

EMPLOYMENT AND TRAINING PATTERNS OF NATIVE  
AMERICANS ON THE OSAGE RESERVATION

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TABLE OF CONTENTS

Chapter	Page
I. INDIAN MANPOWER ECONOMICS . . . . .	1
Introduction . . . . .	1
Manpower Evaluation Procedures . . . . .	3
II. PREVIOUS RESEARCH IN NATIVE AMERICAN CLIENT CHARACTERISTICS . . . . .	7
III. THE SERVICE AREA OF THE OSAGE PROGRAMS . . . . .	13
A Historical Statement . . . . .	13
Population Characteristics . . . . .	17
Unemployment Rates . . . . .	17
Income and Education . . . . .	18
IV. EVALUATION METHODOLOGY: THE EFFECTIVENESS OF NATIVE AMERICAN TRAINING AND PLACEMENT PROGRAMS IN OSAGE COUNTY . .	24
Introduction . . . . .	24
Data: Source and Availability . . . . .	26
Two Examples of Native American Training and Placement Programs in Osage County . . . . .	26
The Comprehensive Employment and Training Act of 1973 . . . . .	27
Osage Indian Action Team . . . . .	28
Statistical Treatment Categories . . . . .	29
V. RESULTS OF STATISTICAL TREATMENT . . . . .	32
Total Program Characteristics of CETA Clients . . . . .	32
Total Client Characteristics . . . . .	32
T-Test Results . . . . .	32
Chi Square . . . . .	34
Statistical Analysis of CETA Clients by Treatment Group . . . . .	35
Classroom Training . . . . .	35
T-Test Results . . . . .	35
Chi Square . . . . .	35
Work Experience . . . . .	35
T-Test Results . . . . .	35
Chi Square . . . . .	35
Public Service Employment . . . . .	37

Chapter	Page
T-Test Results . . . . .	37
Chi Square . . . . .	39
Indian Action Team Program Dropouts . . . . .	41
Reasons for Dropping Out--IAT . . . . .	43
Job Placement Patterns . . . . .	44
VI. CONCLUSION AND IMPLICATIONS . . . . .	49
A SELECTED BIBLIOGRAPHY . . . . .	55
APPENDIX . . . . .	59

LIST OF TABLES

Table	Page
I. 1970 Indian Employment Census Data for the Tulsa Standard Metropolitan Statistical Area . . . . .	16
II. All Respondent's Income and Family Size by Income Category . . . . .	19
III. Income of Indians in 1969, United States, Oklahoma and Selected Areas . . . . .	20
IV. Median Years of School Completed by Native Americans . . . . .	22
V. Total CETA Client Characteristics Related to Success, T-Test Results . . . . .	33
VI. Success in Placement by Tribal Affiliation, Total CETA Clients . . . . .	34
VII. CETA Client Characteristics Related to Success in Classroom Training, T-Test Results . . . . .	36
VIII. Success in Placement by Tribal Affiliation, CETA Classroom Training . . . . .	37
IX. CETA Client Characteristics Related to Success in Work Experience, T-Test Results . . . . .	38
X. Success in Placement by Sex, CETA Work Experience . . . . .	39
XI. CETA Client Characteristics Related to Success in Public Service Employment, T-Test Results . . . . .	40
XII. Success in Placement by Tribal Affiliation, CETA Public Service Employment . . . . .	41
XIII. Selected Personal Characteristics of IAT and CETA Clients . . . . .	42
XIV. Distribution of Reasons for Dropping Out, Indian Action Team Trainees . . . . .	44
XV. Job Placement in Tribal Functions . . . . .	45

Table	Page
XVI. Success by Age and Job Type . . . . .	46
XVII. Success Rate by Age Level and Treatment, Osage CETA Program . . . . .	48



LIST OF FIGURES

Figure	Page
1. CETA Client Flowchart . . . . .	59
2. Income of All Respondents by Income Category . . . . .	60
3. Client Intake Data Form . . . . .	61

## CHAPTER I

### INDIAN MANPOWER ECONOMICS

#### Introduction

This is a study of employment and training patterns of Native Americans on the Osage Indian Reservation. Several training and employment programs operated from the Osage Tribal Offices located in Pawhuska, Oklahoma, are the primary focus of this study. Although these programs are administrated from the Pawhuska headquarters, the service population includes all Native Americans of Osage County.

Programs which serve the economic, training, and employment needs of Native American populations can be categorized by geographic location. Geographic location often dictates the type and availability of various jobs, and as such this often is reflected in the approach of the program operators in both training and placement. Using a geographical model, the Native American programs group themselves naturally as: 1) rural programs, 2) urban programs, and 3) reservation programs. It is notable that these categories are not mutually exclusive. For example, an urban program may have an outreach function which services the employment and training needs of the surrounding area. Reservation and rural programs often have similar characteristics due to the rural nature of the typical Indian reservation. Additionally, service needs and client characteristics are somewhat similar between rural and

reservation programs, including lack of education of the program participants and lack of industry for placement programs to develop opportunity. Significant differences between type of program and Native American client characteristics have yet to be demonstrated, but many program administrators have commented on the fact that what works for one program may fail in another. Distinctions among the three types of programs include: 1) geographic location, 2) availability and type of skill or professional training institutions, 3) availability and type of job placement slots, 4) client characteristics, 5) historical background and federal recognition, and 6) traditional economic and social activities.

The reservation programs often cross over into the distinctions which characterize the rural programs. Due to the nature of the Indians' relationship with the Federal Government, there are often many staff and clerical positions available which are similar to the urban programs. Likewise, there are often many jobs of a rural farm nature.

The greatest difference among the three program types exists when the traditional economic activities and social events of the area are examined. The identification of the Native American with his or her culture is often the strongest in the reservation environment. Placement and training of these individuals in communities in which they can identify may have a strong effect on their success in any training or job placement program. The conviction that this does occur can be seen in the trend in specific tribal groups to develop on-reservation economies: the blending of traditional and nontraditional economic activities for the specific benefit of tribal members. According to the language of Broom and Kitsuse (1955), many American Indians are

attempting to validate their acculturation by moving into the larger stream of American life. Many of them are not sufficiently acculturated to interact efficiently within the larger system. On the other hand, the acculturative experience of some has had a corrosive effect upon them. For many Native American clients, the on-reservation placement and training programs offer a chance of employment and training with community support of traditional tribal beliefs and practices. For these individuals, tribal self-determination and the subsequent development of *parallel ethnic institutions* (Broom and Kitsuse, 1955) offer new hope for the chronically unemployed, underemployed, and discouraged Native American worker.

#### Manpower Evaluation Procedures

Borus and Tash (1970) and Magnum and Snedeker (1974) point out that past manpower evaluative procedures have taken on a variety of forms which differ primarily in terms of the variable being measured. Three basic types of evaluations predominate: 1) monitoring evaluations of program efficiency, 2) measuring the success of programs in terms of their components, and their relationship to short-run goals, and 3) impact evaluations which measure the success of a program, and its components, in terms of long-run goals. Although a program should not be evaluated outside of the goals it plans to achieve, a program can be analyzed in terms of the effectiveness of the programs and services it offers to participants.

Effectiveness evaluation procedures, particularly in the field of manpower programming, are becoming increasingly important as the trend toward accountability in the use of federal funds escalates. Evaluative

tools, and their importance in validating the procedures of the local manpower offices, can become a basis for continued funding of the program. The amount of flexibility allowed many of these service programs, particularly the Comprehensive Employment Training Programs (CETA) in how they meet the specific needs of the local areas, related directly to the need for tools which evaluate the success and outcomes of what often amounts to an innovative program. A recent technical assistance guide published by the U.S. Department of Labor is entitled *Self-Evaluation of CETA Manpower Programs: A Guide to Prime Sponsors*. This Manual, authored by Mangum, Snedeker, and Snedeker, divides evaluations into categories of *Results* and *Effectiveness*. These forms of evaluation are required for continued funding by the federal government. Both forms, as suggested, generally lead to data which indicates the level of performance that the program has achieved in terms of dollars spent for participants placed. Cost-benefit ratios are then calculated. This type of analysis of program operation can, if implemented, lead to upgrading of program efficiency and the continued operation of the federal program.

The Native American training and placement programs, in order to meet the specific social and economic needs of their service population, require that the service mix be adjusted to the needs and characteristics of the client as well as the community. An effectiveness evaluation is in order.

The topic of this research concerns the effectiveness of service delivery and training of Native Americans on the only federally recognized Indian Reservation in Oklahoma. Two areas of program design and delivery are evaluated. First, the program activities and services that

are most helpful to the client in obtaining successful, unsubsidized employment, and the relationship of these services to the client's personal characteristics. Secondly, through an examination of the types of jobs in which these individuals are placed, the success and failure rates, and level of pay, the impact these placements have had on the community is viewed. This type of research is important for several reasons. First, the program operator, by increasing his success rate will also be increasing the efficiency of the program operative costs. Higher success rates mean a greater impact on the target population due to the increase in available funding. Secondly, by increasing the likelihood of a client's success, the training and placement programs have an indirect effect on the client's self-concept and future productivity in society. For many Native Americans these training and placement programs represent a gainful alternative to unemployment and government subsidy. For others, it is simply another job. Those who receive assistance, particularly through CETA, are those who have been unemployed, underemployed, disadvantaged, or seriously discouraged in their search for employment in the labor market.

The effect of failure in these programs on the Native American client has not been measured, and perhaps in most instances is not possible due to a lack of data and the transitoriness of the sample population. But it can be verified from the client requirements for eligibility that a history of failure with the world of work has often occurred. Continued failure in manpower programs may yield a discouraged worker who could remain on the welfare roles continuously.

This paper demonstrates a method for analyzing specific client characteristics, services and training provided, and success or failure

in placement. The results of such evaluation research, once implemented into program design, will lead to higher program efficiency through increased likelihood of client success.

## CHAPTER II

### PREVIOUS RESEARCH IN NATIVE AMERICAN

#### CLIENT CHARACTERISTICS

A review of the current literature relating to Indian employment and training programs, in particular CETA Title III programs, indicates that research in this area has been lacking. Impact studies of employment and training programs are almost non-existent due to the lack of experimental design when constructing the original program. For example, Borus and Tash (1970) suggest the usage of control and experimental groups: those who receive the *treatment* of skill training, and those who do not. Such design, which has a questionable ethical standpoint, is rarely done simply because of the lack of funds to administer it. The use of matched groups is equally frustrated for similar reasons. Furthermore, when measuring the impact of the program on the socioeconomics of the area, the data base is questionable. The article *Provisional Evaluation of the 1970 Census Count of Americans Indians*, points out that:

. . . the three basic sources of data--the 1970 census, the 1960 census, and vital statistics data for 1950-1970 employ somewhat different concepts, definitions, and procedures for classifying individuals by race. Second, the racial self-identification of some individuals appears to change over time (Passel, 1976:397).

Because of these problems, estimates of net census error include both errors of coverage and errors of racial classification. For the



manpower evaluator, this simply means that not only is his original data an estimate, but any follow-up comparative calculations must be based on the same erroneous information. Taylor and O'Connor (1969) point out that decision making regarding Indian employment programs has largely been undertaken with a minimum of valid information. This lack of accurate data consists of basic: 1) demographic and human resource data, 2) labor force characteristics of the program service areas, and 3) economic conditions experienced within the areas of highest need.

In addition to these more obvious weaknesses in the data base used for the evaluation of the impact of manpower programs, Hagle (1977) indicates that there is a weakness in the data on obstacles to the employment of Native Americans, including the gamut of social problems which occur when two opposing value structures collide. This lack of information on the Native American has made it difficult for the local program operatives to identify and define those individuals of greatest need.

Correlation studies of success and client characteristics are only tangentially related to the CETA Title III programs and deal with the success of training and relocation of the Native American when trained and then placed in an urban environment, rather than the home community as done in this study. Relocation and the Adult Vocational Training Program, established under Public Law 959 in August of 1956, has led several researchers in the establishment of links between the Native Americans' personal characteristics and success in job training and placement. These studies, due to the nature of the relocation program, deal in their entirety with the Native Americans' success in job placement in the urban environment.

H. W. Martin (1964) studied a sample of Navajo, Sioux and Choctaw participants in BIA sponsored relocation programs in the southwest to identify correlates of successful employment after relocation. He found education to be directly related to occupational adjustment. In a related study of the urban Indian, Snyder (1971) found the presence of a spouse provides an important reference person and necessary emotional support for relocated Navajos in Denver, Colorado. Married individuals made significantly better adjustment than single persons in the same program.

Employment experience is found to be related to successful vocational training:

Presumably, the habits of daily attendance, punctuality, and formal responsibility associated with most jobs foster behavioral patterns which are compatible with success in vocational training. On the other hand, it may be that an unidentified variable, such as achievement motivation is the primary antecedent of both the strong work history and completion of training (Clinton and Chadwick, 1973:26).

Weppner (1971) points out that the majority of migrant studies have attempted to define what type of person will migrate, but few have discussed his success after he gets to his destination. What few studies have been related to this work, even tangentially, indicate that there are correlates for the success of the Native American with vocational and skill training. Weppner found that there was a strong tendency in Indian migrants to remain in Denver, Colorado, if job training was similar to the first job that they were placed in.

Emily Rulo (1977) states that the successful characteristics of on-the-job-training clients tend to include: 1) the ability to work steadily, 2) a desire to earn a living, 3) previous work experience, and 4) a true interest in learning the skill. Additionally, "there may be

particular characteristics that a person should have for a specific job and the prime sponsor should be aware of this when the occasion arises," (p. 21). It is fair to note here that the occasion arises every time a client enters the program, and that the specific client characteristics of the population to be served should be considered when first designing the types of services and training the program will offer. Such an analysis can, and should be, part of an on-going manpower planning and evaluative process.

Middlemist (1977) found that many of the factors that the individual brings with him (or her) to the program can be related to the likelihood of success. Personal characteristics such as sex, age, education, criminal record, and past employment experience might all relate to the client's success in training and unsubsidized job placement. Services and activities provided by the program may be related to the client's success; allowances provided, length of training, type of training (work experience, on-the-job-training, length of training, etc.) and whether or not a form of orientation to the world of work was provided (refer to Figure 1 in the Appendix). Middlemist then suggests a method for identifying the way in which client characteristics and services or training provided relate to success in placement.

Impact assessment includes, "those analytical activities designed to measure the long-term changes attributable to the program which impinge upon participants, the labor market, and the community," (Mangum and Snedeker, 1974:257-8). An impact assessment should answer questions which deal with the effects the manpower programs have had on the community, i.e., how would the community be different if the program had not existed? Mangum and Snedeker point out that this requires

knowledge of such indirect impacts as the negative displacement effect on nonparticipants of the program, who might have held jobs obtained by the participants if the program had not existed. Present evaluative methodology is not up to the task.

Borus and Tash (1970:15) found that the benefits of the manpower programs may be received by society, by individuals, by employers, and by the government. This occurs because each has somewhat different goals and criteria of success, and separate calculations and measures are necessarily dependent on the basis of the benefits as defined by that group.

The most recent research work on the socio-economic status of the Osage Tribe is titled *The Osage ANA Needs Assessment Study, Report No. I* (Osage Administration For Native Americans Program, Osage Indian Nation, June 1978, program coordinator Fidelis Davis). This research was funded by the Department of Health, Education, and Welfare, Office of Human Development, and conducted by Southwestern State University, Weatherford, Oklahoma, under the direction of Dr. Burl Self. The study directed itself at the current conditions of the Indian people residing on the Osage Reservation (Osage County) and consisted of a random sample of 200 families, with 160 contacted (N=160). Interviews were conducted through the use of pretested questionnaires and the results transferred to keypunch computer cards for statistical treatment. "A sample of 160 interviews (N=160) will allow about 8% error at the 95% confidence limits," (Osage ANA Study, p. 4).

In summary, studies of the Native American in placement and training programs are rare, often due to the difficulty in the collection of data. The three major sources of Indian data and statistics,

the Indian Health Service (I.H.S.), the Bureau of Indian Affairs (B.I.A.), and the 1970 census are often incomplete, or irrelevant. In some cases, data collected, which was multi-tribal or multi-county in nature, could not be broken down to the unit of study: Osage County and the Indians residing therein. The Osage ANA study provides a statistical base from which to interpret both the 1970 Census and current socioeconomic trends among the Indian people of Osage County. Furthermore, relationships between client characteristics and success in training and placement of Native Americans has been demonstrated in the urban environment.

## CHAPTER III

### THE SERVICE AREA OF THE OSAGE PROGRAMS

#### A Historical Statement

The Osage Indian Nation bought what is now Osage County from the Cherokee Indians in 1869. They had used this land for a hunting ground for several years previous to that time. In approximately 1872 they settled at the site which is now Pawhuska, and at this time an agency was established to serve the needs and handle the affairs of the tribe.

By an act of Congress on July 28, 1906, the property of the Osage Tribe was divided among the 2,229 living Osage Indians, and the rolls to the Tribe were closed June 30, 1907. The descendants of these individuals now receive headrights. Headright holders are those Osage tribal members who receive share payments of any of the money generated through development of the mineral estate in Osage County, and in many respects, these individuals represent a separate socio-economic group within the county.

When Oklahoma became a state in 1907, a petition was presented to the state legislature requesting that the Osage Indian Reservation become a county, retaining its original boundaries. This proposal was accepted, and the Osage Reservation now exists as Osage County. Osage County is located in north central Oklahoma, and has an area of 2,227 square miles. Although a large percentage of the land has been sold to

non-Indians, the Osage tribe has retained all the mineral rights. For those Osage individuals who are the descendants of the original 2,229 listed on the role in 1907, this means that profits generated from the income of minerals provide a percentage of their yearly income. For those individuals with headrights, fluctuations in the economy often mean changes in total yearly income. Additionally, the result of this income has affected both educational levels and employment patterns among the recipients. Osage County is the largest county in the state and approximately 900,000 acres (about 60% of the region) is still owned by those tribal members with allotted headrights.

The Osage Indian Nation has been the subject of much attention due to the enormous income that they have received from their mineral estate. The Department of the Interior estimated in as early as 1927 the total value of the mineral resources belonging to the tribe as approximately 600 million dollars (County Program Planning and Resource Development Council, 1965:2). The oil produced in Osage County is exceptionally high grade, and many of the leases which are sold at auctions have brought fabulously high prices. All the income arising from the leasing of Osage lands for oil and gas is divided equally among the 2,229 existing headrights. Had there been no oil development, the population of the county would surely have been stunted in growth and development. The present population is 31,500, and of this total 2,565 or 8.6% are Indian (Research and Planning Division, Oklahoma Employment Security Commission, 1975:23).

Early census data indicates that in 1925 only one-half of the area was included in farms and 11% of the area was in harvested crops. Compared to other counties, Osage County has had a low rating in crop

production. This is due to both climate and soil conditions, plus some relationship to the Osage not traditionally being farmers. It has been good cattle country, ranking first in the state in beef production. The Osage County Program Planning and Resource Development Council (1965:3) stated that "Roughly half of the farm land is ranches of 1,000 acres or more, and there has been no noticeable trend toward smaller holdings." It would appear that the smaller farms are disappearing, and the ones that are left are operated by tenants, many of them leasing land from the Indians.

Many of the larger towns in the county owe their growth to oil production and the wealth of Osage Indians. Pawhuska (the largest), Hominy, and Fairfax can attribute their growth to oil, cattle, or farming. Fairfax depends on the cattle industry, and the Osage which utilize the city as a trade center. Benefits from the oil trade in these communities can be measured indirectly through the fluctuating manpower demands experienced by area merchants and contractors. Industry is not over abundant in the county, although a significant percentage of the labor force is employed in some form for industrial work. Many of the oil companies have located their refineries off reservation, and although the data for employment levels of Indians by these major employers is not available, an examination of the 1970 census data incorporating an area including Tulsa, Creek, and Osage Counties (Tulsa Standard Metropolitan Statistical Area) indicates that Native Americans in this area find themselves (for the most part) in lower paying, less prestigious jobs as shown in Table I.

Areas of greatest employment of Indians by occupation, in order, were Operatives (22%), Clerical and Kindred (16.7%), Craftsmen, Foremen



TABLE I  
 1970 INDIAN EMPLOYMENT CENSUS DATA FOR  
 THE TULSA STANDARD METROPOLITAN  
 STATISTICAL AREA

Indians by Major Occupational Group	Tulsa SMSA		Oklahoma	
	Number	Percent	Number	Percent
Employment Total				
16 Years and Over	5158	100.00	25604	100.00
Professional, Technical	570	11.1	2744	10.7
Managers and Administrators	216	4.2	1162	4.5
Sales Workers	256	5.0	855	3.3
Clerical and Kindred	863	16.7	3284	12.8
Craftsmen, Foremen and Kindred	799	15.5	4003	15.6
Operatives, including Transport	1134	22.0	5714	22.4
Laborers, except Farm	330	6.4	1991	7.8
Farmers and Farm Managers	78	1.5	398	1.6
Farm Laborers and Foremen	62	1.2	824	3.2
Service Workers	765	14.8	4175	16.3
Private Household Workers	85	1.6	454	1.8

Source: Oklahoma Employment Security Commission, *Indians in Oklahoma*, Research and Planning Division, Oklahoma City, Oklahoma (June 1975:31).

and Kindred (15.5%), and Service Workers 14.8%). The advantage of using the Tulsa SMSA in the analysis of manpower programs for Osage County is related to the mobility of today's Native American. Many of the Indians trained by the local programs in Osage County will eventually find work in the surrounding areas.

Evidence to support the claim that Osage County is growing again is somewhat unobtrusive. The lack of rental property, traffic patterns leading into the major metropolitan areas, and escalating land values are a few. Population growth and economic development stabilized during the 1960-70 decade (census data) and now shows signs of revitalization. Converse to Oklahoma's total resident count, where 68% resided in urban places, only 49.2% of the State's Indians lived in such areas (Oklahoma Employment Security Commission, Research and Planning Division, 1975: 1-2). This change is supportive of research which indicates that the Indian, and non-Indian alike have tended to move away from the rural areas into the urban, or city areas (Officer, 1971:58). In Osage County, it would appear that the oil related skills and personal service areas are absorbing a high percentage of the Native Americans who are searching for work.

### Population Characteristics

#### Unemployment Rates

Osage County currently has an estimated population of 31,500 (Oklahoma Employment Security Commission, 1975:23). Of that total, an estimated 8.6% are Indian. Based on projections from the available 1970 Bureau of the Census data, the unemployment for Indians of Oklahoma has

been estimated to be 8.6%, considerably higher than that of the total population, which was estimated to be approximately 4.2% during the same period of time. These figures mark an increase in the unemployment of Native Americans in Osage County over the past 20 years. In 1960 an unemployment count of 479 persons represented 4.2% of the County's civilian, non-Indian labor force. Such a record was lower than both the national and state level of 4.8% and 5.6% by a moderate amount. The unemployment level of Indians in the Osage County areas was included in the Tulsa Standard Metropolitan Statistical Area (SMSA) during this time and was 6.1% for men and 7.0% for women (Bureau of the Census, 1960).

#### Income and Education

Income and educational levels of the Oklahoma Indian are significantly lower than that of the total population. Oklahoma's total population in 1969 had a per capita income of \$2,723, while Indian residents of the state averaged only \$1,614 for the year (Oklahoma Employment Security Division, 1975:5). The Osage ANA Need Assessment Study (1978) of the Indian families in Osage County used income increments as designated by the Community Services Administration, in determining eligibility for poverty programs. This program, which has a primary purpose of documenting the needs of target populations, found that 54% of the Indian families in Osage County had an annual income of \$11,860 or less (refer to Table II and Table III). Further, a comparison of 1970 Census data and the Osage ANA study indicates that with inflation accounted for, Indian families in Osage County are actually worse off than they were during the 1970 Census. Figure 2 in the Appendix illustrates this trend.

TABLE II  
ALL RESPONDENT'S INCOME AND FAMILY SIZE  
BY INCOME CATEGORY

Income Category	Percent of Respondents	Family Size
\$ 0 - 2,970	6.67	2.00
2,971 - 3,930	4.67	2.43
3,931 - 4,890	5.33	1.88
4,891 - 5,850	5.33	2.25
5,851 - 6,810	6.00	3.11
6,811 - 7,770	6.67	3.10
7,771 - 9,160	6.00	3.11
9,161 - 10,060	4.67	4.00
10,061 - 10,960	2.00	3.33
10,961 - 11,860	6.66	3.50
11,861 +	46.00	3.88
<u>Average Family Size for Total</u>		2.93
\$ 0 - 6,810	28.00	2.33
6,811 - 11,860	26.00	3.41
11,861 +	46.00	3.88

Source: Osage ANA Program, Mary Jo Webb, Director (1978:12).

TABLE III  
 INCOME OF INDIANS IN 1969,  
 UNITED STATES, OKLAHOMA  
 AND SELECTED AREAS

Item	United States	Oklahoma	Lawton SMSA	Oklahoma City SMSA	Tulsa SMSA	Balance of State
Males, 16 Years Old and Over	219,672	29,212	1,053	3,789	4,578	19,792
Males With Income	189,872	25,919	857	3,485	4,278	17,299
Less Than \$ 1,000	35,585	4,354	205	394	480	3,275
\$ 1,000 to \$ 1,999	28,412	4,575	100	315	411	3,749
\$ 2,000 to \$ 2,999	21,524	3,337	80	347	376	2,534
\$ 3,000 to \$ 3,999	18,481	2,733	114	309	320	1,990
\$ 4,000 to \$ 4,999	15,751	2,330	77	353	447	1,453
\$ 5,000 to \$ 5,999	14,747	1,980	98	298	395	1,189
\$ 6,000 to \$ 6,999	13,310	1,743	63	357	360	963
\$ 7,000 to \$ 7,999	10,975	1,416	29	325	366	696
\$ 8,000 to \$ 8,999	9,052	1,098	34	207	357	500
\$ 9,000 to \$ 9,999	5,840	660	31	155	200	274
\$10,000 to \$14,999	12,625	1,245	22	312	449	462
\$15,000 or More	3,570	448	4	113	117	214
Median Income	\$3,505	\$3,254	\$3,382	\$5,082	\$5,266	\$2,641
<hr/>						
Females, 16 Years Old and Over	233,266	31,821	1,014	3,991	5,347	21,469
Females With Income	148,578	20,202	612	2,718	3,687	13,185
Less Than \$ 1,000	52,317	6,681	281	650	1,165	4,585
\$ 1,000 to \$ 1,999	31,520	5,400	113	512	760	4,015
\$ 2,000 to \$ 2,999	19,258	2,354	56	317	432	1,549
\$ 3,000 to \$ 3,999	15,488	1,958	36	372	399	1,151
\$ 4,000 to \$ 4,999	9,900	1,208	45	261	280	622
\$ 5,000 to \$ 5,999	7,169	875	33	191	232	419

TABLE III (Continued)

Item	United States	Oklahoma	Lawton SMSA	Oklahoma City SMSA	Tulsa SMSA	Balance of State
\$ 6,000 to \$ 6,999	5,020	662	19	155	126	362
\$ 7,000 to \$ 7,999	3,241	411	18	113	96	184
\$ 8,000 to \$ 8,999	1,596	225	6	63	67	89
\$ 9,000 to \$ 9,999	847	127	5	26	44	52
\$10,000 to \$14,999	1,705	225	0	48	54	123
\$15,000 or More	517	76	0	10	32	34
Median Income	\$1,697	\$1,633	\$1,221	\$2,621	\$1,893	\$1,500
Persons With Income Less Than Poverty Level	280,427	35,789	997	2,624	2,808	19,360
Percent of All Persons	38.3	38.3	32.1	20.9	18.7	xx
Percent 65 Years Old and Over	7.4	12.2	6.2	8.0	13.5	xx

Source: U.S. Census of Population: 1970 American Indians, PC (2)-1F, Tables 4, 9, 13, and 14.

Educationally, Oklahoma Indians are somewhat better off than nationally: median years of education completed for Indians in the United States is 9.8 (12.1 for all races), and in Oklahoma the average for Indians is 10.3 years of education (12.1 for all races), as illustrated in Table IV.

TABLE IV  
MEDIAN YEARS OF SCHOOL COMPLETED  
BY NATIVE AMERICANS

Variable	Location	
	<u>United States</u>	<u>Oklahoma</u>
Median Years Completed	9.8	10.3
Percentage of High School Graduates	33.3	37.2

Source: Oklahoma Planning and Security Commission, Resource and Planning Division (1975:27).

The Native American in Osage County can be characterized by lower educational levels, lower income levels, and a higher unemployment rate than the non-Indian population in the same area. Although somewhat better off than other groups of Native Americans in both Oklahoma and the United States, this can be somewhat misleading due to the effects that headright payments have in raising income levels for those Osage tribal members who are on the rolls. Yet even this group of individuals

has difficulty in finding gainful employment, and although outside the scope of this study, the headright holders share in the problems faced by the Indians in Osage County in overcoming barriers to employment.



CHAPTER IV  
EVALUATION METHODOLOGY: THE EFFECTIVENESS OF  
NATIVE AMERICAN TRAINING AND PLACEMENT  
PROGRAMS IN OSAGE COUNTY

Introduction

Success of vocational training of Native American adults has been related to personal characteristics which the specific individual has brought into the program with him (Martin, 1964, and Snyder, 1971). Job history, age, and marital status, among others have been identified as indicators of success in training. Additionally, the relationship between personal characteristics and type of training or services offered has been demonstrated to be related to success of the client in job placement. These correlates, for the most part, have been related to the success of the Native American in placement in the urban environment and have not been fully demonstrated to exist when the individual is placed within his own community. The comprehensive nature of the CETA Title III programs, combined with the activities of the Bureau of Indian Affairs and other organizations such as the Indian Action Team (IAT), forms a flexible system for meeting the specific needs of the rural, reservation target population. Client characteristics of the reservation Indian may be quite different from that of his urban relative. Furthermore, the economic conditions on the reservation differ significantly from that of the urban setting. As such, these programs

need to be examined in terms of the combination of client characteristics and services which lead to the highest rate of success within the community. This research examines the available data on clients who have received training and services from an Oklahoma reservation CETA Title III program (see Client Intake Data Form, Figure 3, in the Appendix). The optimum combination of client characteristics and services (identifiable through intake data forms) are viewed in the light of previous research and current manpower theory: in the null hypothesis format, research questions addressed were:

1. personal characteristics are related to success in placement of the Native American in unsubsidized employment;
2. services and type of training provided are related to success in placement of the Native American in unsubsidized employment;
3. personal characteristics and services or training provided combine in such a way as to increase the likelihood of success in placement of the Native American in unsubsidized employment.

Success in training was defined as completion of training without dropping out, or dropping the training program for work which was related to the field of training. Success in placement was defined according to the program's definition. Those clients who were still employed by the same employer at the time of the last follow-up were termed successful.

Further research was conducted in order to measure any impact the training and placement programs had on the participants.

4. The earnings after training of the Native American will be significantly greater than the earnings received before training.
5. Of those Native Americans who successfully complete the training process, a significant percentage of them will be retained or hired by local businesses. Real jobs will have been created aiding the upward mobility of the Native American in Osage County.

6. Of those Native Americans who enter the programs, the increase in earnings will indirectly effect their family and the community.

#### Data: Source and Availability

The Directors of both the Osage Tribal CETA program and the Osage Indian Action Team allowed the researcher to use client intake data for this paper. This data, contained within the programs' management information systems, was collected by secretaries, rather than the researcher, in order that the clients' civil rights were protected in accordance with the Federal Privacy Act. Client autonomy was further protected by the assignment of a code number to each individual and transcribing the client data to a form provided by the researcher (see Figure 2 in the Appendix). This data was then transferred to computer key punch cards for statistical treatment.

#### Two Examples of Native American Training and Placement Programs in Osage County

Two of the largest training and placement programs of Native Americans on the Osage Reservation are operated centrally from the Osage Indian Agency in Pawhuska. Both programs chosen for this study (the Osage Tribal CETA Program and the Osage Indian Action Team) service target populations of Indians in Osage County. Although somewhat different in their approach to the employment and training needs of the Osage people, they work together cooperatively in referring clients between programs. The CETA program is characterized by a lack of men in classroom training, and IAT, which is almost all classroom and on-the-job type training, is characterized by its lack of women. For this

major reason the programs are not compared, but rather used to support the demographic lack of each other in the analysis of the client data. For a deeper understanding of the process experienced by clients entering these two programs, a short treatment of the current law and theory governing their administration follows.

The Comprehensive Employment and Training Act  
of 1973

The Comprehensive Employment and Training Act of 1973 (Public Law 93-203), known as CETA, was enacted:

. . . to provide job training and employment for economically disadvantaged, unemployed, and underemployed persons, and to assure that training and other services lead to maximum employment opportunities and enhance self-sufficiency by establishing a flexible and decentralized system of federal, state, and local programs (section 2, P.L. 93-203).

Title III, section 302, of this act recognizes that:

. . . (1) serious unemployment and economic disadvantage exists among members of Indian and Alaskan native communities; (2) there is a compelling need for the establishment of comprehensive manpower training and employment programs for members of those communities; (3) such programs are essential to the reduction of economic disadvantage among individual members of those communities and to the advancement of economic and social development in these communities consistent with their goals and life styles.

This section also provides for the establishment of comprehensive employment and training programs by federally recognized tribes and other groups serving Indians and other Native Americans, including urban centers. In addition to funding under Title III, reservation programs, tribal programs in Oklahoma and Alaskan Native Village programs receive funding for transitional public service employment programs (Title II), summer youth programs (Title III, section 304), and emergency public service employment programs (Title VI); (Brown, 1977:1).

CETA programs are locally operated and flexible to meet the needs of the local area. They are comprehensive in that they can provide both training and subsidized employment programs for the group of clients for which they are targeted to serve. CETA programs are both responsive and adaptable to the needs of the local community.

#### Osage Indian Action Team

The Indian Action Team concept was originally proposed by Sandy MacNabb when with the Bureau of Indian Affairs. His idea for the program stemmed from his own personal experience with the Sea Bees in the North Pacific during World War II. This program, initially, was intended to act as a seeder program, in that the Indians were to be trained in the construction fields and then form their own construction company on the reservation. With this in mind, they would be maintaining reservation roads, equipment, and perhaps even contracting out to some off-reservation projects. What occurred in 1973 only underlines the need on some of the reservation areas for construction and craft skilled laborers--more individuals were being trained than could be used by any one project company, and the original idea of MacNabb's evolved into a training program. Conceived as a process, it is now a program (Interview held with Sandy MacNabb, Fall 1977).

The BIA initiated the Indian Action Team program in 1973. Through it assistance funds are given to tribes that train and employ Indians in construction work on the reservations. The first IAT programs were on the Northern Cheyenne reservation and the Northern Pueblo reservations. The first of the demonstration programs consisted of 30 separate projects in 14 locations with all Indian staffs preparing their own

buildings. Training, unlike the earlier vocational training and placement programs of the 1960's, is provided by the Indians themselves, who are generally BIA staff members skilled in carpentry, bricklaying, plumbing, painting, bulldozing, or lathe operation. As the apprentices become trained, they move up to jobs as foremen and supervisors, in turn teaching their skills to additional trainees on a part-time basis. This program not only gives Indians a hand in construction and maintenance, it also gives experience in responsibility. Further benefits occur when reservation roads and buildings are used for training projects and receive the attention of the trainees.

To qualify for training under the Osage Indian Action Team, one must be an enrolled member of a federally recognized tribe, this being in common with the CETA program. Trainees are expected, as part of their learning experience to: dress neatly, be prompt, and develop work attitudes and characteristics which will help them attain a job, then keep it. They are periodically evaluated by their instructors for the work they accomplish during training, which is on actual projects, both tribal and private.

#### Statistical Treatment Categories

The Native American manpower programs can provide any type of manpower program activity which is consistent with the act.

Such program activities may include, but are not limited to, the development and creation of job opportunities, and training, education and other services needed to enable an individual to secure and retain employment at his or her maximum capacity (U.S. Department of Labor Federal Register, 1975:47732).

The kind and quality of the program activities are determined by the local program according to the needs of the local target population.

The program may include, but is not limited to: 1) classroom training, 2) on-the-job training, 3) public service employment, and 4) work experience. Each of these forms of training and placement were viewed as an experimental treatment for the client. The Osage CETA program uses work experience, classroom training, and public service employment in meeting the needs of the unemployed, underemployed, and discouraged Native Americans in Osage County. Classroom training is utilized by the Indian Action Team program, although this program's training activities often resemble on-the-job type programming. These forms of treatment will be defined in accordance with the Federal Register--*Special Federal Programs and Responsibilities Under the Comprehensive Employment and Training Act* (U.S. Department of Labor, 1975:47732, section 97.133)--as follows:

1) Classroom training (CRT). This program activity may include training conducted in an institutional setting designed to provide participants with the technical skills and information required to perform a specific job or group of jobs. It may also include training designed to enhance the employability of participants by upgrading basic skills, through the provision of courses in, for instance, remedial education (such as manpower training, as provided by Indian Action Team programs), training in the primary language of persons of limited English-speaking ability, or English-as-a second-language training.

2) On-the-job training (OJT). On-the-job training is training conducted in a work environment designed to enable individuals to learn a bona fide skill or quality for a particular occupation through demonstration and practice or both. . . . OJT shall be designed to lead to the maximum development of participants' potentials and to their economic self-sufficiency.

3) Public service employment (PSE). PSE is subsidized employment with public and private nonprofit employers. This program activity may also include training, manpower services and other services incident to such public service employment.

4) Work experience (WE). Work experience is a short-term work assignment with a public or private nonprofit employing

agency designed to enhance the future employability of a youth or to increase the potential of adults in obtaining a planned occupational goal.



## CHAPTER V

### RESULTS OF STATISTICAL TREATMENT

#### Total Program Characteristics of CETA Clients

##### Total Client Characteristics

The available data for all CETA clients was analyzed using the t-test and chi square. Those client characteristics viewed included age, number of children, sex, education, weeks employed, hourly wage of the client's last job, and the hourly wage of the client's new job after placement. Only those client characteristics found to be statistically related to success are reported.

T-Test Results. T-test analysis found significant differences in the ages of those who were successful and those individuals who were unsuccessful in placement and training. The mean age for the successful clients was 30.8 years, while the mean age for the unsuccessful clients was 26.7 years. The successful clients were significantly older than those who failed in placement and training, as shown in Table V.

In addition to the age differences, the t-test found some differences in the means of the number of children that the unsuccessful and successful clients claimed. Successful clients averaged 1.0374 children, while unsuccessful clients averaged .7307 children. This relationship, while not as strong as that of age, seems to indicate

TABLE V  
TOTAL CETA CLIENT CHARACTERISTICS  
RELATED TO SUCCESS,  
T-TEST RESULTS

Variable	n	Mean	Std. Dev.	Range	Variance	T	Prob >  T
<u>Age:</u>							
Successful	73	30.8219	12.9736	16-63	unequal	2.011	.0465
Unsuccessful	52	26.6923	9.9677	16-60	F' = 1.69 Prob > F' = .0486	DF = 122.3	
<u>Number of Children:</u>							
Successful	73	1.0548	1.5356	0-7	unequal	1.4210	.1579
Unsuccessful	52	.7308	1.0120	0-3	F' = 2.30 Prob > F' = .0021		

that there may be some process which aids in making the individual with more children more successful (refer to Table V).

Chi Square. Chi squares were calculated for selected variables, including success in placement by education, sex, marital status, tribal affiliation, and the type of training or placement service provided. Although not statistically significant, suggestive results were found in the difference in proportions of those successful and nonsuccessful by tribal affiliation (Prob = .1253). Those individuals who claimed Ponca as their tribal affiliation were slightly more successful in training and placement than other tribal groups, as shown in Table VI.

TABLE VI  
SUCCESS IN PLACEMENT BY TRIBAL AFFILIATION,  
TOTAL CETA CLIENTS

Variable	Tribal Affiliation			
	<u>Osage</u>	<u>Cherokee</u>	<u>Ponca</u>	<u>Other</u>
Successful	45 (58.44)*	11 (42.31)	15 (75.00)	1 (100)
Nonsuccessful	32 (41.56)	15 (57.69)	5 (25.00)	0 (00)
Total	77	26	20	1

\* Numbers in parentheses are percentages

$$x^2 = 5.734 \quad \text{d.f.} = 3 \quad P > .1253$$

Statistical Analysis of CETA Clients  
by Treatment Group

Classroom Training

T-Test Results. T-tests calculated for classroom training found significance in the difference of means of successful and unsuccessful clients on the characteristic of hourly wage received on the last job before entering the CETA training position. The unsuccessful clients had received a significantly higher salary before entering training, with a mean of 2.7380 dollars per hour, compared to the mean of 1.8055 dollars per hour for the successful clients, as shown in Table VII.

Chi Square. Chi square was used to examine the difference in proportions of successful and unsuccessful clients on tribal affiliation. Significance was found ( $P > .0361$ ), as illustrated in Table VIII. Individuals identifying themselves with various tribal groups other than Osage or Cherokee, were slightly more successful in classroom training.

Work Experience

T-Test Results. Of the 41 individuals of whom records were made available, 20 of these files were complete enough to analyze for successful or unsuccessful completion of training. Of these 20 clients, t-tests examining the difference of means found significant results on the client variables of sex, age, and number of children by success in training and placement, as shown in Table IX.

Chi Square. Chi square results for work experience clients support the hypothesis that a relationship exists between the proportion of

TABLE VII

CETA CLIENT CHARACTERISTICS RELATED TO  
 SUCCESS IN CLASS ROOM TRAINING,  
 T-TEST RESULTS

Variable	n	Mean	Std. Dev.	Range	Variance	T	Prob >  T
<u>Hourly Wage Received on Last Job:</u>							
Successful	18	1.8055	1.2999	0-4.00	unequal	-2.3902	.0232
Unsuccessful	15	2.7380	.9352	1.60- 5.42	F' = 1.93 Prob > F' = .2189	DF = 30.4	

successful clients by sex. Females were significantly more successful ( $P = .0241$ ) than males, as shown by Table X. Client characteristics found to be unrelated to success in work experience were tribal affiliation and educational achievement.

TABLE VIII  
SUCCESS IN PLACEMENT BY TRIBAL AFFILIATION,  
CETA CLASSROOM TRAINING

Variable	Tribal Affiliation		
	<u>Osage</u>	<u>Cherokee</u>	<u>Other</u>
Successful	14 (58.33)*	0	3 (75.00)
Nonsuccessful	10 (41.67)	5 (100)	1 (25.00)
Total	24	5	4

\*Numbers in parentheses are percentages

$\chi^2 = 6.642$  d.f. = 2  $P > .0361$

#### Public Service Employment

T-Test Results. T-tests were calculated comparing the difference in means for successful and unsuccessful clients on the variables of age, number of children, education, weeks employed, hourly wage of their last job, and hourly wage in placement. Significant results were found in the difference of means of successful and unsuccessful clients on the variables of age, and hourly wage in placement, as shown in

TABLE IX

CETA CLIENT CHARACTERISTICS RELATED TO  
SUCCESS IN WORK EXPERIENCE,  
T-TEST RESULTS

Variable	n	Mean	Std. Dev.	Range	Variance	T	Prob >  T
<u>Sex:</u>							
Successful	14	1.7142	.4688	xx	unequal	2.6263	.0237
Unsuccessful	6	1.1667	.4082	xx	F' = 1.32 DF = 13 and 5 Prob F' = .8095		
<u>Age:</u>							
Successful	14	26.2857	7.4877	17-43	unequal	2.7930	.0127
Unsuccessful	6	19.0000	4.0987	16-27	F' = 3.34 DF = 13 and 5 Prob F' = .1911		
<u>Number of Children:</u>							
Successful	14	1.1428	1.0271	0-3	unequal	2.3389	.0316
Unsuccessful	6	.3333	.5164	0-1	F' = 3.96 DF = 13 and 5 Prob F' = .1382		

Table XI. Those successful in placement in PSE were found to be significantly older than those individuals who failed in placement ( $P = .0299$ ). Those individuals successful in PSE were also found to have received a significantly higher hourly wage in the job that the CETA program had placed them in ( $P = .0150$ ).

TABLE X  
SUCCESS IN PLACEMENT BY SEX,  
CETA WORK EXPERIENCE

Variable	Sex	
	<u>Males</u>	<u>Females</u>
Successful	4 (44.44)*	10 (90.91)
Nonsuccessful	5 (55.56)	1 (9.09)
Total	9	11

\*Numbers in parentheses are percentages

$$\chi^2 = 6.642 \text{ d.f.} = 2 \text{ } P > .0241$$

Chi Square. Chi square was calculated to measure the differences of proportions between successful and unsuccessful clients on the variables of sex, marital status, tribal affiliation, and education. Significance was found to exist to a small degree on the client characteristic variable tribal affiliation (Prob = .0748). Individuals identifying with tribal groups other than Osage and Cherokee, were slightly more successful in PSE, as illustrated in Table XII.



TABLE XI

CETA CLIENT CHARACTERISTICS RELATED TO  
SUCCESS IN PUBLIC SERVICE EMPLOYMENT,  
T-TEST RESULTS

Variable	n	Mean	Std. Dev.	Range	Variance	T	Prob >  T
<u>Age:</u>							
Successful	41	35.0731	14.8196	16-63	equal	2.3496	.0299
Unsuccessful	30	28.1333	10.0507	19-60	F' = 2.99 DF = 40 and 29 Prob > F' = .0318		
<u>Hourly Wage in Placement:</u>							
Successful	41	2.8212	.5353	2.30-4.50	unequal	2.5000	.0150
Unsuccessful	30	2.5057	.5180	2.30-4.25	F' = 1.07 DF = 40 and 29 Prob > F' = .8649		

TABLE XII  
 SUCCESS IN PLACEMENT BY TRIBAL AFFILIATION,  
 CETA PUBLIC SERVICE EMPLOYMENT

Variable	Tribal Affiliation		
	<u>Osage</u>	<u>Cherokee</u>	<u>Other</u>
Successful	24 (58.54)*	6 (37.50)	11 (78.57)
Nonsuccessful	17 (41.46)	10 (62.50)	3 (21.43)
Total	41	16	14

\*Numbers in parentheses are percentages

$$\chi^2 = 5.187 \text{ d.f.} = 2 \text{ P} > .0748$$

#### Indian Action Team Program Dropouts

One major area lacking in the CETA files included the reason that some of the clients left, or dropped out of the various program components. Dropout rates are commonly high in training and placement programs and often the follow-ups necessary to discover why the individuals left the program are next to impossible to do. Major reasons for the lack of a follow-up include: 1) inability to locate the client after he leaves, 2) lack of man hours and staff time needed for comprehensive follow-ups, and 3) the lack of counseling services which can identify the problems which have lead to the client leaving the program.

The Osage Indian Action Team files are quite complete in this respect. Follow-up on clients has been good, and many of the Native Americans' problems which have been involved in program failure have

been identified by the staff. The researcher, through the use of the IAT files and some follow-up work in the field, was able to gather data on 65 IAT clients who had left the program during the fiscal year of 1977, of which 53 of the clients were suitable. Those not used for this analysis had incomplete client data forms on file. Table XIII compares CETA clients to Indian Action Team clients on several characteristics.

TABLE XIII  
SELECTED PERSONAL CHARACTERISTICS OF  
IAT AND CETA CLIENTS

Variable	Training Program	
	IAT (N = 65)	CETA (N = 126)
Mean Age	x = 25.30	x = 29.09
Mean Education	x = 11.30	x = 11.14
<u>Marital Status:</u>		
Single	49.20	28.57
Married	36.90	39.68
Separated or Divorced	13.90	31.75
Total	100.00%	100.00%

Reasons for Dropping Out--IAT

Of the 65 individuals viewed, the records of 53 individuals contained some data indicating why they had left the program. The highest percentage of those who left (37.85%) left because they had been offered a job which paid better than the stipend they received during their training with IAT. During several interviews with individuals of this category there seemed to be a conception of IAT as another job, rather than a training program from which they would be able to graduate and command a higher salary. The second highest reason for individuals leaving the program occurred because of excessive absenteeism (18.9%). This problem, not unique among the Native American programs, had a strong effect on the Osage program. Absenteeism was followed closely by dropping out for various personal reasons (16%). Those who left for personal reasons were characterized by a period of absences before dropping out. A percentage of 9.3 left the program because of a failure to follow rules or to accept further responsibility. In keeping with the program's philosophy, upon successfully completing a section of training the individual is promoted to a foreman's position and expected to assist in the instruction of newer, less skilled trainees. Apparently some individuals revolt at this concept. Considering the relatively high education level of the trainees (11.3 years compared to an Oklahoma average of 10.3 for Native Americans), it is not surprising to find that a percentage of 7.54 left the training program to return to school (see Table XIV).

TABLE XIV  
DISTRIBUTION OF REASONS FOR DROPPING OUT,  
INDIAN ACTION TEAM TRAINEES

Reason	Percent
Offered a Job	37.74
Excessive Absenteeism	18.87
Personal Reasons	16.98
Failure to Comply to Rules or Accept Greater Responsibility	9.44
Going Back to School	7.54
National Guard or Legal Charges	3.77
Moved or relocated	3.77
Financial Reasons	1.89
Total	100.00%

#### Job Placement Patterns

Age and tribal affiliation have been related to success in training and placement for work experience (W.E.) and public service employment (P.S.E.) placement categories. To further understand and clarify this relationship, it is necessary to view where in the community and what kind of work these individuals have been assigned. The relationship between age and type of job should be viewed in order that the difference in success rates by age, may be better understood.

An examination of W.E. and P.S.E. job placement lists indicates that there are no significant differences between the two programic

options in terms of the types of jobs in which the CETA clients were placed. W.E. and P.S.E. job types and locations were available for 91 clients. These placements were of two distinct types: 1) jobs related to Osage tribal affairs through the Bureau of Indian Affairs, Tribal Administration, or other federally funded programs, and 2) jobs in the public sector, serving the general population of Osage County and the local communities in the county.

For those CETA clients 31 years of age and less, 68.85% were placed in jobs related to tribal functioning and 31.15% in jobs with the public sector. For the older clients, 32 years of age and above, 53.33% were placed in tribal jobs and 46.67% in jobs with the public sector, as illustrated in Table XV.

TABLE XV

## JOB PLACEMENT IN TRIBAL FUNCTIONS

Age	Osage	Public
31 and below	68.85	31.15
32 and above	53.33	46.67

Table XVI illustrates the relationships among age, success, and type of job (Osage tribal or public). Of the total jobs (N = 91), 63.74% of the placements were in jobs serving the tribe, 36% in the public sector. It is apparent that a larger percentage of the CETA clients are being placed in positions related to tribal functioning.

TABLE XVI  
SUCCESS BY AGE AND JOB TYPE

Age	Successful/Unsuccessful	n	Job Type	n
31 years and below	successful	33	Osage	23
			Public	10
	unsuccessful	28	Osage	19
			Public	9
32 years and above	successful	21	Osage	11
			Public	10
	unsuccessful	9	Osage	5
			Public	4
Total		91		

Although the size of this group of individuals is small, it would appear that there is a greater likelihood of younger individuals being placed in tribal jobs. The older clients, regardless of the type of job, were more successful than the younger clients. Older clients have almost equal chances of being placed with the tribe or in the public sector. Explanations for this may be that: 1) the kind of jobs, generally secretarial, office worker, etc., are best filled by younger individuals or, 2) the older clients, having a wider range of experience and job skills are more often the ones who qualify for jobs in the public sector. For the same reason, they may be more successful. Nevertheless, a predominant percentage of clients (approximately 64%) have been placed in jobs of a tribal-serving nature.

The overall success rate for those individuals 31 years of age and below for W.E. and P.S.E. was calculated to be 54%. Seventy percent of the older clients in W.E. and P.S.E. were successful. This relationship, by categories, is shown in Table XVII. Furthermore, older clients were more successful in both tribal and public jobs.



TABLE XVII  
 SUCCESS RATE BY AGE LEVEL AND TREATMENT,  
 OSAGE CETA PROGRAM

Age Level	Total Sample	CRT	W.E.	P.S.E.
16-23	50.9090 N = 55	55.5600 N = 18	50.00 N = 10	48.1481 N = 27
24-31	61.11 N = 36	60.00 N = 10	87.50 N = 8	50.00 N = 18
32-39	58.33 N = 12	33.33 N = 3	100.00 N = 1	62.50 N = 8
40-47	60.00 N = 10	50.00 N = 2	100.00 N = 1	57.1430 N = 7
48-56	100.00 N = 4	.00 N = 1	.00 N = 0	100.00 N = 4
57-63	85.7142 N = 7	.00 N = 0	.00 N = 0	85.7142 N = 7
<b>Total</b>				
Success Rate	58.4	52.94	70.00	57.75
N	125	34	20	71

## CHAPTER VI

### CONCLUSION AND IMPLICATIONS

The statistical analysis of client characteristics and patterns of employment permit an approach to answering the research questions posed in Chapter IV.

1. Personal characteristics of age, children, and tribal affiliation were found to be related to success in training and placement. Overall, older clients, those with more children, and those clients claiming Ponca as their tribal affiliation were more successful.

2. Services and types of training were found not to differ significantly in success rates for program clients.

3. Categories of services or training provided differ in the relationship of personal characteristics to success. Age, which was related to success across all categories, was also found to be related to success in work experience and public service employment. Older clients were more successful. Children were found to be related to success in work experience, with those clients having more children being more successful. In classroom training, the hourly wage that individuals received before training was related to success. Those clients receiving a higher hourly wage before C.R.T. were less successful, possibly because of an inability to maintain their standard of living during training. Sex was found to be related to success in work experience, females were significantly more successful than males. In

public service employment, those clients who received a higher hourly wage on placement were more successful. Tribal affiliation was found to be slightly related to success in placement overall, and in C.R.T. and P.S.E. In all cases, those individuals who were successful were those not claiming the Osage Tribe as their affiliation.

Research conducted in order to measure the impact of the programs on the community, involving the individual clients and their families, was limited to the type of job in which the program participants were placed. The Privacy Act and incomplete files eliminated the possibility of following the program participants into the community to see if there were any changes or impacts in family life. Data on client income and wages previous to CETA was often lacking, as was documentation of placement salary. Lacking data on client placement success often made it necessary to reject specific client data files. This problem was particularly noticeable in work experience, where only 20 of 41 client files were complete enough to utilize. Results of the statistical analysis of work experience are certainly questionable in terms of the profile of relationships drawn within the category.

In this sample of CETA clients, 63.75% were placed in jobs related to tribal functioning, 36% in the public sector. Younger clients had a greater chance of being placed in tribal jobs (68.85%) than older clients (53.33%). Older clients were more successful, regardless of the type of job, than younger clients. Younger clients had almost equal success rates in both tribal and public jobs. In examining the rationale behind the high percentage of placements with the Osage Tribe, there are two major factors. The first is availability. The Osage CETA office is located between the BIA building and the new Osage tribal

administration building. The opportunity for the placement of Native Americans within these two institutions is very good. The second factor related to the high placement rates with the tribe, is the concept of tribal self-determination. This, and affirmative action, has led to the policy of *hiring Indians*.

There are several important implications for current placement and training practices on the Osage Reservation. Self-determination, a social philosophy aimed at allowing the Native American populations to both govern and provide needed services for themselves, is currently being implemented on the Osage Reservation. Many services, formerly provided by the federal government, and in particular the Bureau of Indian Affairs, have been taken-over by the Osage Tribal Government. The recent completion of a new tribal administration building points to how the tribe is actively participating in the administration and the staffing of the federally funded programs. Further indications, supported through personal communication with the superintendent of the Osage Indian Affairs office (BIA), illustrate this trend. For the coming fiscal year the Osage BIA office will be cut 10% in its general funding level and 20% in the available funds for personnel and staff. This cut in funding is directly related to a shift in responsibility from the area office located at Muskogee, and the central office in Washington, D.C., to the local BIA office in Pawhuska. Personnel and staffing, formerly administered in the area office has been shifted to the local office which no longer has the available funds to do it, effectively preventing the Pawhuska office from controlling this activity. It has been necessary to contract with the Osage Tribal Administration to provide a personnel officer and new staff members for

the simple economic reason that federal funds are now available for the tribe to provide these services for itself (interview held with David L. Baldwin, September 1978).

Self-determination may be an excellent short-term answer for the Osages' current employment problems. In providing employees for tribal government, as the current pattern of training and placement indicates, a high percentage of program clients may be located in programs serving the tribe. It is important to note that at this time there has been no real loss in federal funds which are being used to serve the Osage people. The funds have simply been routed directly to the tribe rather than indirectly through the Bureau of Indian Affairs and other federal offices.

Self-determination infers that the tribal group would (or will) develop the available manpower and expertise to staff and administrate the federal funds. There are several indications that problems may lie ahead for the Osage people. First, tribal employees have as yet, not been offered tenure, seniority, retirement benefits, nor have they developed personnel standards. Without such controls and benefits it may be difficult to get well qualified individuals willing to stay with the tribe as a career. The staffing problem may be arriving soon. The Indian Action Team, involved in the construction trade, has been successfully in operation for several years. For the first time this program is having difficulties in locating individuals who qualify for training! In a sense, manpower shortages are developing among the Osage training and placement programs. Perhaps it is only a temporary slump, but could be indicative of the future. With more of the federal programs being operated by the Indian people, an important question is *will there be*

*enough qualified individuals to train and staff them?* If not, it is apparent that the non-Indian population will become an important manpower resource.

Recent changes in the Comprehensive Employment Training Act may also have an effect on current training and placement programs. On October 15, 1978, a bill was enacted by Congress limiting the number of people who can be hired under the CETA act. The bill reauthorized the program, but provides that no more than 660,000 people can be hired for public service employment, compared to the present 725,000. Sponsors of this bill feel that this will funnel a greater share of CETA money into the training and placement of individuals for jobs in the private sector. The same act has placed limits on the ability of local governmental agencies to use the CETA program to hire people that they would otherwise hire with their own funds. Government agencies using CETA employees are also restricted in their ability to supplement the CETA salaries, and in some cases they are prohibited from this practice. Salaries are now limited to \$10,000 to \$12,000 a year and the duration of the jobs are limited to 18 months in a five year period (The Daily Oklahoman, October 16, 1978).

The implications of this new modification in CETA are not yet clear for the Native American programs. Yet it is clear that present placement practices may be effected. With limits placed on both the number of people who can be placed in public jobs of a tribal nature and the period of time these individuals can be employed through CETA, it will probably be necessary for the federal programs to support more of their employees through their own funds. Limits on how many individuals can be placed and funded through the CETA program may have some effects on

how individuals in the county now qualify for funding through CETA. Placement patterns may change accordingly.

In conclusion, the Osage are demonstrating a high degree of skill and capability in staffing the federal programs which serve the tribe in Osage County. CETA has been quite successful in supplying the manpower needs of several federal programs and placement patterns reflect this success. As long as clients are available, and qualify, this pattern seems to be effective for tribal members. Reduction of federal administration of the tribe is creating many new job openings in service related and office jobs which the Osage CETA program has demonstrated some degree of success in placing and training Native Americans. Perhaps a note of warning for future placement practices is due here. Self-determination has, up to now, consisted of turning federally funded programs over to the tribe for the tribe to administer. With this move accomplished, a change in federal policy aimed at reducing funding levels of tribal programs (which has already occurred in several instances) would have disastrous effects on the economics of the Osage Tribe and Osage County in general. Termination, the formal process of negating the legal responsibilities of the federal government for the tribe, might occur not as a legal change in policy, but as a gradual change in reduced funding levels. Current manpower placement and training policy may necessarily need a review by tribal leaders if this is seen to be occurring.

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APPENDIX

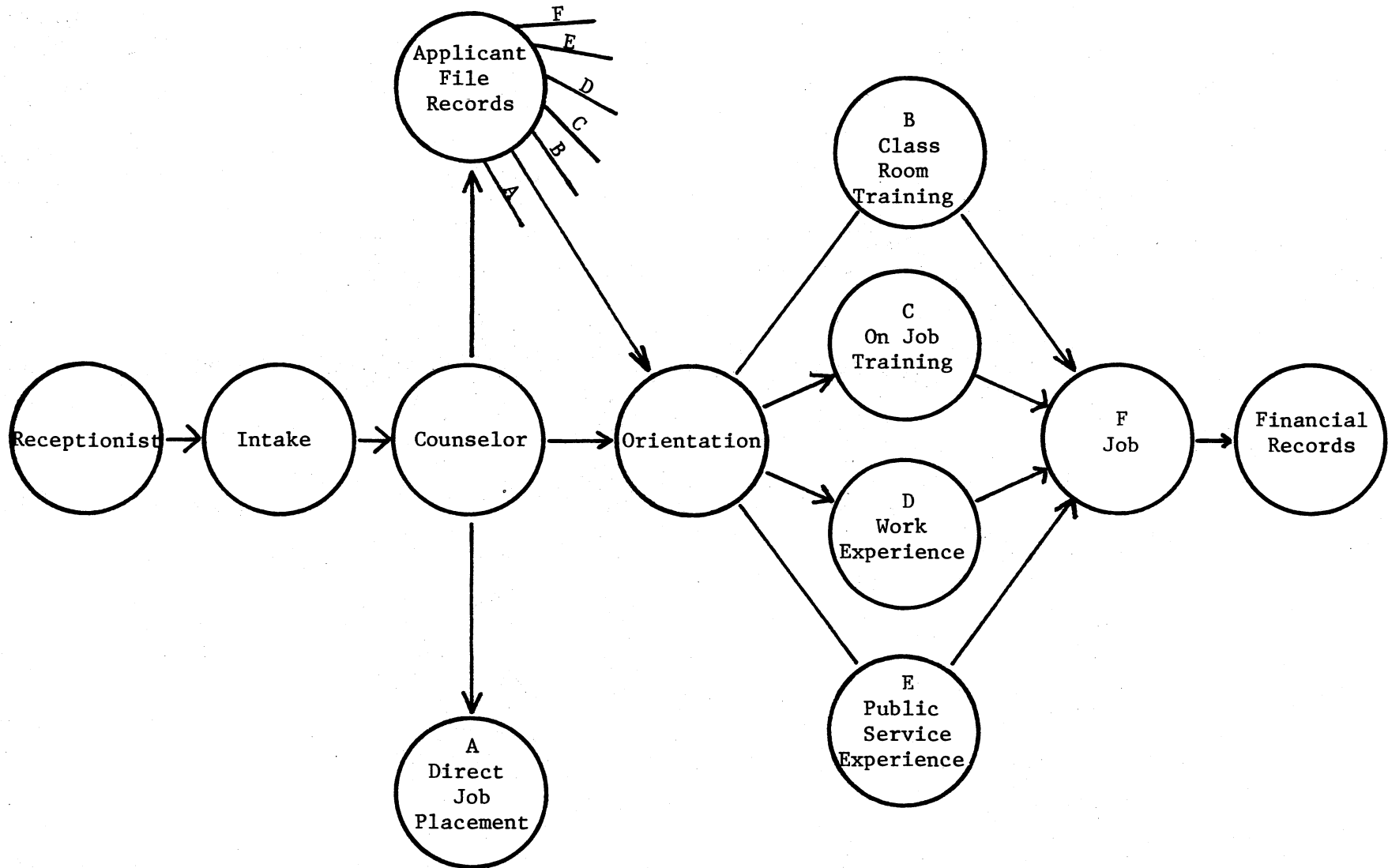
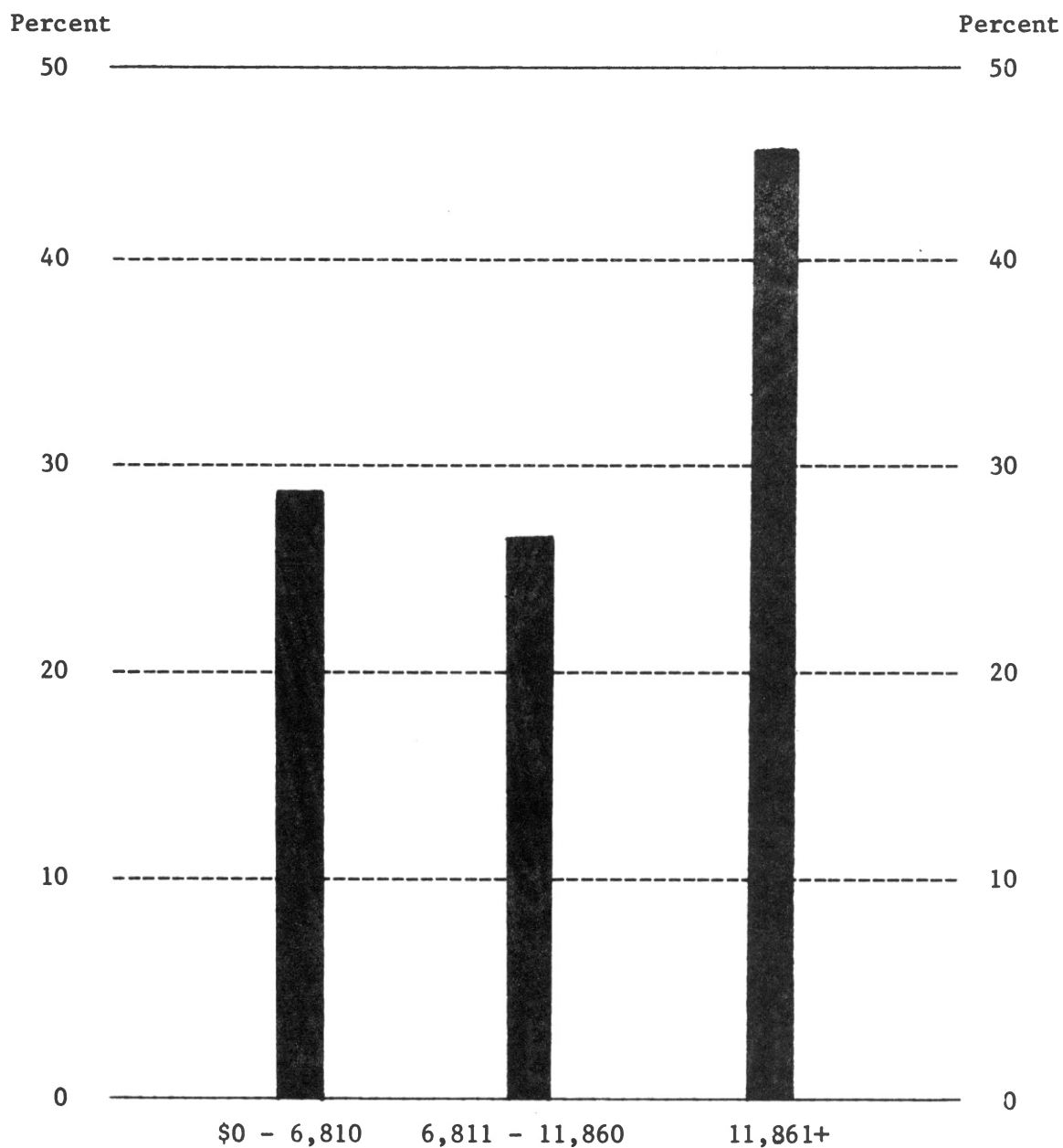


Figure 1. CETA Client Flowchart



Source: Osage Nation ANA Program, Systematic Random Sample, Mary Jo Webb, Director (April 1978:13).

Figure 2. Income of All Respondents by Income Category

CETA CLIENT DATA FORM

CLIENT NUMBER \_\_\_\_\_

PERSONAL CHARACTERISTICS

- |                             |                                   |
|-----------------------------|-----------------------------------|
| 1. M _____ F _____          | 5. Tribal Affiliation _____       |
| 2. Age _____                | 6. Education _____                |
| 3. Marital Status _____     | 7. Home Town _____                |
| 4. Number of Children _____ | 8. Own Transport? _____           |
|                             | 9. Weeks Unemployed _____         |
|                             | 10. Previous Salary _____         |
|                             | 11. Previous Welfare (type) _____ |

PROGRAM SERVICES

1. Type of Training (WE-CLT-PSE) \_\_\_\_\_
2. Supportive Services \_\_\_\_\_
3. Weekly Allowance (\$) \_\_\_\_\_
4. GATBY G Score \_\_\_\_\_

OUTCOME CRITERIA

1. Training Completed \_\_\_\_\_
2. If not, did client enter job related to training and what was it, if known? \_\_\_\_\_
3. Type of job placed in \_\_\_\_\_
4. Still employed at last follow-up? \_\_\_\_\_

SUCCESSFUL \_\_\_\_\_

UNSUCCESSFUL \_\_\_\_\_

Figure 3. Client Intake Data Form

2  
VITA

George David Baldwin

Candidate for the Degree of

Master of Science

**Thesis:** EMPLOYMENT AND TRAINING PATTERNS OF NATIVE AMERICANS ON THE OSAGE RESERVATION

**Major Field:** Sociology

**Biographical:**

**Personal Data:** Born in Ponca City, Oklahoma, December 28, 1952, the son of Mr. and Mrs. David L. Baldwin; raised on the Shoshone-Bannock Reservation in Idaho, the Umatilla Reservation in Oregon, the Yankton Sioux Reservation in South Dakota, and the Osage Reservation in Oklahoma.

**Education:** Graduated from Andes Central High, in Lake Andes, South Dakota, May 1971; attended the University of South Dakota, Vermillion, South Dakota, September 1971 to December 1971; attended Northeastern Oklahoma State University, January 1972 to May 1975, received Bachelor of Arts degree in Psychology and Sociology in 1975; enrolled in Master's program, Oklahoma State University, Department of Psychology, majoring in Social Psychology, September 1975 to May 1976; transferred to Master's program, Oklahoma State University, specializing in Indian Manpower, June 1976; completed requirements for the Master of Science degree at Oklahoma State University in December 1978.

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