation.

The percentage of the Native American population for each tribal nation, county, and municipality was obtained from data collected from the 2010 Census and 2012-2016 American Community Survey 5-Year Estimates.

The mean, median, and standard deviation of the percentage of Native American for the tribes, counties, and municipalities are shown in the following tables:

Table 4.16. Mean (Average) Percentage of Native Americans within the Tribes, Counties, and Municipalities in Minnesota.

	Tribal	County	City	Total
Mean	57%	7%	12%	20%

Table 4.17. Median and Standard Deviation of the Percentage of Native Americans within the Tribes, Counties, and Municipalities in Minnesota.

	Tribal	County	City	Total
Median	48%	4%	7%	8%
SD	0.19	0.18	0.09	0.2549

The standard deviation indicates that the tribes and counties have a large variation in the percentage of Native Americans residing within their communities. This could be evident because of the checkerboarding that occurred on reservation land with the passage of the Dawes and Nelson Act, which permitted the settlement of non-tribal members within the reservations.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the percentage of Native Americans residing within each of the tribes, counties, and municipalities. To prepare for the ANOVA test, the mean median percentage of Native Americans of each tribe, county, and municipality was calculated and then two groups were formed. The tribes, counties, and municipalities with a

percentage of Native Americans less or equal to the mean were put in the group "0%-24.49%."

The tribes, counties, and municipalities with a percentage of Native Americans population higher

than the mean were put into the group "24.49% and higher."

Table 4.18. Means Summary of Percent of Native Americans and Level of Importance Leaders

Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
0%-24.49%	18	84	4.666667	0.352941
24.49% and higher	11	40	3.636364	3.254545

The table above indicated the level of importance leaders placed on promoting intergovernmental

cooperation was highest in those tribes, counties, and municipalities where the percentage of

Native Americans was in the group of "0% and 24.49%."

The results of the ANOVA test found there was a statistical significance difference

between group means $F(1, 27) = 5.077$, P=.036. With an F value greater than the F critical score

and a P value of less than 5%, the null hypothesis was rejected.

The second ANOVA analyzed the homogeneity of the tribes, counties, and municipalities

and the percentage of Native Americans that reside in each of the paired communities. To

prepare for the ANOVA test, the mean difference between the median percentage of Native

Americans of the paired tribes, counties, and municipalities were calculated and then two groups

were created. The tribes, counties, and municipalities with a difference in the median percentage

of Native Americans of "0 to 40.55%" were put into one group, and the tribes, counties, and

municipalities with a difference higher than the mean in the percentage of Native Americans of

"40.55% and higher" were put into another group.

Table 4.19. Means Summary of Homogeneity of the Percent of Native Americans within Each

Tribe, County, and Municipality.

Groups	Count	Sum	Average	Variance
0%-40.55%	28	110	3.928571	3.031746
40.55% and higher	20	72	3.6	2.884211

The results from the table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest in those tribal, county, and municipalities where the percent of Native Americans was in the group of "0% to 40.55%."

The results of the ANOVA found there was no statistical significance difference between group means $F (1, 46) = .424$, $P=.52$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The third ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the percentage of Native Americans residing within each of the tribes, counties, and municipalities. To prepare for the ANOVA test, the mean percentage of Native Americans of the tribes, counties, and municipalities was calculated and then two groups were formed. The tribes, counties, and municipalities with a percentage of Native Americans less or equal to the mean were put in the group "0-10.3%" and the tribes, counties, and municipalities with a median percentage of Native Americans higher than the mean were put into the group "10.3% and higher."

Table 4.20. Means Summary of Percent of Native Americans and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
0-10.3%	36	89	2.472	0.54206
10.3% and higher	14	33	2.357	0.55494

The results of the table above indicated the level of success in achieving intergovernmental agreement was highest for those tribes, counties, and municipalities where the percentage of Native Americanswas in the group of "0 to 10.3%."

The results of the ANOVA test found there was no statistical significance difference between group means F (1, 48) =.2446, P=.623. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H4A) was validated because the ANOVA did find a statistical significance difference between the group means. The findings also validated Collard's (2006) hypothesis in the only variable "significant at the .05 level is the percentage of population that is Native American" (p. 145). Collard's (2006) research found that as the percentage of Native Americans increased, the level of importance leaders placed on promoting intergovernmental cooperation also increased. The data in table 4.20, however, pointed in the opposite or in an inverse direction. In other words, as the percentage of Native Americans within a tribe, county, and municipality decreased, the level of importance leaders placed on promoting intergovernmental cooperation increased. The qualitative findings from the personal interviews, in chapter five, can help to explain why the leaders in Minnesota placed a higher level of importance in promoting intergovernmental cooperation with fewer Native Americans residing within their communities, than their counterparts in Oklahoma.

The second hypothesis (H4B) was rejected because the ANOVA did not find a statistical significance difference between the group means. A further examination of the group means generated by the ANOVA found that the more homogenous the communities were, the greater the level of importance those leaders placed on promoting intergovernmental cooperation. The differences, however, did not rise to a level of statistical significance at the .05 probability level. The findings also refuted the research of Minkoff (2013) who found that as the difference in race between jurisdictional dyads decrease, the greater the probability the communities will form an intergovernmental agreement.

The third hypothesis (H4C) was also rejected because the ANOVA did not find a statistical significance difference between the group means. The group mean data also pointed in the opposite, or an inverse direction, in that as the percentage of Native Americans within a tribe, county, and municipality decreased, the level of success in achieving intergovernmental agreement increased. The difference, however, between the group means did not rise to a level of statistical significance at the .05 probability level.

H5: Distance from Tribal, City, and County Government HQ. The fifth set of socio-economic hypotheses made the following set of assumptions:

- H5A: The closer the distance between the tribal, county, and city administrative HQ, the greater the level of importance their leaders placed on promoting intergovernmental cooperation.

- H5C: The closer the distance between the tribal and city and county administrative HQ, the higher the success rates in achieving intergovernmental agreement.

The distance between government centers was determined by entering the physical address of the tribal, county, and municipal administrative HQ into MapQuest, and then calculated the shortest mileage route between the tribal and county or tribal and city administrative HQ.

The mean, median and standard deviation of the distance between the tribal to county or municipal administrative HQ is seen in the following table:

Table 4.21. Mean (Average), Median, and Standard Deviation in Distance Between Miles from the Tribal HQ to the County or City HQ in Minnesota.

	Distance Between in Miles
Mean	34
Median	20
SD	46

The standard deviation found a wide disparity in the distance apart, with the shortest paring being less than a mile apart and the farthest pairing being 238 miles apart. Therefore, the use of the median may be of greater value since the median score removes those outlying distances that are either to distant or close from one another.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the distance between the tribal administrative HQ to the county or municipal administrative HQ. To prepare for the ANOVA test, the mean distance in miles between the government offices for each tribe, county, and municipal pairing was calculated and then two groups were formed. The tribes, counties, and municipalities with a distance, in miles, less or equal to the mean were put in the group "0 to 33.98" and the tribes, counties, and municipalities with a distance higher than the mean were put into the group "33.98 or more miles."

Table 4.22. Means Summary of Distance in Miles Between Government HQs and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
0-33.98	35	120	3.428571	3.134454
33.98 or more miles	12	60	5	0

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest for the tribal, county, and municipal pairing that was in the group of "33.98 or more miles."

The results of the ANOVA test found there was a statistical significance difference between group means $F_{(1, 45)} = 9.318$, P=.004. With an F value greater than the F critical score and a P value of less than 5%, the null hypothesis was rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent to the distance between the tribal administrative HQ to the county or municipality administrative HQ. To prepare for the ANOVA test, the mean distance in miles between government administrative HQ's for each tribe, county, and municipal pairing was calculated and then two groups were formed. The tribes, counties, and municipalities with a distance, in miles, less or equal to the mean were put in the group "0 to 33.80" and the tribes, counties, and municipalities with distance higher than the mean were put into the group "33.80 or more miles."

Table 4.23. Means Summary of Distance in Miles Between Government HQs and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
0-33.80	35	88	2.514286	0.551261
33.80 or more miles	13	29	2.230769	0.525641

The table above indicated the level of success in achieving intergovernmental agreement was highest to the tribe, county, and municipal pairings that was in the group of "0-33.80 miles."

The results of the ANOVA test found there was no statistical significance difference between group means $F(1, 36) =1.40$, $P=.24$. With an F value less than the F critical score and a P value greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H5A) was validated because the ANOVA did find a statistical significance difference between the group means. The finding contradicts Collard's (2006) research which found that the distance between the city and tribal headquarters were not a contributing factor to leaders placing an importance on promoting intergovernmental cooperation. The qualitative results from the personal interviews, in chapter five, can also provide some additional insight and context to why tribal, county, and municipal leaders place a

greater level of importance in promoting intergovernmental cooperation when their administrative offices are farther apart from one another.

The second hypothesis (H5B) was rejected because the ANOVA did not find a statistical significance between the group means. Although, the data from the group means revealed a positive relationship in that the fewer miles apart a tribal administrative HQ was to a county or municipal administrative HQ the greater the level of success in achieving intergovernmental agreement. The difference, however, between the group means did not rise to a level of statistical significance at the .05 probability level.

Attitudinal Hypotheses. The purpose of this section was to replicate Collard's research, testing for reliability, of the following six attitude independent variables of degree of trust, degree of respect, current relationship, past relationship, frequency of communication, and citizen views.   In addition, three more attitudinal independent variables were added from the literature review, personal interviews, and focus group discussions, being; cultural understanding (competency), interpersonal relationships, and balance of power.

The first ANOVA test examined whether there was statistical significance between any of the nine independent variables against the dependent variable which measured the level of importance leaders placed on promoting intergovernmental cooperation. The ANOVA test examined if there was a statistical significance difference between the groups using a 5 -point likert scale of measurement of 1=Strongly disagree, 2=Disagree, 3=Neither Disagree or Agree, 4=Agree, and 5=Strongly agree.

A second ANOVA test examined whether there was statistical significance between any of the nine independent variables against the dependent variable which examined the level of success in achieving intergovernmental agreement. This exploratory research permitted further

testing to determine if Collard's (2006) model for Intercultural Dialogue was an effective tool for promoting intergovernmental cooperation. The ANOVA examined if there was a statistical significance difference between the groups using a 3 -point likert scale of measurement of 1=Limited success, 2=Mixed success, and 3=Very much success.

The below table compared the findings of the five attitudinal independent variables on a 5-point likert scale of 1 to 5 with 1 being the "not all agreement" to 5 being "extremely important," to Collard's (2006) research, which measured the level of importance leaders placed on promoting intergovernmental cooperation:

Table 4.24. Comparison of the Oklahoma and Minnesota Tribes, Counties, and Cities Attitudes Toward Cooperation.

	Oklahoma Tribes	Minnesota Tribes	Oklahoma Cities	Minnesota Cities/Counties
Citizen Views	4.53	3.25	4.19	3.73
Frequence of Contact	3	3.27	2.37	3.45
Current Relationship	4.61	3.54	4.14	3.76
Past Relationship	3.83	2.38	3.79	2.44
Trust	4	3.24	3.79	3.4
Respect	4.15	3.69	4.05	3.48

The results of the table above found that Oklahoma tribes ranked current relationships as most important to them, while the cities in Oklahoma ranked citizen views as most important to them. This compared with the Minnesota findings, which revealed that tribes ranked respect as being most important to them, while the counties and municipalities ranked current relationship as being most important to them. The next section tested the above six attitudinal independent variables against the two dependent variables of the level of importance leaders placed on promoting intergovernmental cooperation and the level of success in achieving intergovernmental agreement.

H6: Trust. The first set of hypotheses made the following assumptions:

- H6A: The greater the level of trust, the greater the level of importance tribal and non-tribal government officials placed on cooperation between their governments.

- H6B: The greater the level of trust, the greater the level of success in achieving intergovernmental agreement.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent to the level of trust. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.25. Means Summary on Trust and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	11	49	4.454545	0.672727
3	21	61	2.904762	3.290476
4 and 5	23	106	4.608696	0.976285

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest in the group of "Agree or Strongly agree."

The results of the ANOVA test found there was a statistical significance difference between group means $F_{(2, 52)}$ =9.87, P=.000232. With an F value greater than the F critical score and a P value lower than 5%, the null hypothesis was rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the level of trust. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.26. Means Summary of Trust and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	7	11	1.571429	0.285714
3	14	37	2.642857	0.247253
4 and 5	22	62	2.818182	0.251082

The table above indicated the level of success in achieving intergovernmental success was at its highest when the level of trust was in the group of "Agree or Strongly agree."

The results of the ANOVA test found there was a statistical significance difference between group means $F_{(2, 40)} = 16.475$, P=.0000060. With an F value greater than the F critical score and a P-value of lower than 5%, the null hypothesis was rejected.

The first hypothesis (H6A) was validated because the ANOVA did find a statistical significance difference between the group means. The findings of the ANOVA also affirmed Collard's (2006) hypothesis that "the greater the degree of trust, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100).

The second hypothesis (H6B) was also validated because the ANOVA did find a statistical significance difference between the group means. A further examination of the group means generated from the ANOVA also found a positive direction between the groups, indicating as the level of trust increased so did the level of success in achieving intergovernmental agreement. The data from both tests helped to validated Collard's (2006) Intercultural Dialogue Model in that trust is essential in promoting intergovernmental cooperation and achieving intergovernmental cooperation.

H7: Mutual Respect. The first set of hypotheses made the following assumptions:

- H7A: The greater the level of mutual respect, the greater the level of importance tribal and non-tribal government officials placed on cooperation between their governments.

- H7B: The greater the level of mutual respect, the greater the level of success in achieving intergovernmental agreement.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the level of mutual respect. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.27. Means Summary on Mutual Respect and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	9	42	4.666667	0.5
3	7	28	4	1
4 and 5	40	151	3.775	2.948077

The table above indicated the level of importance leaders placed on promoting intergovernmental was highest when the level of respect was in the group of "Strongly Disagree or Disagree."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(2, 53)}$ =1.243, P=.30. With an F value lower than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the level of respect. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.28. Means Summary of Mutual Respect and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	6	10	1.666667	0.666667
3	4	9	2.25	0.25
4 and 5	33	91	2.757576	0.251894

The table above indicated the level of success in achieving intergovernmental agreement was highest when the level of respect was in the group of "Agree or Strongly Agree."

The findings from the ANOVA test found there was a statistical significance difference between the group means $F_{(2, 40)} =10.064$, P=.000197. With an F value higher than the F critical score and a P value of less than 5%, the null hypothesis was rejected.

The first hypothesis (H7A) was rejected because the ANOVA did not find a statistical significance difference between the group means. The findings also rejected Collard's (2006) hypothesis that "the greater degree of mutual respect, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p.100 and 157).

The findings from Collard's (2006) Oklahoma study, along with the above findings, found that tribes, counties, and municipalities valued trust over respect. One would presume, then, that the data from the group means gathered from the ANOVA would have showed a positive direction, in that as the degree of mutual respect among the groups increased, the level of importance leaders placed on promoting intergovernmental cooperation would have also increased. Rather, the data from the group means indicated the opposite; as the degree of mutual respect between the groups decreased, the level of importance leaders placed on promoting intergovernmental cooperation increased. A further inquiry of the qualitative data, in chapter five, can help to provide greater insight into why the findings from the ANOVA test differed from the hypothesis.

The second hypothesis (H7B) was validated because the ANOVA did find a statistical significance difference between the group means. A closer examination of the group means, from the ANOVA, pointed to a positive direction, meaning that as the level of respect increased, the level of success in achieving intergovernmental agreement increased. The rejection of the first hypothesis, but validation of the second may also help to explain why Alcantara and Nelles (2010) found that "service agreements in the past do not necessarily mean that other types of relationship between communities will necessarily evolve in the future" (p. 26). In other words, as respect is gained from the development of an agreement, the gained level of respect does not necessarily strengthen a community's view toward achieving further cooperation and agreement.

H8: Citizen Views. The first set of hypotheses made the following assumptions:

- H8A: The greater the citizen's views concerning cooperation, the greater the perceived level of importance tribal and non-tribal government officials placed on cooperation between their governments.

- H8B: The greater the citizen views concerning cooperation, the greater the level of success in achieving intergovernmental agreement.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the level of citizen views concerning cooperation. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.29. Means Summary on Citizen Views and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation

SUMMARY

Groups	Count	Sum	Average	Variance
3	11	43	3.909091	1.690909
4 and 5	18	83	4.611111	0.957516

Since there needs to be more than 1 respondent in each group and only 1 response was reported in the group "1 and 2," that group was removed from the statistical analysis. Therefore, with just the two remaining groups, the above table revealed that the level of importance leaders placed on promoting intergovernmental cooperation was highest when the level of citizen views concerning cooperation was in the group of "Agree or Strongly Agree."

The results of the ANOVA test found there was no statistical significance difference between the group means $F_{(1, 27)}$ =4.21, P=.1096. With an F value greater than the F critical score and a P value greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving inter-governmental agreement was at all dependent on the level of citizen views concerning cooperation. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.30. Means Summary of Citizen Views and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	4	12	3	0
3	14	36	2.571429	0.417582
4 and 5	24	60	2.5	0.521739

The table above indicated the level of success in achieving intergovernmental agreement was highest when citizen views towards cooperation was in the group of "Neither Disagree or Agree."

The results of the ANOVA test found there was no statistical significance difference between the group means $F_{(2, 39)}$ =.959, P=.39. With an F value lower than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H8A) was rejected because the ANOVA did not find a statistical significance difference between the group means. The results of the ANOVA test also refuted Collard's (2006) hypothesis that "the greater the citizens' views concerning cooperation, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100). An examination of the group means, however, revealed a positive direction in that as the level of citizen views concerning cooperation increased, the level of importance leaders placed on intergovernmental also increased. The difference, however, between the group means did not rise to a level of statistical significance at the .05 probability level.

The second hypothesis (H8B) was also rejected because there was no statistical significance difference between the group means. An examination of the group means, taken from the ANOVA, also revealed a negative direction in the data. This negative direction indicated that as citizen views concerning cooperation decreased, the level of success in achieving intergovernmental agreement also decreased. The difference, however, between the group means did not rise to a level of statistical significance at the .05 probability level.

H9: Current Relationship. The first set of hypotheses made the following assumptions:

- H9A: The better the current relationship between the cities, counties, and tribes, the greater the level of importance tribal and non-tribal government officials placed on cooperation between their governments.

- H9B: The better the current relationship between the cities, counties, and tribes, the greater the level of success in achieving intergovernmental agreement.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the current relationship. The groups were

labeled as follows; "1 and 2" = Very Poor or poor, "3" = Neither Poor or Good, and "4 and 5" = Good or Very Good.

Table 4.31. Means Summary on Current Relationship and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	5	20	4	1
3	13	47	3.615385	2.75641
4 and 5	32	128	4	2.774194

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was best when the current relationship between the governments was split between the two groups of "Very Poor or Poor" and "Good or Very Good."

The results of the ANOVA test found there was no statistical significance difference between group means $F (2, 47) = 3.195$, $P=.76$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the level of the current relationship. The groups were labeled as follows; "1 and 2" = Very Poor or Poor, "3" = Neither Poor or Good, and "4 and 5" = Good or Very Good.

Table 4.32. Means Summary of Current Relationship and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	3	5	1.666667	1.333333
3	7	19	2.714286	0.238095
4 and 5	33	95	2.878788	0.797348

The table above indicated the level of success in achieving intergovernmental agreement was highest when the current relationship was in the group of "Good and Very Good."

The results of the ANOVA test found there was no statistical significance difference between the group means F (2, 40) =2.745, P=.076. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H9A) was rejected because the ANOVA did not find a statistical significance difference between the group means. The findings from the ANOVA test also rejected Collard's (2006) hypothesis that "the greater the current relationship, the greater the perceived level of importance tribal and municipal officials place on cooperation between their governments" (p. 100). This data came unexpected, given the overall improvement in the current relationships (3.64 out of 5 with 5 being "Very Good") between the tribes, counties, and municipalities in Minnesota to that of 5 years ago (2.41 out of 3 with 3 being "Yes"). The finding of the group means gathered from the ANOVA perhaps also suggests that a stronger relationship can contribute toward a greater willingness among leaders to promote intergovernmental cooperation.   However, just the strength of the relationship, all things being equal, is not by its own merit strong enough to overcome the other barriers of cooperation.

The second hypothesis (H9B) was also rejected because the ANOVA did not find a level of statistical significance difference between the group means. A further examination of the group means generated by the ANOVA supported a positive direction, meaning as the current relationship improved the level of success in achieving intergovernmental agreement increased. The differences, however, between the group means did not rise to a level of statistical significance at the .05 probability level.

H10: Past Relationship. The first set of hypotheses made the following assumptions:

- ▪ H10A: The better the past relationship between the tribes, counties, and cities, the greater the level of importance tribal and non-tribal government officials placed on cooperation between their governments.

- ▪ H10B: The better the past relationship between the tribes, counties, and cities, the greater the level of success in achieving intergovernmental agreement.

This ANOVA analyzed whether the level of importance in promoting intergovernmental cooperation was at all dependent on if the relationship with the elected or appointed leaders of the tribes, counties, and municipalities changed for the better more so now than 5 years ago. The groups were labeled as follows; "1" = No, "2" = Neither No or Yes, and "3" = Yes.

Table 4.33. Means Summary on Past Relationship and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation

SUMMARY

Groups	Count	Sum	Average	Variance
1	9	36	4	1.75
2	13	49	3.769231	3.025641
3	29	111	3.827586	2.933498

The above table indicated the level of importance leaders placed on promoting intergovernmental cooperation when the relationship changed for the better, more so now than 5 years ago, was in the group of "No."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(2, 48)}$ =.054, P=3.19. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on if the relationship with the elected or appointed leaders of the tribes, counties, and cities changed for the better more so now than 5

years ago. The groups were labeled as follows; "1" = No, "2" = Neither No or Yes, and "3" = Yes.

Table 4.34. Means Summary of Past Relationship and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1	7	16	2.285714	0.904762
2	7	20	2.857143	0.142857
3	29	76	2.62069	0.3867

The above table indicated the level of success in achieving intergovernmental agreement was highest when the relationship changed for the better, more so now than 5 years ago, in the group of "Neither No or Yes."

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(2, 40)}$ =1.36, P=2.32. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H10A) was rejected because the ANOVA did not find a statistical significance difference between the group means. An examination of the group means, generated by the ANOVA, did not find a direction in the data.

The second hypothesis (H10B) was also rejected because the ANOVA did not find any level of statistical significance difference between the group means. An examination of the group means, generated by the ANOVA, also did not find a direction in the data.

H11: Frequency of Communication. The first set of hypotheses made the following assumptions:

- H11A: The greater frequency in communication, the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

- ▪ H11B: The greater frequency in communication, the greater the level of success in achieving intergovernmental agreement.

This ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the level of frequency in communication. The groups were labeled as follows; "1 and 2" = Annually or Semi-annually, "3 and 4" = Quarterly or Monthly, and "4 and 5" = Weekly or Daily.

Table 4.35. Means Summary of Frequency of Communication and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
1 and 2	17	62	3.647059	3.242647
3 and 4	17	66	3.882353	2.985294
5 and 6	14	57	4.071429	1.60989

The above table indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest when the frequency of communication was in the group of "Weekly or Daily."

The results of the ANOVA test found there was no statistical significance difference between group means $F (2, 45) = .262$, $P=.77$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the level of frequency in communication. The groups were labeled as follows; "1 and 2" = Annually or Semi-Annually, "3 and 4" = Quarterly or Monthly, and "4 and 5" = Weekly or Daily.

Table 4.36. Means Summary of Frequency of Communication and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
1 and 2	11	25	2.272727	0.618182
3 and 4	15	40	2.666667	0.380952
5 and 6	11	31	2.818182	0.163636

The above table indicated the level of success in achieving intergovernmental agreement was

highest when the frequency of communication was in the group of "Weekly or Daily."

The results of the ANOVA test indicated there was no statistical significance difference

between group means $F (2, 34) = 2.285$, $P = .117$. With an F value less than the F critical score

and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H11A) was rejected because the ANOVA did not find a statistical

significance difference between the group means. Although the findings from the first ANOVA

did not validate Collard's (2006) hypothesis that "the greater the frequency of contact between

municipal and tribal officials, the greater the perceived level of importance tribal and municipal

officials place on cooperation between their governments" (p. 100); the data from the group

means gathered from the ANOVA indicated a positive direction that as the frequency of

communication increased so did the level of importance leaders placed on promoting

intergovernmental cooperation. The difference, however, did not rise to a level of statistical

significance. Therefore, a further inquiry of the qualitative data, in chapter five, can help to

provide greater insight into why the findings from the ANOVA test differed from the hypothesis.

The second hypothesis (H11B) was also rejected because the ANOVA did not find a level

of statistical significance between the group means. Although, the data from the group means

pointed to a positive direction, in that as the frequench5y of communication increased, so did the

level of success in achieving intergovernmental agreement; the difference between the group

means did not rise to a level of statistical significance at the .05 probability level.

Three added attitudinal independent variables were obtained from the research found in the literature review and focus group discussions. The below table summarizes the mean scores of the three variables. The first variable, which examined the understanding of the culture, laws, and rights of the other party used a 4-point likert scale of 1 to 4 with "1" being no priority, "2" being low priority, '3" being median priority, and "4" being high priority. The second variable, which examined interpersonal ties used a 5 – point likert scale of 1 to 5 with "1" being the not all agreement to "5" being extremely important. The last variable on power balance, used a 3-point likert scale of 1 to 3 with "1" being less, "2" being equal, and "3" being more.

Table 4.37. Comparison of the Remaining Attitudes Toward Cooperation among the Minnesota Tribes, Counties, and Cities.

	Tribes	Counties and Cities
Understanding culture and historic rights (ranked on priority)	3	2.75
Interpersonal Ties (ranked on strength)	2.84	3.11
Power Balance	1.82	1.85

This next section tested these three attitudinal independent variables against the two dependent variables of the level of importance leaders placed on promoting intergovernmental cooperation and the level of success in achieving intergovernmental agreement.

H12: Understanding Culture and Rights. The first set of hypotheses made the following assumptions:

- H12A: The greater degree of understanding each other's culture and rights, the greater the level of importance tribal and non-tribal government officials placed on cooperation between their governments.

- H12B: The greater degree of understanding each other's culture and rights, the greater the level of success in achieving intergovernmental agreement.

The first ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the degree of understanding each other's culture, laws, and rights. The groups were labeled as follows; "1" = No Priority, "2" = Low Priority, "3" = Medium Priority, and "4" = High Priority.

Table 4.38. Means Summary of Understanding Each Other's Culture and Rights and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
1	4	15	3.75	3.583333
2	5	22	4.4	0.3
3	11	43	3.909091	2.690909
4	10	46	4.6	1.6

The table above indicated the highest level of importance leaders placed on promoting intergovernmental cooperation was when the understanding of each other's culture, laws, and rights was in the group of "High Priority."

The results of the ANOVA test found there was no statistically significant difference between group means $F_{(3, 26)} = .576$, P=.58. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving intergovernmental agreement was at all dependent on the degree of understanding each other's culture, laws, and rights. The groups were labeled as follows; "1" = No Priority, "2" = Low Priority, "3" = Medium Priority, and "4" = High Priority.

Table 4.39. Means Summary of Understanding Each Other's Culture, Laws, and Rights and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY				
Groups	Count	Sum	Average	Variance
1	6	14	2.333333	0.666667
2	6	16	2.666667	0.266667
3	17	41	2.411765	0.632353
4	11	32	2.909091	0.090909

The table above indicated the level of success in achieving intergovernmental agreement was highest when the ability for each other to understand each other's culture, laws, and rights was in the group of "High Priority."

The results of the ANOVA found there was no statistical significance difference between group means $F(3,36)=1.59$, $P=2.86$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H12A) was rejected because the ANOVA did not find a statistical significance difference between the group means. The findings from the first ANOVA refuted the hypothesis that gaining an understanding of each other's culture, laws, and rights did not increase the level of importance leaders placed on promoting intergovernmental cooperation. A closer examination of the group means generated from the ANOVA test found no direction in the data, but found that those leaders that did not place any priority in understanding the culture, laws, and rights of the other party were least likely to promote intergovernmental cooperation. The data from the group means also found those leaders that placed the highest priority in understanding the culture, laws, and rights of the other party were the most willing to promote intergovernmental cooperation. The difference , however, between the group means did not rise to a level of statistical significance.

The second hypothesis (H12B) was also rejected because the ANOVA did not find a statistical significance difference between the group means. The results from the second ANOVA also refuted the second hypothesis in which gaining an understanding of each other's culture,

laws, and rights did not influence the level of success in reaching intergovernmental agreement. A closer examination of the group means generated from the ANOVA test also found no direction in the data, but found that those leaders that did not place any priority in understanding the culture, laws, and rights of the other party were the least likely to have success in achieving intergovernmental agreement. The data from the group means also indicated those leaders that placed the highest priority in understanding the culture, laws, and rights of the other party were most likely to reach success in achieving intergovernmental agreement. The difference, however, between the group means did not rise to a level of statistical significance.

H13: Power Balance. The first set of hypotheses made the following assumptions:

- H13A: The greater degree in being able to reach equilibrium when exercising power and authority, during the negotiation of an intergovernmental agreement, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

- H13B: The greater degree in being able to reach equilibrium when exercising power and authority, during the negotiation of an intergovernmental agreement, the greater the level of success in achieving intergovernmental agreement.

This ANOVA analyzed whether the level of importance in promoting intergovernmental cooperation was at all dependent on how each party viewed each other's balance of power and authority. The groups were labeled as follows; "1" = Less, "2" = Equal, and "3" = More. Table 4.40. Means Summary of Power Balance and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
1	13	46	3.538462	3.435897
2	25	100	4	2.583333
3	4	16	4	1.333333

The table above identified the level of importance leaders placed on promoting

intergovernmental cooperation was highest when each other's level of power and authority was

split equally in the groups of "Equal" and "More."

The results of the ANOVA test found there was no statistical significance difference

between group means $F_{(2, 39)}$ =.348, P=3.24. With an F value less than the F critical score and

a P value of greater than 5%, the null hypothesis was not rejected.

This ANOVA analyzed whether the level of success in achieving intergovernmental

agreement was at all dependent on how each party views each other's balance of power and

authority. The groups were labeled as follows; "1" = Less, "2" = Equal, and "3" = More.

Table 4.41. Means Summary of Power Balance and Level of Success in Achieving

Intergovernmental Agreement.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
1	10	21	2.1	0.544444
2	21	58	2.761905	0.290476
3	2	5	2.5	0.5

The table above indicated the level of success in achieving intergovernmental agreement was

highest when the balance of power and authority was in the group of "Equal."

The results of the ANOVA test found there was no statistical significance difference

between the group means $F_{(2, 30)}$ =3.978, P=3.316. With an F value greater than the F critical

score and a P value of less than 5%, the null hypothesis was rejected.

The first hypothesis (H13A) was rejected because the ANOVA did not find a statistical

significance difference between the group means. The finding can lead one to interpret that the

balance of power and authority does not have any influence on the willingness for leaders to promote intergovernmental cooperation. This countered the research from the literary review and focus group discussions which found when tribes, counties, and municipalities are viewed as having an unequal position at the bargaining table there is a reluctance among the leaders of a tribe, county, or municipality to cooperate.

The second hypothesis (H13B) also found no statistical significance difference between the group means. Although, the findings from the group means found that when leaders viewed their level of power and authority as being equal, they were more successful in achieving intergovernmental agreement; the difference did not rise to a level of statistical significance.

H14: Interpersonal Ties. The first set of hypotheses made the following assumptions:

- H14A: The greater intensity of the interpersonal ties between the leaders of the other dyads, the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

- H14B: The greater intensity of the interpersonal ties between the leaders of the other dyads, the greater the level of success in achieving intergovernmental agreement.

This ANOVA analyzed whether the level of importance in promoting intergovernmental cooperation was at all dependent on the intensity of interpersonal ties. The groups were labeled as follows; "1" = Absent, "2 and 3" = Very Weak to Weak, and "4 and 5" = Strong to Very Strong.

Table 4.42. Means Summary of Interpersonal Ties and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
1	12	45	3.75	2.386364
2 and 3	14	58	4.142857	1.978022
4 and 5	22	84	3.818182	2.917749

The table above indicated the level of importance in promoting intergovernmental cooperation

was highest when the intensity of the interpersonal ties was in the group of "Very Weak to

Weak."

The results of the ANOVA test found there was no statistical significance difference between

group means F (2, 45) =.247, P=.78. With an F value less than the F critical score and a P value

of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether the level of success in achieving

intergovernmental agreement was at all dependent on the intensity of interpersonal ties. The

groups were labeled as follows; "1" = Absent, "2 and 3" = Very Weak to Weak, and "4 and 5" =

Strong to Very Strong.

4.43. Means Summary of Interpersonal Ties and Level of Success in Achieving

Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1	5	12	2.4	0.8
2 and 3	12	24	2	0.545455
4 and 5	21	62	2.952381	0.347619

The table above indicated the level of success in achieving intergovernmental agreement was

highest when the intensity of interpersonal ties was in the group of "strong to very strong."

The results of the ANOVA test found there was a statistical significance difference

between the group means F (2, 35) =7.704, P=.0017. With an F value greater than the F critical

score and a P value of less than 5%, the null hypothesis was rejected.

The first hypothesis (H14A) was rejected because the ANOVA did not indicate a statistical significance difference between the group means. A further examination of the group means generated by the ANOVA revealed there was no direction in the data. Therefore, the findings from the group means of the ANOVA test can lead one to interpret that interpersonal ties has no influence on the willingness for leaders to promote intergovernmental cooperation. However, the research in the literature review, as well as some of the responses from the quantitative survey responses would lead one to interpret that interpersonal ties are important to promoting intergovernmental cooperation or at least in the achievement of an intergovernmental agreement. A further examination of the qualitative findings, found in the next chapter, is meant to shed some insight into why this hypothesis was refuted.

The second hypothesis (H14B) was validated because the ANOVA did find a statistical significance difference between the group means. A further examination of the group means generated by the ANOVA also found no direction in the data; but found the level of success in achieving intergovernmental agreement was highest when the intensity of interpersonal ties was in the group of "strong to very strong." This affirmed the research from Alcantara and Nelles (2016) which found the establishment of social ties did lead to a greater willingness of political actors to consider formal intergovernmental partnerships.

Mutuality of Issues Hypotheses. Collard (2006) found the below seven issues to be the most critical to tribes and municipalities in Oklahoma. The below table compared these seven issues, based on a 5 -point likert with 1 being "Not all agreement" to 5 being "Extremely important," to those tribes, counties and municipalities in Minnesota and the tribes and municipalities from Collard's Oklahoma study:

Table 4.44. Comparison of the Oklahoma and Minnesota Tribes, Counties, and Cities Mutuality of Issues.

	Collard Tribe	Berg Tribe	Collard City	Berg Counties and Cities
Taxation	4.07	3.11	4.17	3.611
Sovereignty	4.61	4.78	3.73	3.05
Gaming	4.07	4.44	3.74	2.5
Transportation	4.15	3.89	3.74	3.55
Water and Wastwater	4.32	4.22	4.03	4
Economic Development	4.53	4.33	4.32	4.25
Public Safety/Law Enforce	4.15	4.56	3.93	4.65

Compared to Collard's (2006) findings, sovereignty was identified as the most important issue among the tribal nations in Oklahoma and Minnesota. Sovereignty ranked least among the municipalities that responded in Oklahoma, and 2nd to last among the counties and municipalities in Minnesota.

In Minnesota, the issue of public safety and law enforcement ranked highest among the counties and municipalities and 2nd highest, only behind the issue of sovereignty, among tribes that responded to the survey. A possible explanation to why law enforcement and public safety were so prominent of an issue in Minnesota, compared to a 4th place tie among the tribes and 3rd place among the cities in Oklahoma, may be attributed to Minnesota being a PL280 state, while Oklahoma is not. However, a different explanation from one of the personal interviews indicated the reason public safety is not a result of Minnesota being a PL280 state, but rather because of the current drug and opioid crises.

Economic Development was also identified among the tribes, counties, and municipalities in Minnesota and Oklahoma as being a mutually important issue. In the personal interviews and focus group discussion, there was a strong commitment among the tribal, county,

and municipal leaders to promote economic development. Tribes see economic development as a means of enhancing self-governance, and counties and municipalities see economic development as a means of enhancing the tax base. However, both see the benefits of economic development of improving the quality of life and raising the standard of living for their constituents.

The issue of taxation was a high concern among the counties and municipalities in Minnesota and the municipalities in Oklahoma but ranked low for the tribes in Minnesota and Oklahoma. The issue of taxation is a divisive issue since property taxes make up a significant portion of the revenue stream for counties and municipalities, and tribal trust land is exempt from state and local tribal property taxes. The issue of gaming was a high concern among the tribes in Minnesota but was less of a concern for the counties and municipalities in Minnesota. The figures in Table 4.44 also revealed that gaming was less of an issue for the tribes and more of an issue for the cities in Oklahoma than in Minnesota. An examination of the qualitative data from the personal interviews is meant provide some additional insight to why, at the time of Collard's research, the issue of gaming is not as important to tribes in Oklahoma, as it is in Minnesota.

Four issues additional issues of mutuality were explored primarily because Collard's (2006) research did take into consideration county governments. Therefore, the table below lists the four additional issues of mutuality that were added based on the feedback from the focus groups. The table ranks each of the below issues of mutuality on a 5 -point likert scale with 1 being "Not all important" to 5 being "Extremely important":

Table 4.45. Comparison of the Remaining Mutuality of Issues among the Minnesota Tribes, Counties, and Municipalities.

	Tribe	Cities and Counties
Environmental Protection, Sanitation, Natural Resources, and Parks and Recreation	4.625	4.048
Mental Health, Child Welfare, and Human Services	4.625	4.048
Fire Protection	4.5	3.857
Land Use	4	3.833

Environmental protection, sanitation, natural resources, and parks and recreation and mental health, child welfare, and human services tied highest among the Minnesota tribes, counties, and municipalities that responded to the survey. Since many of the Minnesota's tribes, counties, and municipalities are in rural areas, these rural areas are surrounded by an abundance of lakes, rivers, wetlands, and forested areas that are deeply cherished for their natural beauty. The state's natural resources also has a sustainable tourism and food-based economy, which supports the economies of Minnesota's tribal nations, counties, and municipalities.

Mental health, child welfare, and human services also tied highest among the tribes and counties that participated in the research. Specifically mentioned, among the focus group participants, was the ability to properly fund and service out-of-home placements, foster care, and other health-related service delivery programs to native families and children. Another concern that was raised by one of the respondents was ability to address the concern that too many Native American children are being placed in non-native homes far removed from their culture, communities, and families.

The issue of fire protection also ranked high among the other issues of mutual importance. Minnesota tribes placed a greater level of importance on fire protection than the counties and municipalities, perhaps because few tribes operate their own fire departments. Since many of the fire departments are operated by a city or township, many of the tribes have either entered into a service agreement or made a monetary contribution to support the local fire departments in their area.

The issue of land use ranked the least among the four other issues but ranked 4.0 (out of 5 with 5 being "Extremely Important") among the tribes and 3.83 (out of 5 with 5 being "Extremely Important") among the counties and municipalities in Minnesota. Since Minnesota is a PL280 state, local land use and zoning controls cannot be exerted onto Indian Country (American Indian Tribes, and State Government, 2017). As a result, many of the tribes, counties, and municipalities in Minnesota have enacted their own zoning and land use controls, creating the potential for conflict due to overlapping jurisdictional issues.

An ANOVA test was conducted to determine whether there was any statistical significance among any of the 11 mutual issues independent variables against the dependent variable of the level of importance leaders placed on promoting intergovernmental cooperation. The table below summarizes the results of the 11 ANOVA tests:

Table 4.46. ANOVA Results for 11 Mutuality of Issues and the Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

Issues	df	F	p
Taxation	2,26	0.6	0.56
Gaming	2,26	3.68	.04*
Economic Developmnet	2,26	0.08	0.93
Water and Wastewater	2,26	0.49	0.62
Environment and Natural Resources	2,26	0.25	0.78
Public Safety and Law Enforcement	2,26	0.33	0.72
Fire Protection	2,26	0.36	0.7
Land use	2,26	0.45	0.64
Mental Health, Child Welfare, and Health	2,26	0.01	0.99
Tribal Sovereignty	2,26	0.49	0.62

The only variable, from the ANOVA test, to show any level of statistical significance was with the issue of gaming. The table below reveals the data of the group means from the ANOVA test. The groups were labeled as follows; "1" = not at all important to "5" = extremely important.

Table 4.47. Mean Summary of Gaming and Level of Importance Leaders Placed on Promoting

Intergovernmental Cooperation.

SUMMARY				
Groups	Count	Sum	Average	Variance
1 and 2	13	61	4.692308	0.230769
3	4	20	5	0
4 and 5	12	43	3.583333	2.992424

The table above indicated the level of importance leaders placed on promoting intergovernmental

cooperation was highest when the issue of gaming was in the group of 3= "Neither Important or

Important."

The results of the ANOVA test found there was a statistical significance difference

between group means $F_{(2, 26)}$ =3.68, P=.04. With an F value greater than the F critical score

and a P value lower than 5%, the null hypothesis was rejected.

The fact that gaming was the only issue of mutuality that led to tribal, county, and

municipal leaders to promote intergovernmental cooperation did not surprise some of the

respondents, given tribes are in a better position to negotiate agreements that can be more

favorable to them, due in part because of what tribal gaming has been able to do to improve the

self-governing capabilities of tribes. However, what surprised the respondents was the data from

the group means, which found that the leaders placed the greatest level of importance in

promoting intergovernmental cooperation when the issue of gaming was neither important or

important.

Although the findings from the first set of ANOVA tests rejected all the hypothesis except

for gaming, the group means data collected from the ANOVA results provide some insight into

the saliency of certain key issues.   The only issue of mutuality to have a positive direction was

economic development. In other words, the greater the saliency of economic development the

greater the level of importance leaders placed on promoting intergovernmental cooperation. The difference, however, in the group means did not rise to a level of statistical significance.

Another ANOVA test was conducted to determine whether there was statistical significance among the 11 independent variables of mutuality and the dependent variable of the level of success in achieving intergovernmental agreement. The table below summarizes the results of the 11 ANOVA tests:

Table 4.48. ANOVA Results for 11 Mutuality of Issues and Level of Success in Achieving Intergovernmental Agreement.

Issues	df	F	p
Taxation	2,33	1.77	0.32
Gaming	2,35	0.12	0.89
Economic Developmnet	2,32	0.38	0.69
Water and Wastewater	2,35	1.15	0.055
Environment and Natural Resources	2,35	0.61	0.55
Public Safety and Law Enforcement	2,26	0.33	0.72
Fire Protection	2,35	0.29	0.75
Land use	2,35	0.37	0.9
Mental Health, Child Welfare, and Health	2,35	1.16	0.32
Tribal Sovereignty	2,35	0.79	0.46

This second set of ANOVA tests rejected all the 11 key issues of mutuality against the level of success in achieving intergovernmental agreement. Nevertheless, the data from the group means collected from the ANOVA tests did provide some insight into the saliency of certain key issues. Specifically, while the issue of environmental protection, sanitation, natural resources, and parks and recreation did not rise to a level of statistical significance, the p-value was .055. Therefore, one might consider the results to be marginal, meaning there could be a weak relationship to either support or reject the null hypothesis.

Also a further examination of the data of the means groups found a positive direction with the three issues of economic development; water and wastewater; and environment

protection, sanitation, natural resources, and park recreation. The data revealed that as the saliency of the three issues increased so did the level of success in achieving intergovernmental agreement, but not at a level of statistical significance.

Governance Structure Hypotheses. This next section of the chapter tested the following set of hypotheses relating to the governance structure of tribes, counties, and municipalities:

- H26 - The lesser degree of elected official turnover, the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

- H27- The lesser degree of appointed official turnover, the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

- H28 - The greater the number of the elected governing body of the tribe or local government that is chosen at-large, the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

H26: Elected Turnover. This ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on the degree of elected official turnover. Since less than half of the survey respondents responded to this question, only two groups were formed to ensure there was an adequate sample size for each group. The groups were labeled as follows; "0-2" = zero to two elected officials and "3-5" = three to five elected officials.

Table 4.49. Means Summary of Elected Official Turnover and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
0 to 2	12	47	3.916667	2.44697
3 to 5	15	63	4.2	2.028571

The table above indicated the level of importance leaders placed on promoting intergovernmental

cooperation was highest when there was a turnover in the group of "3 to 5" elected officials

within the past five years.

The results of the ANOVA found there was no statistical significance difference between

the groups $F(1, 25) = .24$, $P = .63$. With an F value less than the F critical score and a P value

greater than 5%, the null hypothesis was not rejected.

The first hypothesis (H26) was rejected because the ANOVA did not find any statistical

significance difference between the group means. The results of the group means from the

ANOVA test found the level of importance leaders placed on promoting intergovernmental

cooperation was higher among tribes, counties, and municipalities with a higher turnover of

elected officials. The difference, however, between the group means did not rise to a level of

statistical significance.

H27: Appointed Turnover. This ANOVA analyzed whether the level of importance

leaders placed on promoting intergovernmental cooperation was at all dependent on the degree of

appointed official turnover. Since fewer than 11 of the survey respondents responded to this

question, only two groups were formed to ensure there was an adequate sample size for each

group. The groups were labeled as follows; "0-1" = 0 or 1 Appointed Official(s) and "2 or More"

= 2 or More Appointed Officials.

Table 4.50. Means Summary of Appointed Official Turnover and Level of Importance Leaders

Placed on Promoting Intergovernmental Cooperation.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
0-1	9	42	4.666667	0.5
2 or More	5	17	3.4	4.8

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest when there was "0 or 1" in the turnover of appointed officials within the past five years.

The results of the ANOVA test found there was no statistical significance difference between the group means F (1, 12) =2.667, P=.13. With an F value less than the F critical score and a P value greater than 5%, the null hypothesis was not rejected.

The second hypothesis (H27) was rejected because the ANOVA did not find a statistical significance difference between group means. An examination of the group means gathered from the ANOVA test found the level of importance leaders placed on promoting intergovernmental cooperation was highest when there was little to no turnover in the appointed officials. The difference, however, between the group means did not rise to a level of statistical significance.

H28: Elected Body Make-Up. This ANOVA analyzed whether the level of importance leaders placed on promoting intergovernmental cooperation was at all dependent on if all the elected officers were elected at-large. The groups were labeled as follows; "1" = At- large, "2" = By ward, and "3" by a Combination of At-large. or by ward.

Table 4.51. Means Summary of Elected Body Make-up and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY				
Groups	*Count*	*Sum*	*Average*	*Variance*
1	8	28	3.5	2.857143
2	13	60	4.615385	0.589744
3	10	44	4.4	1.6

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest among tribes, cities, and counties in the group of "By ward."

The results of the ANOVA found there was no statistical significance difference between the group means F (2, 28) =2.18, P=.13. With an F value less than the F critical score and a P value greater than 5%, the null hypothesis was not rejected.

The findings of the third hypothesis (H28) was rejected because the ANOVA did not find a statistical significance difference between the group means. An examination of the group means gathered from the ANOVA found that leaders who placed a level of importance on promoting intergovernmental cooperation was highest when the governing body was not all elected at-large. The difference, however, between the groups did not rise to a level of statistical significance. Therefore, the findings conflicts with Feiock's (2007) research who found that elected officials that are not elected at-large "are more likely to think parochial and less likely to support both interlocal agreement and city-wide initiatives" (p. 56).

Institutional Endowment Hypotheses. This next section of the chapter tested the following set of hypotheses relating to the institutional endowment of the tribes, counties and municipalities:

H29. The greater the staffing capacity, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H30. The greater the financial resources, the greater the level of importance tribal and non-tribal local government leaders placed on promoting intergovernmental cooperation between their governments.

H29: Staffing Capacities. The first ANOVA analyzed whether a tribe, county, or municipal staffing capacities was at all dependent on the level of importance leaders placed in promoting intergovernmental cooperation. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.52. Means Summary of Staffing Capacities and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	6	24	4	0.8
3	6	24	4	2.4
4 and 5	18	79	4.388889	1.781046

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest when the staffing resources were in the group of "Agree or Strongly Agree."

The results of the ANOVA tests found there was no statistically significant difference between groups means $F_{(2, 27)}$ =.318, P=.73. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether a tribe, county, or municipal staffing capacities were at all dependent on the level of success in achieving intergovernmental agreement. The groups were labeled as follows; "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.53. Means Summary of Staffing Capacities and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	3	6	2	1
3	5	12	2.4	0.8
4 and 5	14	37	2.642857	0.401099

The table above indicated the level of success in achieving intergovernmental agreement was

highest when the staffing resources were in the group of "Agree or Strongly agree."

The results of the ANOVA test found there was no statistical significance difference

between groups means F (2, 19) =.99, P=.39. With an F value less than the F critical score and a

P value of greater than 5%, the null hypothesis was not rejected.

H30. Financial Resources. The first ANOVA analyzed whether a tribe, county, and

municipal' financial resources were at all dependent on the level of importance leaders placed on

promoting intergovernmental agreement. The groups were labeled as follows; "1 and 2" =

Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or

Strongly Agree.

Table 4.54. Means Summary of Financial Resources and Level of Importance Leaders Placed on

Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	7	30	4.285714	2.238095
3	10	45	4.5	0.5
4 and 5	13	52	4	2.333333

The table above indicated that the level of importance leaders placed on promoting

intergovernmental cooperation was highest when the financial resources were in the group of

"Neither Disagree or Agree."

The results of the ANOVA test found there was no statistically significant difference

between groups means F (2, 27) =.423, P=.66. With an F value less than the F critical score and

a P value of greater than 5%, the null hypothesis was not rejected

The second ANOVA analyzed whether a tribe, county, or municipal financial resources were at all dependent on the level of success in achieving intergovernmental agreement. The groups were labeled as follows: "1 and 2" = Strongly Disagree or Disagree, "3" = Neither Disagree or Agree, and "4 and 5" = Agree or Strongly Agree.

Table 4.55. Means Summary of Financial Resources and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1 and 2	6	13	2.166667	0.566667
3	6	15	2.5	0.7
4 and 5	10	27	2.7	0.455556

The table above indicated the level of success in achieving intergovernmental agreement was highest when the financial resources were in the group of "Agree or Strongly Agree."

The results of the ANOVA test found there was no statistical significance difference between groups means $F (2, 19) = .971$, $P=.40$. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The results of the four ANOVA tests revealed that contrary to the research of Evans (2011), there was no evidence to support that greater financial resources and staffing capacity would lead to a greater level of importance leaders on promoting intergovernmental cooperation or a greater level of success in achieving intergovernmental agreement. Although, a closer examination of the group means from the ANOVA tests demonstrated that as the tribes, counties, and municipal financial resources and staffing capacity increased, the level of success in achieving intergovernmental agreement also increased. The difference, however, between the group means did not rise to a level of statistical significance.

Political Aptitude Hypotheses. This next section of the chapter tested the following set of hypotheses relating to political aptitude of tribes, counties and municipalities:

- H31: The greater the interest of an official to run for a higher elected office, the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

- H32: The greater the participation within an intergovernmental working group (IWG), the greater the level of importance tribal and non-tribal local government officials placed on cooperation between their governments.

H31: Interest in Higher Office. The first ANOVA analyzed whether an elected officials' interest in running for higher office was at all dependent on the level of importance leaders placed in promoting intergovernmental cooperation. The groups were labeled as follows: "1" = No and "2" = Yes.

Table 4.56. Means Summary of Interest in Higher Office and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

Summary

Groups	Count	Sum	Average	Variance
1	15	66	4.4	1.257143
2	15	61	4.066667	2.066667

The above table indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest when a tribe, county, and city did not have an elected official run for higher office.

The results of the ANOVA test found there was no statistical significance difference between group means $F_{(1, 28)} = .5014$, P=.48. With an F value less than the F critical score and a P value greater than 5%, the null hypothesis was not rejected.

The second ANOVA analyzed whether an elected officials' interest in running for higher office was at all dependent on the level of success in achieving intergovernmental agreement. The groups were labeled as follows; "1" = No and "2" = Yes.

Table 4.57. Means Summary of Interest in Higher Office and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1	12	32	2.666667	0.424242
2	10	27	2.7	0.233333

The table above indicated the level of success in achieving intergovernmental agreement was highest when the elected official's interest in running for a higher office was in the group of "Yes."

The results of the ANOVA test found there was no statistical significance difference between groups means $F_{(1, 20)}$ =0179, p =.89. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

H32. *Participation in an Intergovernmental Working Group.* The first ANOVA analyzed whether tribal, county, and municipal leaders that participate in a formal intergovernmental working group placed a greater level of importance in promoting intergovernmental cooperation. The groups were labeled as follows; "1" = No and "2" = Yes.

Table 4.58. Means Summary of Participation in an Intergovernmental Working Group and Level of Importance Leaders Placed on Promoting Intergovernmental Cooperation.

SUMMARY

Groups	Count	Sum	Average	Variance
1	20	84	4.2	1.642105
2	30	113	3.766666667	2.874713

The table above indicated the level of importance leaders placed on promoting intergovernmental cooperation was highest when tribes, counties, and municipalities did not participate in an intergovernmental working group.

The results of the ANOVA test found there was no statistical significance difference between the group means F (1, 48) =.9441, P=.34. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The first ANOVA tests rejected the first hypothesis (H28) because there was not a statistical significance difference between the group means. The data of the group means, also found that leaders who did not participate in an intergovernmental working group were most likely to promote intergovernmental cooperation. The difference, however, between the group means did not rise to a level of statistical significance. A further inquiry of the qualitative data, in chapter five, can help to provide greater insight into why the findings from the ANOVA test differed from the hypothesis.

The second ANOVA analyzed whether a tribe, county, or municipality participation in an intergovernmental working group was at all dependent on the level of success in achieving intergovernmental agreement. The groups were labeled as follows; "1" = No and "2" = Yes. Table 4.59. Means Summary of Participation in an Intergovernmental Working Group and Level of Success in Achieving Intergovernmental Agreement.

SUMMARY

Groups	Count	Sum	Average	Variance
1	15	34	2.266666667	0.495238
2	21	57	2.714285714	0.414286

The table above indicated the level of success in achieving intergovernmental agreement was highest when a tribe, county, and municipality participated in an intergovernmental working group.

The results of the ANOVA test found there was no statistical significance between groups means F (1, 34) =3.917, p =.056. With an F value less than the F critical score and a P value of greater than 5%, the null hypothesis was not rejected.

The second ANOVA test also rejected the second hypothesis (H29) because there was no statistically significant difference between the group means. Although, the data from the group means pointed to a positive direction, in that the tribes, counties, and municipalities that belonged to an intergovernmental working group had a higher level of success in achieving intergovernmental agreement; the difference between the group means did not rise to a level of statistical significance. Nevertheless, with a p-value of .056 the level of significance could be considered marginal. In other words, there could be a weak relationship to either support or reject the null hypothesis.

Summary

The purpose of conducting an ANOVA on each of the independent variables was to conduct exploratory research, as well as to validate or refute the hypotheses that were formed from the literature review, focus group, and personal interviews. Another goal was to filter out, among the different independent variables, those variables that did not promote intergovernmental cooperation or lead to a successful intergovernmental agreement.

Socio-economical. Of the five socio-economic variables explored in this chapter, only the two variables on the percentage of native population and distance between a tribal HQ to a county or city HQ had any influence on the level of importance leaders placed on promoting intergovernmental cooperation. An examination of the group means gathered from both ANOVA tests on the percentage of the native population and distance from the tribal administrative HQ, found as the percentage of the native population diminished and the greater the distance between the tribal administrative HQ and county or municipal administrative HQ administrative office, the greater the level of importance leaders placed on promoting intergovernmental cooperation.

Of the five socio-economic independent variables that were tested against the dependent variable of level of success in achieving intergovernmental agreement, only the independent variable of median HH income was found to have any statistical significance. An examination of the groups means gathered from the ANOVA found the higher the median HH income of a tribe, county, or municipality, the higher the level of success in achieving intergovernmental agreement.

Attitudinal. Among the nine attitudinal independent variables that were tested against the dependent variable of level of importance leaders placed on promoting intergovernmental cooperation, trust was the only independent variable to rise to a level of statistical significance. An examination of the group means gathered from the ANOVA found that as the level of trust increased so did the level of importance leaders placed on promoting intergovernmental cooperation.

The attitudinal variables of trust, respect, and interpersonal relations were among the only independent variables to have reached a statistical significance against the dependent variable of level of success in achieving intergovernmental agreement.

Mutuality of Interests. Among the 11 issues of mutual interest, gaming was the only independent variable that reached a level of statistical significance against the dependent variable of level of importance leaders placed on promoting intergovernmental cooperation.

Although the issue of sovereignty did not achieve statistical significance, the findings from table 4.44 revealed that sovereignty was the most critical issue for tribes. The importance of sovereignty was also determined in the qualitative responses to be so high that the failure to recognize or value the importance of tribal sovereignty acted as a barrier to achieving intergovernmental agreement.

An examination of the group means gathered from the ANOVA also found a positive direction between economic development; water and wastewater; and environmental protection, natural resources, sanitation, and parks and recreation and the level of success in achieving intergovernmental agreement. However, none of these issues rose to a level of statistical significance at the .05 probability level.

Governance. The results of the ANOVA tests rejected all three hypotheses because none of the hypotheses rose to a level of statistical significance. An exception was with the examination of the group means from the ANOVA test on appointed official turnover. The data from the group means lead to a positive direction between less turnover and a greater level of importance leaders placed on promoting intergovernmental cooperation. However, none of these issues rose to a level of statistical significance at the .05 probability level.

Political Aptitude. The results of the ANOVA tests rejected both hypotheses because none of the hypotheses rose to a level of statistical significance. The one exception in the data from the group means, was with participation in an intergovernmental working group. The data revealed a positive direction in that participation in an intergovernmental working group lead to a greater level of success in achieving intergovernmental agreement. However, none of these issues rose to a level of statistical significance at the .05 probability level.

Institutional Endowment. The results of the ANOVA tests rejected the two hypotheses on financial resources and staffing expertise and whether those two independent variables had any influence on the level of importance leaders placed on promoting intergovernmental cooperation or on the ability to achieve intergovernmental agreement. A further examination of the group means gathered from the ANOVA tests indicated a positive relationship, in that as the financial and staffing resources of a tribe, city, and county increases so did the level of success in

achieving intergovernmental agreement. The differences, however, between the group means did

not rise to a level of statistical significance at the .05 probability level.

With the completion of the findings and analysis of the quantitative data, the next step is

to analyze the qualitative data. Therefore, the purpose of the next chapter is to provide an

analysis and summary of the qualitative data.

CHAPTER FIVE: Qualitative Findings

Summary of the Quantitative Findings

The quantitative findings in the previous chapter consisted of separate ANOVA tests to determine the p-value of the independent variables against the two dependent variables, which are the level of importance leaders placed on promoting intergovernmental cooperation and the level of success in achieving intergovernmental agreement. A p-value greater than .05 indicated there was no statistical significance of the group means and the null hypotheses was not rejected. The null hypothesis states there are no differences between the group means. A p-value of less than .05 indicated there was statistical significance between the group means and leads to a rejection of the null hypotheses. A p-value close to the .05 cutoff could be considered marginal, meaning the results could have a weak relationship to either support or reject the null hypothesis.

The table below summarized the quantitative research from the previous chapter's findings, which examined each independent variable against the dependent variable of the level of importance leaders placed on promoting intergovernmental cooperation:

Table 5.1.1. Promoting Intergovernmental Cooperation p-values

Independent Variables	p-value
Median HH Income	0.41
Median HH Income (Homogeneity of Dyads)	0.95
Median % with a Bachelor's Degree or Higher	0.07
Median % with a Bachelor's Degree or Higher (Homogeneity of Dyads)	0.26
Population	0.11
Population (Homogeneity of Dyads)	0.12
% of Native American	.04*
% of Native American (Homogeneity of Dyads)	0.52
Distance from Tribal HQ to City or County HQ	.04*
Trust	.0002*
Respect	0.3
Citizen Views	0.11
Current Relationship	0.76
Past Relationship	3.19
Frequency of Communication	0.77
Understanding Each Other's Culture and Historic Rights	0.78
Balance of Power	3.24
Interpersonal Ties	0.78
Taxation	0.56
Gaming	.04*
Economic Development	0.93
Water and Waste Water	0.62
Environmental and Natural Resources	0.78
Public Safety and Law Enforcement	0.72
Fire Protection	0.7
Land Use	0.64
Mental Health, Welfare, and HHS	0.99
Tribal Sovereignty	0.62
Elected Official Turnover	0.63
Appointed Official Turnover	0.13
Makeup of Elected Body	0.13
Interest in Running for Higher Office	0.89
Participation in an Intergovernmental Work Group	0.34
Financial Resources	0.66
Staffing Capacities	0.73

The table below summarized the quantitative research from the previous chapter's findings, which examined the independent variables against the dependent variable of the level of success in achieving intergovernmental agreement:

Table 5.2.1. Level of Success in Achieving Intergovernmental Agreement p-values

Independent Variables	p - value
Median HH Income	.0000103*
Median HH Income (Homogeneity of Dyads)	N/A
Median % with a Bachelor's Degree or Higher	0.10
Median % with a Bachelor's Degree or Higher (Homogeneity of Dyads)	N/A
Population	0.76
Population (Homogeneity of Dyads)	N/A
% of Native American	0.62
% of Native American (Homogeneity of Dyads)	N/A
Distance from Tribal HQ to City or County HQ	0.24
Trust	.0000060*
Respect	.00197*
Citizen Views	0.39
Current Relationship	0.076
Past Relationship	2.32
Frequency of Communication	0.117
Understanding Each Other's Culture and Historic Rights	0.19
Balance of Power	3.316
Interpersonal Ties	.0017*
Taxation	0.32
Gaming	0.89
Economic Development	0.69
Water and Waste Water	0.055
Environmental and Natural Resources	0.55
Public Safety and Law Enforcement	0.72
Fire Protection	0.75
Land Use	0.9
Mental Health, Welfare, and HHS	0.32
Tribal Sovereignty	0.32
Elected Official Turnover	N/A
Appointed Official Turnover	N/A
Makeup of Elected Body	N/A
Interest in Running for Higher Office	0.89
Participation in an Intergovernmental Work Group	0.056
Financial Resources	0.4
Staffing Capacities	0.39

The ANOVA tests were used to filter out the independent variables that did not have statistical significance in promoting intergovernmental cooperation or achieving intergovernmental agreement.

In summary, there were 35 independent variables measured against the dependent variable of the level of importance leaders placed on promoting intergovernmental cooperation. The ANOVA findings found there to be statistical significance with the following independent variables of percent of Native Americans, distance from tribal HQ to city or county HQ, trust, and gaming. There were 28 independent variables measured against the independent variables of the level of success in achieving intergovernmental agreement. The ANOVA findings revealed a statistical significance with the following independent variables of median HH income, trust, respect, and interpersonal ties.

However, since an ANOVA test can only identify if there is statistical significance between the group means, the findings can be limiting. Simply because some of the ANOVA test results did not reach statistical significance does not mean that there was absolutely no relationship between the independent and dependent variables that were being tested. For example, the ANOVA results may contain type I errors as a result of there not being a large enough sample size within each of the groups. Additionally, the survey questions may have been written in a manner which may have led to a misinterpretation of the questions yielding less than perfect results.

To eliminate as much error as possible among the quantitative findings, a qualitative element was added to the research. The qualitative data was collected from the focus groups, interviews, and open-ended survey questions from tribal, county, and municipal leaders. The chosen method of analyzing the qualitative survey data was through an inductive analysis. This method involves the identification of patterns and common themes in the data responses to form conclusions (Marshall & Rossman, 2011).

Summary of Qualitative Findings from the First Survey

The qualitative findings from the first set of survey questions are laid out in this section. There were seven open ended questions which were analyzed by common themes. The three most prevalent themes from each of the responses are mentioned in this section:

Question one asked, "In what way can my tribes, counties, or cities make a contribution to the tribes, counties, or cities in my area?" Of the 35 tribes, counties, and municipalities that responded to this question, the following four themes emerged:

Cooperation, partnering, and collaboration	19
Communication	6
Relationships	4
Service Delivery	4 (tied)

Question four asked, "Please list an intergovernmental agreement (or agreements) that your leaders are most proud of and indicate why?" Of the 22 tribes, counties, and municipalities that responded to this question, the following four themes emerged:

Public safety/Law enforcement	11
Utilities (water and sewer)	4
Streets	3
Social services	3 (tied)

The reasons given to why leaders of the tribes, counties, and municipalities indicated they were most proud of those agreements, were attributed to the following themes:

Communication	3
Relationships	3 (tied)
Communication	1

Question six asked, "What are the factors and conditions that can lead to a successful intergovernmental agreement with another the tribe, county, or city within your area?" Of the 31 tribes, counties, and municipalities that responded to this question, the following three themes emerged:

Communication	11
Trust and respect	8
Collaboration, relationships, and willingness to work with each other	7

Question seven asked, "What are the barriers, obstacles, or limitations that work against an intergovernmental agreement from being reached?" Of the 27 tribes, counties, and municipalities that responded to this question, the following three themes emerged:

Lack of vision or goals (or ability to plan or execute an an agreement)	6
Political turnover	5
Lack of understanding	4

Question eight asked, "How are you able to overcome those barriers through the negotiating process?" Of the 21 tribes, counties, and municipalities that responded to this question, the following three themes emerged:

Communication	9
Trust and mutual respect	3
Interests and mutuality of issues	3 (tied)

In summary, the desire to collaborate, cooperate, and form partnerships was identified as the most common themed response from question one and the third most common themed

response from question six. The desire for better communication was the most frequently mentioned themed response from questions four, six, and eight and the second most frequently mentioned themed response from question one.

Analysis of the Qualitative Data from the First Survey

This next section provides a deeper examination into the identified themes and the individual qualitative responses. The themes were developed by coding the individual responses around key words or phrases. This section summarizes the lead theme from each question, as well as a few individual responses.

The first question asked in what way can a tribe, county, and municipality make a contribution to the other tribes, counties, or cities in their area. The lead response from the tribal, county, and municipal leaders was a desire to cooperate, partner, and collaborate on mutual goals and issues. A few of the respondents also referenced the ability to recognize each other's culture, laws, and history.

The fourth question asked what agreements tribes, counties, and municipalities were most proud of and why. The most common responses given by the tribal and county pairings were public safety and law enforcement, roads, and social services. The most common responses from the tribal and municipal pairings were roads and utilities (water and sewer). While the responses varied on why leaders were most proud of these agreements, a common theme emerged around the need for open communication. A few of the respondents also indicated staff relationships, and the ability to provide staffing expertise was a source of pride for them in their ability to negotiate successful agreements.

The sixth question asked about the factors and conditions that could lead to a successful intergovernmental agreement. The lead theme that emerged was the ability to communicate. The

respondents also channeled their comments on a need for more frequent and face-to-face communication, as well as for the communication to be both open and respectful. Other comments that were mentioned included being more open- minded, valuing each other's culture and history, and being willing to compromise.

The seventh question asked about the barriers, obstacles, and limitations to intergovernmental cooperation. The lack of a shared vision with a set of mismatched goals between communities, as well as a misalignment of priorities, were frequently mentioned. Turnover among the officials within the tribes, counties, and municipalities was mentioned as another barrier for cooperation. A challenge with turnover included the constant need to educate people on the issues facing the community. The ability to educate officials on mutual issues becomes even harder when the officials themselves exhibit a racist attitude, display an inability to work as a team, or are simply unwilling to want to learn about the culture and history of the other party.

The eighth question asked what could be done to overcome the barriers to intergovernmental cooperation. The most frequent themed response was the need for better communication. The respondents indicated there was a need for more respectful and open communication. Other respondents mentioned a need for establishing clear expectations, committing and following through, establishing trust, and identifying common issues and goals.

Qualitative Findings from the Second Survey

The qualitative findings from the second set of survey questions are laid out in this section. There were 19 open ended questions in the second survey, of which 11 of those questions were analyzed. The two most prevalent themes that emerged from each of the following questions were identified below:

Question two asked to give a response to why the tribe, county, or municipality gave the ranking they did for promoting intergovernmental cooperation. Of the 28 tribes, counties, and municipalities that responded to this question, the following two themes emerged:

Need to partner, cooperate, collaborate,   17

and work together (on issues of mutuality)

Serving the same constituents   7

Question four asked to give a response to why leaders placed a greater emphasis on promoting intergovernmental cooperation more now than five years ago. Of the 24 tribes, counties, and municipalities that responded, the following two themes emerged:

Collaboration   8

New leadership or change in leadership   5

Question seven asked to give a response for the change in the relationship over the past five years. Of the 23 tribes, counties, and municipalities that responded, the following two themes emerged:

Change in leadership   8

Communication   5

Question 10 asked to give a response to why the leaders felt the citizen views towards cooperation was better or worse now than in the past five years. Of the 24 tribes, counties, and municipalities that responded, the following two themes emerged:

Cooperation is needed to address issues of mutuality   5

Cooperation is expected, valued, and is important   4

Question 13 asked to give a response to why the leaders felt their tribe, county, or municipality had more or less staffing capacity to pursue an intergovernmental agreement now

than in the past five years. Of the 22 tribes, counties, and municipalities that responded, the following two themes emerged:

Staffing competencies and capacities	7
Leadership	2

Question 16 asked to give a response to why the leaders felt their tribe, county, or municipality had more or less financial capacity to pursue an intergovernmental agreement now than in the past five years. Of the 22 tribes, counties, and municipalities that responded, the following two themes emerged:

Increased expenditures or no increase in revenues	8
There has been no change in financial capacity	2

Question 19 asked to give a response to how leaders can build and sustain trust and respect between the tribes, counties, and municipalities in the area. Of the 28 tribes, counties, and municipalities that responded, the following two themes emerged:

Communication and the ability to meet (face to face)	17
Working together, collaborate, and build relationships	14

Question 21 asked to give a response if the level of communication is non-existent or infrequent between each of the parties, describe the reasoning for the lack of communication and how could this be improved. Of the 17 tribes, counties, and municipalities that responded, the following two themes emerged:

Lack of leadership or an unwillingness to reach out	4
Leadership is too busy	3

Question 25 asked to give a response on the role tribal sovereignty has in crafting a

written intergovernmental agreement. Of the 27 tribes, counties, and municipalities that

responded, the following two themes emerged:

     It is significant   12

     It can create (some form of) a barrier in reaching an agreement   5

Questions 28 asked to give a response on what the value was to be part of an

intergovernmental working group. Of the 15 tribes, counties, and municipalities that responded,

the following two themes emerged:

     Cooperation and collaboration   7

     Communication   4

Question 37 asked to give a response if there were any elected officials within the tribe,

county, or municipality that were supportive of intergovernmental cooperation, and why did they

think this way? Of the 21 tribes, counties, and municipalities that responded, the following two

themes emerged:

     Cooperation and collaboration   6

     The benefits derived from cooperating   3

In summary, a common theme of collaboration, cooperation, and a need to work together

was identified as the most common themed response from question two, four, 10, 28, and 37.

The remaining responses all differed, due to the varied nature of questions asked.

Despite the barriers of cooperation, tribes, counties, and municipalities are finding ways

to collaborate and cooperate. The interest and desire to collaborate and cooperate, particularly

around issues of mutuality, were expressed repeatedly throughout the qualitative survey

responses as an impetus in promoting intergovernmental cooperation and achieving

intergovernmental agreement. The qualitative data also revealed that changing leadership, improving staffing capacities and expertise, and increasing financial resources are enabling tribes, counties, and municipalities to form relationships that had not existed five years ago.

Analysis of Qualitative Data from the Second Survey

This section examined the themes and the individual qualitative responses from the qualitative responses of the second survey. Similarly, with the thematic analysis of results of the first survey, the themes were developed by coding the individual responses around key words or phrases. Therefore, this section also summarizes the lead theme from each question, as well as a few highlighted individual responses.

The second question explored why tribal, county, or municipal leaders felt they were successful in promoting intergovernmental cooperation. The desire to collaborate, form relationships, and create partnerships was frequently mentioned as being important to address issues of mutual concern. One respondent mentioned it was easier to grow and sustain a community if everyone was working together, rather than individually, to build capacity.

The fourth question explored why the leaders placed a greater emphasis on promoting intergovernmental cooperation more now than five years ago. The need to collaborate was a response provided by many of the respondents. One respondent mentioned there was a greater desire to collaborate because the demographics of the community were changing with more tribal members moving back into the community. Another respondent mentioned a strong desire to reduce socio-economic disparities between the communities.

The seventh question explored if the relationship with the elected or appointed officials changed for the better more so now than five years ago. A change in the leadership among the elected officials was identified as the most prevalent theme, second to improved communication.

A few of the respondents also mentioned the impact that litigation had on them, and to avoid the mistakes of the past.

Question 10 explored if the leaders felt the views of their citizens towards cooperation were better or worse now than in the past five years.   The responses that emerged from this question, resulted in a positive citizen viewpoint, especially if cooperation would lead to the solving of mutual issues. Nevertheless, one respondent felt that regardless of the benefits, there will always be a certain subset of the population who will have a lack of apathy or a negative outlook towards working with a tribe, county, or municipality.

Question 13 explored if the leaders of the tribe, county, or municipality had more or less staffing capacity to pursue an intergovernmental agreement now than in the past five years. The survey results found most of the respondents felt they had adequate staffing capacities to pursue an intergovernmental agreement. Unfortunately, there were several tribal, county, and municipal respondents who felt their staff were spread too thin to pursue an intergovernmental agreement.

Question 16 explored if leaders felt their tribe, county, or municipality had more or less financial capacity to pursue an intergovernmental agreement now than in the past five years. As the cost of delivering services increased, several of the respondents indicated that it was difficult to dedicate the necessary financial resources to pursue an intergovernmental agreement. However, one respondent mentioned it costs nothing to communicate.

Question 19 explored how tribal, county, and municipal leaders can build and sustain trust and respect between each other. The need to communicate was a frequently mentioned response among the respondents. The responses varied from needing to meet face-to-face, communicating upfront on issues, maintaining open communication, having candid conversations, and following through on what is said. Other responses mentioned the need to

work together and collaborate on projects that were mutually beneficial to each other, as well as making a dedicated effort to understand and learn about each other's culture, history, and values.

Question 21 explored if the level of communication was nonexistent or infrequent between each other, and if so, describe the reason for the lack of communication. The responses all varied; but most of the responses indicated a lack of leadership and an inability of the elected officials to want to reach out. Other responses included the elected officials being too busy and an inability to identify issues of mutuality.

Question 25 explored the role of tribal sovereignty in crafting a written agreement. Most of the tribal, county, and municipal respondents indicated tribal sovereignty was important in crafting a written intergovernmental agreement. Several of the tribal, county, and municipal respondents also mentioned that tribal sovereignty can serve as a barrier to achieving an intergovernmental agreement. One of the respondents even mentioned that tribal sovereignty can be used as an excuse to bail out of a partnership; while another mentioned a way of overcoming this was to find an alternative method of recourse to protect the interests and needs of the community.

Questions 28 explored what the benefits were of belonging to an intergovernmental working group. Of the respondents that indicated they belonged to an intergovernmental working group, one of the greatest benefits was the ability to cooperate and collaborate. A benefit to cooperation and collaboration included an ability to identify issues of mutual importance, which could lead to greater efficiencies and enhanced services. Other mentioned benefits of being a part of an intergovernmental working group was the ability to have a voice, share ideas, and learn the other group members' perspectives.

Question 37 explored if there were any elected officials, within the tribe, county, or municipality, that were supportive of intergovernmental cooperation and why did they thought that way. The responses all varied, but a few of the respondents mentioned the ability to cooperate and collaborate were of importance to them. Other respondents mentioned the benefits gained from cooperation with one another. Another respondent mentioned their leaders were supportive of cooperation, because of costly decisions made in the past (e.g. litigation).

Qualitative Responses to the Socio-Economic Data

The quantitative data revealed there was statistical significance between the percentage of Native Americans and the level of importance a leader placed on promoting intergovernmental cooperation, but in a negative relationship. The quantitative data also revealed there was statistical significance between the distance between tribal administrative HQ to the county and municipal HQ, and the level of importance a leader placed on promoting intergovernmental cooperation, but in a negative relationship. This section will seek to explain why the ANOVA tests found there to be statistical significance, but in a negative direction, through an examination of the qualitative data from the interviews.

Percentage of Native Americans. The ANOVA test found as the percentage of Native Americans within a tribe, county, or municipality decreased, the level of importance leaders placed on promoting intergovernmental cooperation increased. In one of the interviews, one the respondents indicated it may be easier for the leaders of the tribes, counties, and municipalities to promote intergovernmental cooperation when there are fewer Native Americans because there tends to be fewer issues, obstacles, and barriers to overcome. Specifically, the fewer the percentage of Native Americans residing within a community, the less of a threat they are perceived by the dominant culture. This was further explained by another respondents who said

that in areas of the country where the population is predominately low income and white, there are higher levels of animosity against other people of color. Over time, this level of animosity can become a barrier of resistance for cooperation.

Also, as the socio-economic landscape is changing, many tribes, counties, and municipalities are clashing over issues of dominance and marginalization. The shift in the socio-economic landscape is occurring as tribal nations are strengthening their economic development and self-governance capacities through the pursuit of gaming and other economic development endeavors. According to one respondent, a shifting in the socio-economic landscape can also shift the balance of power. This power imbalance is seen as a threat. The placement of barriers to try and thwart any further erosion of power is then implemented.

Distance Between Tribal HQ to County or Municipal HQ. The ANOVA test found as the distance, in miles, between the tribal administrative HQ to the county or municipal administrative HQ increased, the higher the level of importance leaders placed on promoting intergovernmental cooperation. In some of the interviews, those that responded were not surprised by the findings, citing a similar response with the previous ANOVA finding on the percentage of Native Americans. The qualitative responses indicated the farther the distance apart from one another the fewer the issues, obstacles, and barriers to overcome. An example of this is with the fee-to-trust issue.

Fee-to-trust is the transfer of fee land owned by an Indian tribe or eligible Indian individual to the United States Government, in trust, for the benefit of an Indian tribe or eligible Indian individual (Understanding the Fee-to-Trust Process for Discretionary Acquisitions, 2015). Once a property is put into trust, the property is no longer subject to state or local property taxes, which is an issue of concern with the counties and municipalities in Minnesota and elsewhere.

Since counties and municipalities rely on the collection of property taxes as an important source of revenue, a county or municipality located far from an Indian tribal reservation, may not ever encounter the fee-to-trust issue.

Differences between the Quantitative ANOVA Findings to the Qualitative Findings

There were some common themes presented in the qualitative data from the surveys and interviews that seemed to contradict the quantitative findings from the ANOVA tests. Specifically, the independent variables of communication, belonging to an intergovernmental work group, respect, culture and history, and interpersonal ties were cited repeatedly by survey respondents and those interviewed as being important in promoting intergovernmental cooperation at the qualitative level, but not at the quantitative level.

Communication. The findings from the group means, from the ANOVA tests, found the greater the frequency of communication between the tribes, counties, and municipal leaders, the greater the level of importance leaders placed on promoting intergovernmental cooperation and achieving intergovernmental agreement. The differences, however, did not rise to a level of statistical significance at the .05 probability level.

The qualitative responses mentioned frequent and face-to-face communication was found to be necessary for cooperation to occur. However, the respondents also mentioned a need for greater open communication and reciprocal dialogue. In other words, an effective communicator is not necessarily someone who sends the most messages but is one who succeeds at creating shared meaning (Krile, 2006).

According to Drexler and Garfelon (2005), reaching shared meaning, or mutual understanding, is achieved by listening to others and endeavoring to understand the other person's points of view. Therefore, rather than asking the question about the frequency of

communication between each other, the research may have benefited by asking about the level of shared meaning between the two parties. Also, by asking the question in this manner, it may have been possible to obtain additional cross-tabulate results with the other attitudinal variables of trust, current relationship, and interpersonal relationships.

Intergovernmental Working Groups. The group means, from the ANOVA test, found that participation in an intergovernmental working group lead a higher level of success in achieving an intergovernmental agreement. The differences, however, did not rise to a level of statistical significance at the .05 probability level.

Of the 15 tribes, counties, and municipalities that replied to belonging to an intergovernmental working group, all saw a benefit to belonging to a group. In addition, of the interviews that were conducted with the tribal, county, and municipal leaders who belonged to a group, all the leaders valued the level of participation and a feeling of belonging to the group. The most common responses given by the tribes, counties, and municipalities on the benefit of belonging to an intergovernmental working group was the ability to collaborate on issues of mutuality. However, the ANOVA findings revealed none of the issues of mutuality, other than with gaming, had any level of statistical significance. One might conclude that the results did not achieve statistical significance because of the inability to rally around a set of mutual issues that were not strong enough to overcome the other barriers to cooperation.

In the interviews, the respondents praised the many benefits of being a part of an intergovernmental working group beyond the ability to address issues of mutuality.   They spoke on the benefit of being heard, having an equal voice, and being able to build relationships with the tribes, counties, and the municipalities within their areas.   For example, in one of the interviews, one of the members spoke of the ability to strengthen the interpersonal relationships

and social capital within the other members of the group. The ability to forge stronger relationships and social bonding can lead to a greater level of trust and respect between the other members in the group.

Since the quantitative data found that mutual trust and respect can lead to a successful intergovernmental agreement being achieved, the research would presume that belonging to an intergovernmental working group would lead to a greater level of success in achieving an intergovernmental agreement. Although, the ANOVA found belonging to an intergovernmental working group and achieving an intergovernmental agreement was not statistically significant, with the P-value being at .05595 the level of significance could be considered marginal. In other words, there could be a weak relationship to either support or reject the null hypothesis.

Respect. The research findings found no statistical significance between respect and the level of importance leaders placed on promoting intergovernmental cooperation. Rather, the data from the group means found that leaders placed a greater importance on promoting intergovernmental cooperation when there was less respect between the tribes, counties, and municipalities. When asked a reason, many of the respondents from the interviews were surprised with the results. In one of the personal interviews, the respondent reasoned this was because when a person has less respect towards another person, that other person will make a greater effort towards gaining that person's respect.

Another of the respondents indicated that the definition of respect could have been misinterpreted by the respondents, potentially resulting in the skewing of the survey results. The same respondent also suggested that some tribal functions are often perceived as being non-legitimate, even in the eyes of some tribal members. As a result, this perception or lack of understanding can lead to a lack of respect among tribal, county, and municipal officials.

The research found that there was an overall greater level of respect (3.6 out of 5 with 5 being "Strongly agree") among the tribal, county, and municipal leaders that placed a level of importance on promoting intergovernmental cooperation, than trust (3.3 out of 5 with 5 being "Strongly agree"). However, it was trust that achieved a level of statistical significance, not respect. This means that although there might not be respect, if there is trust between each other there is a better chance for leaders to promote intergovernmental cooperation.

Understanding Cultural, Laws, and Rights. The research found no statistical significance between understanding the culture and history of the other side and the level of importance leaders placed on promoting intergovernmental cooperation or the level of success in achieving an intergovernmental agreement. Rather, the data from the group means found that leaders placed the highest level of importance on promoting intergovernmental cooperation and success in achieving intergovernmental agreement when the willingness to understand each other's culture, laws, and rights were at their highest priority.

In the interviews, the need to understand the culture and history of tribes was raised as being important for intergovernmental cooperation. In the qualitative survey responses, the need for education was brought up as an important step in achieving shared meaning. Shared meaning "means that we understand the different values, beliefs, and emotions that we each give to and associate with words" ("Shared Meaning," para. 5). The ability to develop shared meaning creates open communication, which can lead to the development of mutual trust and respect. The establishment of mutual trust and respect are the principal tenants of Collard's (2006) research in promoting intergovernmental cooperation.

Interpersonal Ties. The research found that interpersonal ties was statistically significant in achieving intergovernmental agreement, but that interpersonal ties and the importance leaders

placed on promoting intergovernmental cooperation was not. The research revealed the ability to create sustaining collaborative partnerships requires the development of interpersonal relations and social capital. This was evident in some of the survey responses which indicated the value of being a part of an intergovernmental working group was the establishment of interpersonal relationships.

The data from the group means also found that leaders who had strong to very strong interpersonal ties with each other were more likely to succeed in their ability to achieve intergovernmental agreement. As one of the interview respondents mentioned, this is true because when the relationship is high there is a greater willingness to reach an agreement.

Issues of Mutual Importance

Of the 11 issues of mutuality, identified in the previous chapter, the ANOVA findings sought further insight on the issues of public safety and law enforcement, sovereignty, gaming, and water and wastewater from the qualitative data obtained in the interviews.

In a few of the focus group discussions, it was initially brought up that the reason public safety and law enforcement was such an important issue among the tribes, counties, and municipalities in Minnesota was because Minnesota is a PL280 state. Rather, one of the respondents indicated the reason why public safety and law enforcement is as high of an issue is because of the current opioid and drug problem.

The issue of sovereignty scored highest among the tribes that responded to the survey, as did the tribes that responded to Collard's (2006) survey. The discussions from the focus groups on the importance of tribal sovereignty lead to the creation of a separate open-ended question which asked the tribal, county, and municipal respondents to identify what role sovereignty had in the crafting of an intergovernmental agreement. The responses indicated sovereignty was

necessary among the tribal respondents, but to a lesser extent among the county and municipal respondents. For instance, there were a few municipal and county respondents that felt tribal sovereignty should not come into play or should depend on the type of agreement being formed. The results of the qualitative research imply that there is an opportunity to educate county and municipality leaders on tribal sovereignty, but more so on how tribal sovereignty can be used as a positive tool in crafting agreements, rather than being perceived as a barrier.

The issue of gaming tied for second to least importance at 4.07 (out of 5 with 5 being "extremely important") among the Oklahoma tribes, from when Collard's (2006) research was conducted. This differs from the tribal findings from the Minnesota research which ranked the issue of gaming at 4.44 (out of 5 with 5 being "extremely important"). In one of the interviews, one of the respondents mentioned that since some of the Oklahoma tribes can generate revenue from oil, and at the time Oklahoma restricted class III gaming, casinos were not seen as a significant source of revenue among the Oklahoma tribes in 2006. Since 2006, the state of Oklahoma passed a ballot measure to permit class III gaming. Mason (n.d.) mentioned that by 2008 there was nearly 94 casinos in operation in Oklahoma with an estimated 41,771 class III gaming machines. As a result, it would be interesting to conduct a cross-sectional or longitudinal study to determine if gaming has a greater level of importance among the tribes in Oklahoma than it did in 2006.

Water and wastewater continue to be an important issue between tribes, counties, and municipalities. The ability to provide safe and clean potable water, as well as the need to treat the sewage before it is put back into the public water system is something that tribes, counties, and cities feel is essential and important. The ability to provide adequate water and sewer is important to also promote economic development. As a result, it was surprising that the issue did

not rise to a level of statistical significance in how leaders placed a level of importance on promoting intergovernmental cooperation or on achieving an intergovernmental agreement. An exception could be made with the one ANVOA test which measured water and wastewater to the level of success in achieving intergovernmental agreement, being that the p-value was .055. Although, and the p-value was greater than .05, the results indicated a weak relationship could exist to either support or reject the null hypothesis.

Summary

The qualitative data collected from the open-ended survey questions and interviews, both during and after the surveys, was helpful in adding depth and clarity to the ANOVA findings. With the quantitative and qualitative findings and analysis now complete, the next chapter will focus on the lessons learned, limitations of the research, and propose a set of tools and recommendations to further help tribes, counties, and municipalities promote cooperation and achieve intergovernmental agreement.

CHAPTER SIX

Lessons Learned and Recommendations

The previous chapter provided a summary of the quantitative findings and an analysis of the qualitative findings. This chapter begins with an examination of the lessons learned to aid further researchers in replicating the survey. The next section will consist of an analysis of Collard's (2006) Intercultural Dialogue model, along with any suggested modifications to the model. The final section consists of an additional set of tools to assist tribes, counties, and municipalities in their efforts to promote intergovernmental cooperation and achieve agreement.

Lessons Learned from the Research

As mentioned previously, while the focus groups were instrumental in the survey design and the wording of the survey questions, there still was some confusion with the survey questions after the questions were administered. This section will point out the areas where the research tools and processes could have been improved in order to assist those who might want to replicate or expand the research.

First, the question on communication between governments could have been more precise in its definitions. For example, the question on communication, specifically on the level of open communication, did not measure the level of shared meaning between the tribes, counties, and municipalities. Rather, the question posed was more general and implied about the frequency of communication rather than quality of the communication. Having a more precise question about communication might have allowed for better testing of the data against the level of importance leaders place on promoting intergovernmental cooperation, as well as the level of success in achieving agreement.

Second, a few of the other research questions may also have been misinterpreted due to imprecise language. For example, it may have been difficult for some of the respondents to understand the difference between "trust" and "respect." The words are often used interchangeably, but they do have separate meanings. For instance, to have trust one must have complete confidence in another person, and in their ability to commit on what they say. Whereas, to have respect requires a person to hold an individual, group, or organization in high regard.

To reduce the potential for any misunderstanding in the future, a definition of both words could have been inserted into the questions. The follow-up question, which asked about building and sustaining trust and respect, could be separated into two separate questions. The first question could have asked, "How do you build and sustain trust between your local government(s) and the tribe(s) in your area." While the second question could have asked, "How do you build and sustain respect between your local government(s) and the tribe(s) in your area?"

Third, in a few of the personal interviews, the respondents mentioned there was a difference in how Native Americans view and perceive the world from the ways the world is viewed by the white or dominant culture. As a respondent mentioned previously, on the median HH income of the tribe, county, or municipality, one of the respondents felt the use of median HH income to measure the wealth of a community was offensive to them. That respondent provided an example that while their family may not be financially well off, they do have a strong family bond. In other words, for some individuals, *"The love of family and the admiration of friends is much more important than wealth and privilege"* (Kuralt, n.d., para. 1). As a result, the question could either have been rephrased or another question could have been added to

measure the importance of familial bonds against the level of importance leaders placed on promoting intergovernmental cooperation and level of success in achieving intergovernmental agreement.

Fourth, some of the questions were worded in a manner that caused confusion or misunderstanding among some of the respondents. Although this was limited to only a handful of responses, some respondents reported having difficulty in understanding some of the questions. For example, the question about citizen views had a few of the respondents mentioning they had not posed this question to their citizens, and they had difficulty in responding to the question. In another question that asked about the interpersonal relations between the leaders of each community, some of the respondents also felt they could not respond properly to the question. Modifying the wording of the questions to avoid further confusion, might have resulted in an increase in the response rates.

Fifth, some of the likert scale responses, such as the question asking about the frequency of communication, might have yielded a larger response rate if the respondents were able to check off multiple responses. Some of the respondents mentioned it was hard to choose a specific level of communication because the frequency often depended on the type of agreement that was being negotiated, purpose of the communication, and whether the level of communication was at the elected or appointed official level. Therefore, if this question were to be asked again, a change in the answer categories and response method might better align the potential range of responses with the question in order to improve the accuracy of the responses.

The lessons learned proved to be invaluable in reducing the potential for errors. Specifically, while the focus groups were instrumental in eliminating as much error and bias as possible, the wording of some of the questions and the choices in the responses created

challenges that could have affected the accuracy of the analysis. Furthermore, the inability to follow up on some of the survey responses due to the time constraints of the respondents was a factor that decreased the ability to seek further clarification of the responses.

Limitations with the Research

Some of the ANOVA sample sizes and group sizes within each sample were small, and a small sample size or group size may distort the results (A. Filopvitch, personal communication, May 4, 2019). To reduce the possibility for this type of error, some of the groups had to be either eliminated or consolidated for there to be a large enough sample size between each of the groups. An example of a group being eliminated was within the ANOVA test of citizen views. In this situation, only one respondent indicated they were in the group of "Strongly disagree to Disagree," making them a group of one. Because an ANOVA test cannot consist of a group of one, that group had to be removed.

The elimination and consolidation of some of the groups limited the ability to conduct a more comprehensive analysis to determine if there was a proper relationship. Had there been three or more groups, the results of the ANOVA test would be considered more robust. In other words, an expansion of the research could have enhanced the findings of not just this research question, but possibly have led to other lines of questioning as well.

The size of the samples also comes into play when the P-value is close to the .05 level. In other words, a small sample size may result in the failure to reject the null hypothesis and the effect could go in a conservative direction. Furthermore, a larger sample size might detect differences that the initial analysis failed to uncover. A small sample sizes also limits the potential for other statistical tests to be applied outside of the ANOVA test.

As mentioned in the previous chapter, simply because some of the independent variables did not reach a level of statistical significance in the ANOVA test does not mean there was no relationship between some of the independent and dependent variables being tested. For example, while the two ANOVA tests that measured participation in an intergovernmental working group did not achieve statistical significance, the rest of the quantitative and qualitative data indicated that participation can lead to better cooperation and the ability to achieve successful agreement. As a result, a larger sample size could have permitted additional statistical measurements to be used to validate or refute the ANOVA data.

What to do next with the Research

Given the limited sample size, expanding the research to more tribes, counties, and municipalities in other states could produce a more robust analysis, which could produce more reliable results. A larger sample size could also enable additional statistical tests to be applied beyond the mean, median, standard deviation, and ANOVA tests that were conducted. The ability to conduct other statistical measurements could also increase the reliability and validity of the ANOVA results.

As mentioned in the prior section, a further examination of how communication based on shared meanings can influence cooperation and achieve agreement is needed. Additional examination into communication is needed because the quantitative research did not find a level of statistical significance between an increase in the frequency of communication and the level of importance leaders placed on promoting intergovernmental cooperation, as well as in the level of success in achieving intergovernmental agreement. Although, the themes from the qualitative data in both of the surveys frequently mentioned the need for more communication, the qualitative responses revealed that the quality of the communication was of an equal, if not

greater, level of importance. The disjuncture between the quantitative and the qualitative findings revealed that another question on the level of open and reciprocal communication should have been asked.

The research found that interpersonal relationships have a statistically significant effect on how tribes, counties, and municipalities can achieve intergovernmental agreement. There is research that exists on how bridging and bonding social capital and ties can promote greater trust, reciprocity, and durability (Krile, 2006), but since there is little research about this between indigenous and non-indigenous communities, further research is needed to test this topic. Additional research could also be conducted to determine if there is any correlation between an increase in social capital and the other independent variables of current relationships, communication, trust, and respect.

The research found that tribes, counties, and municipalities with the lowest percentage of Native Americans living within their communities led to the leaders placing a greater level of importance on promoting intergovernmental cooperation. The research also found that the greater the distance between the tribal administrative HQ and another governmental HQ, the greater the level of importance the leaders placed on promoting intergovernmental cooperation. While the interviews helped to interpret the reasoning of these findings, further research into these two preliminary findings are needed in order to determine their deeper meaning. Also, conducting cross-sectional or longitudinal research might be helpful in exploring if there are any additional trends in the data.

Validating or Refuting Collard's Intercultural Dialogue Model

Among the ANOVA measurements that were tested against Collard's (2006) research, the only attitudinal variable to achieve statistical significance was trust. Since the Intercultural

Dialogue model was designed specifically to build mutual trust and respect, the results from Collard's research and the ANOVA findings on trust appear to be reliable.

A second component to test Collard's (2006) model was to evaluate the model's ability to promote intergovernmental cooperation. While a comprehensive testing of the model was not a part of this research, the interview respondents were asked to comment on Collard's model. All agreed the model laid out a good approach to build trust and respect. However, one respondent felt the section entitled "Principles" should be identified first, and that there were a lot of similarities within the whole of the model.

The overall premise of Collard's (2006) Intercultural Dialogue model acts as a solid framework to initiate dialogue and to get to an initial meeting. However, the model does nothing to guide tribes, counties, and municipalities beyond the initial dialogue session. This next section will examine Collard's model and offer additional recommendations to strengthen the model, as well as to identify additional tools that can help tribes, counties, and municipalities maintain and sustain more enduring and lasting relationships.

Key Findings of the Research

To reiterate, among the nine attitudinal variables that were measured against the independent variable of the level of success in achieving intergovernmental agreement, other than trust and respect, the only other remaining variables to achieve a level of statistical significance was interpersonal relationships. This section will conduct a further examination of how building interpersonal relationships can enhance Dr. Collard's (2006) model for building trust and respect.

Krile (2006) mentions that communities with significant cultural differences should take the time to build interpersonal relationships across cultures. Krile (2006) also points out, "that

many community building efforts across racial and cultural lines start from a place of distrust"
(p. 121). Krile (2006) further adds that trust is critical to developing and sustaining social
capital, and in a multicultural community trust is built through a history of intentional and
consistent behaviors that reflect the following key values:

- Consistency and fairness. People need to know that principles or policies will be applied consistently across racial, cultural, and ethnic lines.

- Promise fulfillment. Promise fulfillment occurs when people accomplish what they promise they will do. Broken promises are the quickest route to patterns of distrust.

- Availability and receptivity. In trusting relationships, people feel they have equal access to power and decision-making and know their needs and interests will be heard.

The values that Krile (2006) presents are also reflected in the quantitative and qualitative
findings from the research.

On the need to be consistent and fair, the survey respondents wrote of the need for there
to be clear expectations and consistent communication between tribal, county, and municipal
leaders.

On the value of promise fulfillment, two survey respondents mentioned the need for
follow through in order to build and sustain trust and respect. Another respondent mentioned
when there is a lack of capacity for proper follow through from the other party, this can lead to a
lack of trust between partners.

The need for equal access to power and decision-making structures was also frequently
mentioned among the survey and informal interview respondents. Those respondents who
belonged in an intergovernmental working group reported that the main benefit of participation
was that their voice could be heard at the table.

Allowing each party the opportunity to have an equal seat at the table also affords all parties the chance to learn from one another. This learning and sharing of cultural values and goals enables more open communication, which can lead to mutual trust, respect, and understanding. Therefore, incorporating the values from Krile (2006) into Collard's (2006) Intercultural Dialogue model has the potential to help tribes, counties, and municipalities create more enduring relationships and achieve agreement.

Recommendation

The research has demonstrated that trust is the basis for any relationship. As a result, the research validates Collard's (2006) premise that trust and respect are necessary for promoting intergovernmental cooperation. Hence, the additional research and findings may prompt the following changes to make Collard's (2006) Intercultural Dialogue model more effective:

The Intercultural Dialogue Model (Modified)

Principles

- Maintain respect for all parties and cultures.
- Concentrate on developing trust by being trustworthy.
- Keep personal emotions in check and never attempt to manipulate.
- Avoid jumping to solutions or conclusions.
- Be sensitive to cultural differences concerning body language and indirect formulation.
- Listen intently.
- Be patient.
- Open communication in a transparent manner.

Preparation

1. Learn as much as possible about the history, customs, and language of the other side and the barriers, obstacles, and limitations to cooperation.
2. Finalize and understand each other's goals and intentions, as well as your own.
3. Count the costs of developing the relationship both in terms of domestic political support and personal effort.
4. Devise the methods of educating those in opposition and keeping the supporters informed.
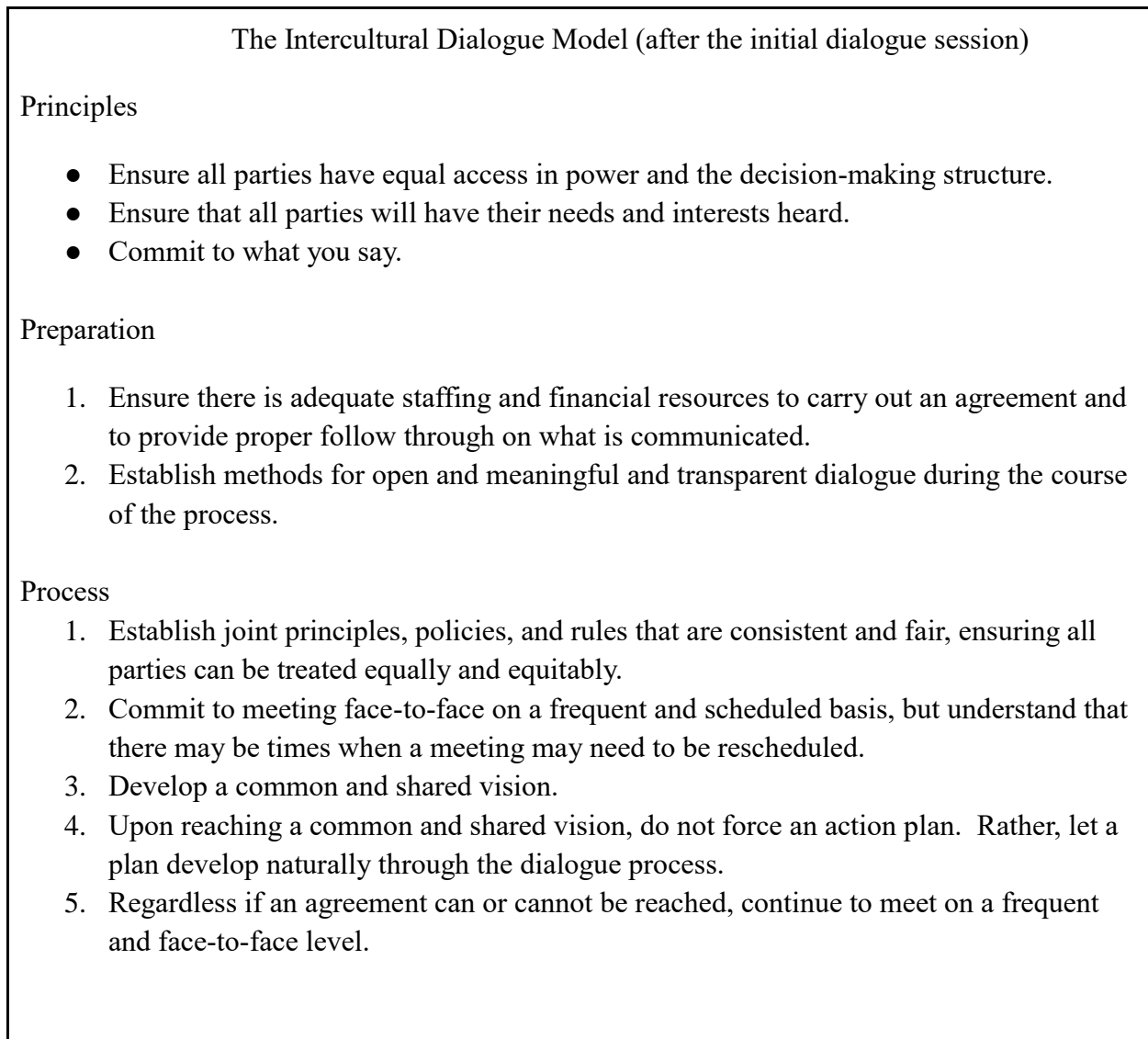5. Predetermine to stay the course.

Process

1. Begin with an informal exchange of personal information on non-issue related topics.
2. Then allow the participants to share their personal perspectives on which issues to discuss.
3. Proceed to a non-confrontational question-answer period.
4. Begin discussing all concerns related to the issue(s) of importance, with the goal of searching for common ground.
5. Approximately one week after the initial dialogue session, set the next meeting.

Figure 6.2. The Intercultural Dialogue Model (after the initial dialogue session). Modified from

"Tribal-Municipal Cooperation in Oklahoma" by J. C. Collard. December 2006.

The above-mentioned table is slightly modified from Collard's (2006) original Intercultural Dialogue Model. The difference is that the principles are listed up front and instead of an ordinal sequence each principle is listed as a bullet point. The use of bullets infers there is no ordinal ranking of importance, rather each principle is just as important as the other. Additionally, there were some minor changes or additions to the list, based upon the quantitative and qualitative findings of the research. In conclusion, since the last step in Collard's (2006) model ends with a call to "set the next meeting," the next section lays out additional steps that can be taken to help guide tribes, counties, and municipalities beyond the initial dialogue session.

Therefore, based on the research obtained from Krile (2006), as well as from the focus groups, survey respondents, and interviews, the following additional steps were added to Collard's model:

The Intercultural Dialogue Model (after the initial dialogue session)

Principles

- Ensure all parties have equal access in power and the decision-making structure.
- Ensure that all parties will have their needs and interests heard.
- Commit to what you say.

Preparation

1. Ensure there is adequate staffing and financial resources to carry out an agreement and to provide proper follow through on what is communicated.
2. Establish methods for open and meaningful and transparent dialogue during the course of the process.

Process
1. Establish joint principles, policies, and rules that are consistent and fair, ensuring all parties can be treated equally and equitably.
2. Commit to meeting face-to-face on a frequent and scheduled basis, but understand that there may be times when a meeting may need to be rescheduled.
3. Develop a common and shared vision.
4. Upon reaching a common and shared vision, do not force an action plan. Rather, let a plan develop naturally through the dialogue process.
5. Regardless if an agreement can or cannot be reached, continue to meet on a frequent and face-to-face level.

Figure 6.2. The Intercultural Dialogue Model (after the initial dialogue session)

The above-mentioned table is an addition to Collard's model, to provide an additional tool to tribes, counties, and municipalities to continue to build and sustain the level of trust and respect that is made beyond the initial dialogue session.   The structure of figure 6.2 is similar to Collard's in that the principles are identified in bullets, while the preparation and process section are numerically sequenced. This next section provides additional tools, for those groups that have already established intergovernmental working groups to strengthen the level of trust, respect, and interpersonal ties between the group participants.

For those entities that have already established intergovernmental working groups, conducting cultural trainings can help to deepen the understanding of those barriers and obstacles, such as historical trauma and racism, which prevent cooperation from occurring. The ability to use these groups as the vehicle to conduct cultural competency training may help to deepen the interpersonal relationships and mutual level of trust and respect, which can increase the level of success in achieving intergovernmental agreement.

In addition to forming intergovernmental working groups or providing additional cultural competency training within an existing intergovernmental working group, the need for further education and understanding of tribal culture, historical trauma, and sovereignty was expressed by many of the respondents as being helpful in advancing and promoting greater cooperation between tribes, counties and municipalities. Therefore, it is hoped that further efforts to piece together some training sessions can be conducted with the help of MIAC, Association of Minnesota Counties, MCT, and League of Minnesota Cities.

If there is no established intergovernmental working group, one idea is to invite the tribe, county, or municipality to a community event or celebration. An invitation to a community event or celebration can serve as a gesture of friendship and initiate a conversation which can open the door to potential dialogue with a tribe, county, or municipality. Whether the event is in an informal or formal setting, such an event or gathering could be the very first step to promoting cooperation and mutual understanding and respect.

Additionally, if the elected officials are unwilling to meet, consider having the chief administrative officer or a department head reach out to the other tribe, county, or municipal chief administrative officer or department head. Creating and fosters interpersonal relationships

at the staff level can be just as productive and gainful, given it is often the street level bureaucrat who have the greatest interaction and understanding of the needs of the public.

Lastly, once a meeting or gathering takes place too often groups want to jump towards finding a solution to the problem.   Rather, begin first by focusing on ways to learn about each other's cultures and history. This is encouraged, especially between tribes, counties, and municipalities where there has been a high level of mistrust. If necessary, there might be a need to conduct some truth finding in understanding each other's own explicit and implicit biases. Once this is accomplished, the process of identifying a shared vision and then addressing the problem can begin.

If the parties are unable to come to a solution to the problem, consider instead on reaching smaller and more tangible solutions. This might also be a useful tool if either side has limited resources to bring to the table or there is a lack of mutual and reciprocal trust and respect among the partners. Ansell and Gash (2007) found that a focus on "small wins can help to deepen trust, commitment and shared understanding" (p. 543). Future research could determine what actions or outcomes might be considered "small wins" by representative of tribes, counties, and municipalities to be sure they have a shared understanding of "small wins" versus "big wins" and even a shared understanding of what is defined as the "problem" to be solved.

Summary

In conclusion, tribes, counties, and municipalities in Minnesota and elsewhere are finding ways to overcome barriers of cooperation. When they do cooperate, tribes see this as means of enhancing their self-governing capabilities and promoting economic development. Counties and municipalities also see a benefit to cooperation, as it can decrease costs and improve the delivery of services.

Unfortunately, there are still barriers of mistrust between these three entities that have built up over time. Barriers such as historical trauma and racism still persist and are prevalent. Collard (2006) identified a need to build mutual trust and respect as a means to overcoming these barriers. Since trust was found to have statistical significance in promoting intergovernmental cooperation, Collard's Intercultural Dialogue model was found to be valid.

The model was also modified and enhanced, based on the findings of this research, to further assist tribes, counties, and municipalities to build mutual trust and respect, beyond the initial meeting. Furthermore, additional recommendations were suggested to further engage tribes, counties, and municipalities, in Minnesota and perhaps elsewhere, in promoting intergovernmental cooperation and in achieving intergovernmental agreement.

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