



**WEATHER OBSERVER TRAINEES**—Thirteen Indian, Aleut, and Eskimo trainees are being instructed to become weather observers by the Region Headquarters of the Environmental Science Services Administration in Anchorage. All high school graduates, they will graduate in February of next year. They are being trained under a cooperative agreement between the Bureau of Indian Affairs and the ESSA. The BIA furnish support for the students during the training period while the weather bureau provides instructors, classroom, supplies and equipment. The school is preparing the students for employment in remote locations like

Bettles and Aniak. After gaining experience, they will be employed as weather observers anywhere in the ESSA system. Kneeling, from left, are Orlin Booshu of Gambell; Noel Owens, Tuluksak; Evan Larson, Kwethluk; and James Landlord, Mountain Village. Center row are Joseph Alexie, Tuluksak; Wilson Manutoli, Tuntutuliak; Franklin Panipchuk, Jr., Shaktoolik; Danny Tcheripanoff, Akutan; William Tcheripanoff, Akutan; In the rear are Charles Baker, course instructor; Floyd Jackson, Noorvik; Ernest Sheishnikoff, Unalaska; Tom Roberts, Tanana; and Henry Landlord, Mountain Village.

## Second Part and Conclusion of 'Staff Study'—

# BIA Role, Affirmative Action, Recommendations

*(Editor's Note: The Staff Study, ALASKAN NATIVES & FEDERAL HIRE, authored by Robert D. Arnold and Esther C. Wunnicke, requests government agencies in Alaska to hire more native people. The contents of the study prominently mentioned the Bureau of Indian Affairs and what that agency might do to facilitate native hire.)*

"The employment assistance program of the Bureau of Indian Affairs is the key within the Bureau to making a success of the effort to increase federal employment opportunities for Alaska Natives," the staff study stated.

"The employment assistance program is designed to help American Indians and Alaska Natives (1) obtain jobs or (2) obtain vocational training that will lead to jobs. Initiative for participation in either aspect of the program must come from the applicant, not the Bureau."

The employment assistance program, formerly known as the Relocation Program, is the provision by the BIA to train native people for jobs. In the past, the emphasis of this program was to send native people to training centers, or locations, in the Lower 48.

This procedure has met with disapproval by native leaders and native organizations because it had uprooted whole families from villages to places like Chicago and St. Louis. Having this in mind the staff study suggested:

"It is suggested that the Bureau of Indian Affairs inform natives going to other states for education and training that transportation will be provided back to Alaska if they desire to return and jobs can be found for them. Such policy would assure that able persons are not lost to the state."

**BIA ROLE IN TRAINING**  
The study suggests that the BIA in Alaska give greater attention in its employment assistance program to job training opportunities open to native people in the federal service in Alaska.

"This would require wider knowledge," the study said, "by agencies of the Bureau's program, broader knowledge by the Bureau of existing job and training opportunities, greater knowledge about the jobless—their education, skills, and willingness to migrate to where the jobs are. Specifically, the Bureau should:

"Prepare brief circulars—describing the employment assistance programs for employers, explaining how the program can help them in finding trainees or employees, transport them, and otherwise assist in the building of a stable work force;

"Prepare, in cooperation with the Coordinated Area Manpower Planning System, question-and-answer circulars describing all training and job placement opportunities that are open to Alaska Natives;

"Distribute circulars aimed at applicants to Native

associations, anti-poverty workers, social workers, hospital and others; and distribute circulars aimed at employers to all federal personnel officers and hiring officials, Employment Service offices, and others;

"Call upon hiring officials within Bureau districts, explaining interest in increasing the numbers of Natives employed by the federal government, offer assistance in helping them meet their employee needs, and explain the possibility of supplemental allowances to new, low-income employees;

"Assist Native persons to complete and file the forms necessary for federal employment;

"Make known to Native persons who are veterans their rights to veterans' preference provisions and the availability of jobs (such as certain guard and custodial positions) that are open to veterans on a preferential basis;

"Undertake to obtain from applicants information adequate to complete Form 511 of the Alaska State Employment Service so that the broader facilities of the Employment Service can be made available to applicants who are not served by the Bureau's program;

"Devise a plan so that all employment assistance and training representatives from all federal and state agencies can make referrals to programs of others;

"Maintain a continuing file by subject of training and dates of completion for all

current enrollees in vocational training programs; "And establish, where possible, additional on-the-job training programs with federal agencies."

The study went on to say "that the Bureau of Indian Affairs in Alaska seek to expand its staff and funding for the employment assistance program to better serve the increasing numbers of Alaska Natives who seek jobs or training."

**BIA READY TO ASSIST**  
The BIA is ready to assist as stated by its Area Director Owen D. Morken when he told the audience last March at the Equal Employment Opportunity Seminar:

"We should utilize our own people much more fully," said he. "And if employers, in both the public sector and private sector were to submit firm requisitions to the Bureau of Indian Affairs for trained Alaska Natives at competitive wages and working conditions, we can meet your needs with employees who will stay in Alaska and will not leave when the prospects outside are equal to those here."

**AFFIRMATIVE ACTION**  
"Success in raising the levels of Native employment in the federal service will be, in part, dependent upon the zeal shown by federal agencies in implementing the affirmative action programs they have established under regulations issued by the Civil Service Commission to provide equal employment opportunity," said the study. Based upon Executive

Order 11246, these regulations gave the Commission the responsibility of requiring agencies to devise programs that would go beyond the mere avoidance of discrimination.

President Lyndon B. Johnson said it in the following manner:

"These plans must tax the limits of our imagination and our creativity. They must go beyond the limited objectives of eliminating discrimination. If we are going to have equal employment opportunity in the federal government, we must attack the problem on many fronts."

According to the staff study, affirmative action means "that the contractor must make certain that his employment practices are not only nondiscriminatory but are reflected by the composition of his work force."

**RECOMMENDATIONS**  
The study said that some native people (particularly Eskimos) decline to identify themselves as American Indians, the only suitable category now contained on the Civil Service Commission minority form. The result is agencies' reports to the Commission often understate the number of native people on their rolls.

On this, the study recommended:

"The Civil Service Commission should add the category, 'Alaska Native,' to its reporting forms for minority employment."

On sub-entrance level positions:

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# Staff Study on Native Hire . . .

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• "The Civil Service Commission should approve the establishment of sub-entrance level positions (such as worker-trainee and office aide) which require only a simple written test or none at all."

On austere staffing bars at field stations and remote installations:

"The executive departments and the Bureau of the Budget should give favorable consideration to the establishment of sub-entrance level positions for offices and installations in Alaska in order to provide job opportunities for the unskilled."

On printed summary, the study says is warranted, because one-fifth of Alaska's population is native:

"The Civil Service Commission should include Alaska in the presentation of American Indian employment in selected states in its publication, **STUDY OF MINORITY GROUPS EMPLOYMENT IN THE FEDERAL GOVERNMENT.**"

On the high rate of turnover in Alaska field offices of federal agencies:

"The Departments of Defense and Interior should seek, and the Bureau of the Budget authorize, the establishment of one additional staff person with equal employment opportunity responsibilities at each of the following principal hiring agencies: Bureau of Land Management, Elmendorf Air Force Base, Eielson Air Force Base, Fort Richardson, and Fort Wainwright."

On equal employment opportunity provisions that are made part of appropriate federal contracts and posting

of notices required by contractors and in which no full compliance review takes place in Alaska except one agency—the FAA:

"The Office of Federal Contract Compliance, Department of Labor, should establish the position of Equal Employment Area Coordinator in Anchorage, Alaska, so that affirmative action provisions in federal contracts are implemented."

On the inadequacy of the grant (\$50,000) from federal government for adult basic education:

"The Office of Education, Department of Health, Education, and Welfare or the Bureau of Indian Affairs, Department of the Interior, should give favorable consideration to enlargement of grants for adult basic education in Alaska."

On work-experience training program:

"The Division of Welfare, Department of Health, Education, and Welfare, should give favorable consideration to the expansion of grants for work-experience training programs both for staff and enrollees."

On vocational training and placement program; in Western Alaska, five persons serve 95 villages across 350,000 square miles:

"The Department of the Interior should approve the expansion of the Bureau of Indian Affairs employment assistance staff and program in Alaska."

On only one man assigned to the Department of Labor's program for the entire area of Alaska (half-million square miles) in which he cannot reach potential apprentices

and in which this lack of staffing allowed only one-fourth of the funds allocated to the state for MTDA on-the-job training program:

"The Department of Labor should approve the expansion of the Bureau of Apprenticeship and Training staff and programs in Alaska."

On the need to expand occupational specialty courses within Alaska National Guard units, such as heavy equipment operation:

"The Department of the Army should consider an increase in the number of training spaces allotted to the Army National Guard in Alaska and relaxation of the requirement that school assignment be related to a guardsman's military occupational specialty."

In addition, the staff study made the following recommendations:

"The Secretaries of Labor, Agriculture, and Commerce should include jobless Alaska Natives in their survey of seasonal employment and underemployment."

"The Secretaries of Labor and Agriculture should include jobless Alaska Natives in this study of manpower needs and the study of workers in rural America."

"The Secretary of Labor should include jobless Alaska Natives in the study of training programs and unmet needs, if such study is funded by Congress."

"While 27 per cent of the nation's rural families have been classified as 'poor,' about 65 per cent of Alaska's rural Natives are," the staff study pointed out.

"The median personal income for Native persons in rural areas in 1960 was about \$1,100. The majority of Alaska Natives are jobless, or only seasonally employed, uneducated, and live in poverty and its consequences."

The study concluded its recommendations by saying "Too little information exists about individual Alaska Natives who are employed to carry out the detailed planning necessary to significantly reduce the levels of unemployment."

Recommendation:

"The Secretary of Labor should include jobless Alaska Natives in the special census of three million households of the unemployed in America, if the \$20 million appropriation requested by the President in his manpower report is approved by the Congress."