



B-163922
3-14-73
REPORT TO THE SUBCOMMITTEE ON
EMPLOYMENT, MANPOWER, AND
POVERTY, COMMITTEE ON LABOR
AND PUBLIC WELFARE
UNITED STATES SENATE *092631*

Impact Of Grants To Indian Tribes
Under The Emergency Employment
Act Of 1971 *B-163922*

Department of Labor

BY THE COMPTROLLER GENERAL
OF THE UNITED STATES

092631
~~*73089*~~

MARCH 14, 1973



COMPTROLLER GENERAL OF THE UNITED STATES
WASHINGTON D C 20548

B-163922

Dear Mr Chairman

This is the sixth of a series of reports in response to your letter of July 28, 1971, requesting us to conduct an ongoing review and evaluation of the Department of Labor programs to implement the Emergency Employment Act of 1971 (85 Stat 146) This report concerns the impact of grants to Indian tribes under the act

We reviewed the activities of three program agents who administered about \$4 5 million of program funds available for grants to Indian tribes and the efforts of 12 Indian tribes which used such funds to provide employment opportunities for unemployed and underemployed persons

In accordance with arrangements made with your office, we did not submit this report to the Department or to the program agents for formal review or comments However, this report was discussed informally with Department officials and representatives of certain program agents, and their views were considered in its preparation.

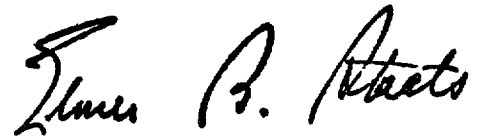
We are sending copies of this report to the Director, Office of Management and Budget, and the Secretary of Labor.

A copy is also being furnished to the Chairman of the Senate Committee on Interior and Insular Affairs in response to his request for an evaluation of the impact which programs under the Emergency Employment Act of 1971 have had on the American Indian

B-163922

We believe that this report would be of interest to committees, other Members of Congress, agency officials, and others. Therefore, as you have agreed, we are distributing this report to such persons.

Sincerely yours,

A handwritten signature in cursive script that reads "James B. Axtell".

Comptroller General
of the United States

The Honorable Gaylord Nelson
Chairman, Subcommittee on Employment,
Manpower, and Poverty
Committee on Labor and Public Welfare
United States Senate

C o n t e n t s

| | <u>Page</u> | |
|----------|--|------|
| DIGEST | 1 | |
| CHAPTER | | |
| 1 | INTRODUCTION | 3 |
| | Allocation of funds | 3 |
| | Navajo Tribe | 7 |
| | Tribes in North and South Dakota | 7 |
| | Western Washington tribes | 9 |
| 2 | IMPACT OF THE PROGRAM IN REDUCING UNEMPLOYMENT | 10 ✓ |
| | Extent of Indian unemployment | 11 |
| | Opportunities for permanent placement | 12 |
| 3 | ADMINISTRATION OF EMERGENCY EMPLOYMENT ACT PROGRAM FOR INDIANS | 16 ✓ |
| | Special administrative provisions for Indian grants | 16 |
| | Communications with Indian program agents | 16 |
| | Limited funds for program administration and supportive services | 18 |
| | Restriction on use of regular EEA funds by tribes | 21 |
| 4 | JOB SELECTION AND PUBLIC SERVICE BENEFITS | 23 ✓ |
| | Navajo Tribe | 23 |
| | Tribes in North and South Dakota | 28 |
| | Western Washington tribes | 31 |
| 5 | SCOPE OF REVIEW | 38 |
| APPENDIX | | |
| I | General Accounting Office reports to the Chairman, Subcommittee on Employment, Manpower, and Poverty, Senate Committee on Labor and Public Welfare, on programs under the Emergency Employment Act of 1971 | 39 |

APPENDIX

Page

II Area of trust land held and population of tribes in the State of Washington

40

III EEA funds received by tribes in the State of Washington

41

ABBREVIATIONS

BIA Bureau of Indian Affairs

EDA Economic Development Administration

EEA Emergency Employment Act of 1971

GAO General Accounting Office

OEO Office of Economic Opportunity

ONEO Office of Navajo Economic Opportunity

COMPTROLLER GENERAL'S REPORT TO
THE SUBCOMMITTEE ON EMPLOYMENT,
MANPOWER, AND POVERTY,
COMMITTEE ON LABOR AND
PUBLIC WELFARE,
UNITED STATES SENATE

IMPACT OF GRANTS
TO INDIAN TRIBES
UNDER THE EMERGENCY
EMPLOYMENT ACT OF 1971
Department of Labor B-163922

D I G E S T

WHY THE REVIEW WAS MADE

This report, one of a series prepared by the General Accounting Office (GAO) at the request of the Chairman of the Subcommittee on Employment, Manpower, and Poverty, Senate Committee on Labor and Public Welfare, contains information on the operation of programs under the Emergency Employment Act of 1971 (EEA)

It also gives GAO's overall observations concerning activities of Indian tribes and selected program agents in carrying out the programs

Background

Previous GAO reports on implementation of EEA programs reviewed the allocation of funds, delays in hiring, preparation and approval of program plans, selection and enrollment of participants, and types of jobs offered to unemployed persons. (See app I for titles of issued reports)

In accordance with arrangements made with your office, GAO did not submit this report to the Department of Labor or program agents for formal review or comments. However, this report was discussed informally with Department officials and representatives of certain program agents, and their views were considered in its preparation

To implement the programs, the Department awarded grants totaling about \$981 million during fiscal year 1972 to about 700 States, counties, cities, and Indian tribal organizations serving as program agents

About \$8.4 million was allocated to tribes on 122 Federal and State reservations and was administered through 23 tribal organizations. In addition, about \$1.4 million was allocated to tribes by State, city, and county program agents. (See pp 5 and 6)

FINDINGS AND CONCLUSIONS

The EEA program has created additional jobs for unemployed Indians and alleviated some of the public service needs of the tribes reviewed. The EEA program, however, as presently funded, cannot be expected to have a major impact on the chronic shortage of jobs on or near most reservations. (See p 10)

Overall, program agents serving Indian tribes were more effective than other program agents, such as States, counties, and cities, in placing EEA participants in permanent nonsubsidized jobs on or near reservations. After about 10 months of program operation, about 200 participants of the tribes reviewed had been permanently placed. There were

some prospects for additional permanent placements. However, in some cases, the prospects for permanent placement were somewhat limited (See p 12)

Unemployment and the need for additional public services form the prime targets of the EEA program. Although reported data on unemployment among Indians varies depending on the source, the rate of unemployment is among the highest of any segment of the population (See pp 10 and 11)

Because of limitations on the use of EEA funds and the general lack of tribal funds, tribes have had problems financing costs of program administration and supportive services and some enrollees have had to pay for work-related costs (See p 18)

The fiscal year 1973 appropriation bill for the Department would have authorized the Department to liberalize use of EEA funds for administrative costs and support services in future grants to tribes. However, because the bill was vetoed, the Department is operating under a

continuing resolution and administrative costs are limited to the level previously authorized (See p 21)

A departmental decision that other program agents could not allocate EEA funds to tribes would have significantly decreased funding for tribes in the State of Washington. According to Department officials, the Secretary of Labor plans to allocate discretionary EEA funds to cover any amounts which tribes may lose (See p 21)

Jobs established by the tribes GAO reviewed were chosen to meet tribal needs and to fit the skills of the unemployed. The establishing of types of jobs was limited by the lack of funds to purchase certain needed equipment and the lack of persons with appropriate skills for the jobs.

Most jobs provided the tribes with needed public services. Benefits included improved housing and roads, improved management of tribal affairs, and assistance to tribal enterprises (See p 23)

CHAPTER 1

INTRODUCTION

The Emergency Employment Act of 1971 (EEA) authorized appropriations of \$1 billion for fiscal year 1972 and \$1.25 billion for fiscal year 1973 to provide unemployed and underemployed persons with transitional employment in jobs providing needed public services during periods of high unemployment. When feasible, job-related services, such as education, training, and counseling, were to be provided to enable workers to move into employment not supported by the act. We reviewed activities during the first year of the program.

Section 4 designates various categories of Federal, State, and general local governmental units and tribes on Federal or State reservations as eligible to receive financial assistance through EEA grants. Grant recipients are designated as program agents.

Indian tribes and reservations vary widely in size of population and size of geographic area. A tribe may be as large as the 133,500 members of the Navajo Tribe in Arizona, New Mexico, and Utah or as small as the one member representing the Cuyapaipe Band of Mission Indians in Mount Laguna, California. Similarly, the Navajo Reservation covers about 23,000 square miles, whereas the Sheep Ranch Rancheria site of the Me-Wuk Tribe is situated on 1 acre in Calaveras County, California.

Sources of income also vary among the tribes. In some areas tribal income accrues from enterprises involving oil, mining, forestry, farming, fishing, and cattle or sheep raising. Other sources of tribal income include grazing and right-of-way leases, tourism, and operation of commercial establishments, such as service stations and restaurants.

ALLOCATION OF FUNDS

Of the \$1 billion appropriated for the EEA program in fiscal year 1972, the Department awarded grants totaling about \$981 million to about 700 States, counties, cities, and Indian tribal organizations serving as program agents. Of this amount, \$8.4 million was allocated to tribes on Federal

and State reservations. This included an initial allocation of \$3.4 million for section 5 programs, \$1.8 million for section 6 programs, and \$3.2 million from discretionary funds available under section 5. Section 5 funds are for public service employment and for other purposes when the Secretary of Labor determines that the rate of national unemployment (seasonally adjusted) has been 4.5 percent or more for 3 consecutive months. Section 6 funds are to be used for public service employment only in areas which the Secretary determines had a rate of unemployment of 6 percent or more for 3 consecutive months. The initial \$5.2 million of EEA funds allocated to tribes were based on labor force and unemployment data. The additional \$3.2 million was provided because of the unusually severe economic conditions of Indians and the difficulty of arriving at an accurate estimate of unemployment.

To facilitate administration of allocations to eligible tribes, the Secretary designated 23 program agents to receive, administer, and distribute funds to eligible reservations. Program agents were generally selected in the following order:

1. Tribes or combinations of tribes with a population of 75,000 or more.
2. Regional tribal organizations or multi-State combinations of tribes.
3. State-wide tribal organizations, e.g., intertribal councils serving a significant segment of the Indians in a State.
4. The largest tribe in the State.
5. Program agents previously designated to administer section 5 programs, e.g., States.

The allocations to program agents were based on the Indian population of the reservations in each jurisdiction. Only reservations entitled to grants of at least \$5,000 were to receive funds. However, if smaller reservations under a program agent were together eligible for over \$5,000, the program agent could make funds available for commonly shared employment opportunities or part-time jobs.

Program agents allocated funds to tribes on 122 reservations. Program agents also made funds available on a joint basis to 100 other reservations which were not eligible for grant funds individually. The 23 program agents and the grant funds they received are shown below.

| <u>Program agent</u> | <u>Amount of grant</u> |
|--|------------------------|
| Navajo Tribe (note a) | \$3,003,200 |
| United Sioux Tribes of South Dakota Development Corporation (note a) | 1,128,500 |
| Indian Development District of Arizona | 967,700 |
| Intertribal Policy Board of Montana | 706,000 |
| All Pueblo Council, New Mexico | 593,000 |
| State of Washington (note a) | 390,200 |
| Minnesota Council of Chippewas | 273,600 |
| United Southeastern Tribes | 233,300 |
| Seneca Nation, New York | 215,600 |
| Great Lakes Intertribal Council, Wisconsin | 159,800 |
| Intertribal Council of California | 133,500 |
| Idaho Intertribal Policy Board Incorporated | 126,100 |
| Intertribal Council of Nevada Community Action Agency | 126,100 |
| Osage Tribe, Oklahoma | 80,200 |
| Nebraska Intertribal Development Council | 69,500 |
| State of Oregon | 66,000 |
| State of Colorado | 43,800 |
| Uintah and Ouray, Utah | 32,000 |
| Intertribal Council of Michigan Indians | 29,700 |
| Annette Island, Alaska | 25,000 |
| Nebraska Indian Industrial Development Office | 24,900 |
| Passamaquoddy Community Action Agency, Maine | 24,200 |
| State of Texas | <u>18,200</u> |
| Total | <u>\$8,440,100</u> |

^aIncluded in our review.

In addition, the following State, county, and city program agents allocated about \$1,411,100 of EEA funds to tribes from funds which the Department had allocated to them for public service employment in their areas.

| <u>Program agent</u> | <u>Amount</u> |
|--------------------------------|--------------------|
| California | \$ 307,000 |
| Colorado | 31,800 |
| Kansas | 46,900 |
| Michigan | 200,500 |
| Washington | 483,300 |
| Wisconsin | 85,100 |
| Humboldt County, California | 75,700 |
| Various counties in Washington | 170,200 |
| Tulsa, Oklahoma | <u>10,600</u> |
| Total | <u>\$1,411,100</u> |

Information about reservations, the labor force status, and BEA funding for the tribes reviewed is presented below.

NAVAJO TRIBE

The Navajo EEA program serves about 133,500 Navajos scattered over 46,000 square miles in Arizona, New Mexico, and Utah referred to as the Navajo Nation.

The Congress established the boundaries of the Navajo Reservation in 1934. The outer boundary encompasses approximately 23,000 square miles, about the size of West Virginia. Within this area lies the Hopi Reservation, consisting of 650,000 acres, and 1.8 million acres owned jointly by the Hopi and Navajo Tribes. Except for about 90,000 acres owned by individual Navajos and a relatively small amount of Government-owned and privately owned land, the remainder of the area is owned by the Navajo Tribe. In addition, the tribe and individual Navajos own over 1.4 million acres of land off the reservation scattered throughout 23,000 square miles, most of which is in New Mexico.

The funds allocated to the Navajo Tribe were administered by the tribe as program agent. The \$3,003,200 EEA grant was effective November 1, 1971, and authorized 493 positions. Most of these positions were authorized for the full 12-month grant period, but many were not filled until December or later. The delay and the fact that positions were not always refilled as soon as enrollees terminated provided funds to add more EEA positions. At June 30, 1972, there were 666 authorized positions, or about 33 percent more than the 493 originally authorized to be funded yearly.

TRIBES IN NORTH AND SOUTH DAKOTA

The tribes in North and South Dakota consist of about 47,000 Indians in 14 tribes on 12 reservations. The program agent for these tribes is the United Sioux Tribes of South Dakota Development Corporation, Pierre, South Dakota, which received an EEA grant of \$1.1 million. The area of the 12 reservations totals about 15 million acres, or 23,000 square miles. Much of this land is not owned by the Indians due to sales by individual Indians of reservation land received under the Indian General Allotment Act of 1887 (24 Stat. 388) and due to the opening of reservation lands to homesteading during the early 1900s. The ownership of the two reservations reviewed, Pine Ridge and Rosebud, is as follows:

| | Acres | |
|-----------------------|-----------------------------------|--------------------------------|
| | <u>Pine Ridge Reservation</u> | <u>Rosebud Reservation</u> |
| Trust lands | | |
| Tribal | 402,989 | 424,781 |
| Individual Indian | 1,168,240 | 511,258 |
| Government-owned land | 91,208 | 28,797 |
| Other | <u>1,125,666</u> | <u>2,364,665</u> |
| Total reservation | <u>2,788,103</u> | <u>3,329,501</u> |

The EEA grant of \$1.1 million for tribes on 11 of the 12 reservations in North and South Dakota was effective October 18, 1971. The Omaha Tribe of Nebraska was also covered under this grant, effective March 27, 1972. The United Sioux retained funds for program administration amounting to 3.2 percent of the grant, and the remainder was allocated to the tribes to hire EEA participants. The allocations and the number of EEA positions initially authorized follow.

| <u>Tribe</u> | <u>Reservation</u> | <u>Amount</u> | <u>Positions authorized</u> |
|--|--------------------|--------------------|---------------------------------|
| Cheyenne River Sioux | Cheyenne River | \$ 100,400 | 22 |
| Crow Creek Sioux | Crow Creek | 27,900 | 5 |
| Three affiliated tribes--Mandan, Arikara, and Gros Ventre | Ft. Berthold | 65,200 | 10 |
| Sisseton-Wahpeton Sioux | Ft. Totten | 42,500 | 5 |
| Lower Brule Sioux | Lower Brule | 14,100 | 3 |
| Oglala Sioux | Pine Ridge | 271,200 | 40 |
| Rosebud Sioux | Rosebud | 174,600 | 41 |
| Sisseton-Wahpeton Sioux | Sisseton | 47,200 | 6 |
| Standing Rock Sioux | Standing Rock | 114,600 | 16 |
| Turtle Mountain Chippewa | Turtle Mountain | 171,100 | 19 |
| Yankton Sioux | Yankton | 30,400 | 6 |
| Omaha | Omaha | 33,243 | 10 |
| United Sioux (for program adminis- tration) | | <u>36,099</u> | <u> </u> |
| | Total | <u>\$1,128,542</u> | <u>183</u> |

Except for the Omaha Tribe's 10 positions, the initial positions were authorized for the full 12-month grant period, but many of these were not filled immediately. The delay and the fact that positions were not always refilled as soon as enrollees terminated provided funds to add 37 positions by June 30, 1972.

WESTERN WASHINGTON TRIBES

The EEA program serves about 19,800 Indians in the State of Washington. Of the 23 Indian tribes on Federal reservations in the State, 19 are in western Washington. These 19 tribes hold 188,319 acres, or 8 percent, of the Indian trust land in the State and have 7,783, or 34 percent, of the total Indian population living on or adjacent to the Federal reservations. Data on each tribe's population and trust land is shown in appendix II. We reviewed the impact of EEA on nine of the 19 tribes.

Effective December 13, 1971, the State of Washington, acting as program agent, received a \$390,200 EEA grant from the Department for distribution to eligible Indian tribes. The State had previously recognized the unemployment problem on Washington reservations and in August 1971 provided about \$370,000 from the State's section 5 grant to Indian tribes. As of July 31, 1972, the State also provided about \$113,300 in section 6 funds to those tribes in counties eligible for section 6 funds. In addition, some counties provided about \$170,200 of their EEA grants to Indian tribes. The total allocations to tribes in Washington are summarized below

| <u>Source of funds</u> | <u>Amount of grant</u> | <u>Positions authorized</u> |
|---|------------------------|-----------------------------|
| Indian grant from the Department | \$ 390,200 | 59 |
| Allocations to tribe from grants to State | 483,300 | 67 |
| Allocations to tribes from grants to counties | <u>170,200</u> | <u>28</u> |
| Total | <u>\$1,043,700</u> | <u>154</u> |

A list of the funds allocated to the various tribes is shown in appendix III.

CHAPTER 2

IMPACT OF THE PROGRAM IN REDUCING UNEMPLOYMENT

The success of the EEA program can be measured broadly by the number of unemployed and underemployed persons who obtain jobs and by the public service benefits which a community receives through EEA jobs. EEA states that its purpose is to provide unemployed and underemployed persons with transitional employment in jobs providing needed public services during times of high unemployment. An additional measure, therefore, of the success of the program is how many unemployed or underemployed persons can be moved through the program to placement in permanent nonsubsidized jobs.

The EEA program has created additional job opportunities for unemployed Indians and alleviated some public service needs of the tribes reviewed. The EEA program, however, as presently funded, cannot be expected to have a major impact on the Nation's nor the Indian's unemployed population. Although the tribes received proportionately larger amounts of EEA funds because of their generally higher unemployment rates, even this level of funding should not be considered as capable of significantly overcoming the chronic shortage of job opportunities on or near most reservations, a situation that an essentially temporary type of unemployment program will not cure.

The movement of participants into permanent jobs has also been a program plus. After about 10 months of program operations, the 12 tribes reviewed had placed about 200 persons in nonsubsidized jobs. This represents a 32-percent placement rate based on the number of positions originally authorized under their grants.

Although short of the Department's goal of permanently placing 50 percent of the enrollees in nonsubsidized jobs each year, this is a significant accomplishment when viewed in relation to the nationwide permanent placement rate of about 15 percent of the originally authorized positions. Tribal representatives stated that there were some prospects for additional permanent placements. However, for certain jobs the prospects were somewhat limited.

Our comments on the extent of unemployment among Indians and opportunities for permanent placement follow

EXTENT OF INDIAN UNEMPLOYMENT

Unemployment constitutes one of the most serious problems faced by Indians. Although data on their rate of unemployment varies, depending on its source, the rate is among the highest for any segment of the population.

For example, unemployment data based on the 1970 census showed that about 14 percent of the Indians in Arizona, South Dakota, and Washington were unemployed. Unemployment data based on reports prepared by the Bureau of Indian Affairs (BIA) as of March 31, 1972, showed a composite unemployment rate of 43 percent for the tribes reviewed.

BIA reported that, of the Navajo labor force of about 43,800, about 24,600 are employed--15,700 in permanent jobs and 8,900 in temporary jobs. The remaining 19,200 unemployed represent about 44 percent of the labor force.

BIA reported that, in the Oglala Sioux at the Pine Ridge Reservation in South Dakota, there were about 2,790 in the labor force. Of these, 1,010 had permanent jobs, 620 had temporary jobs, and 1,160, or about 42 percent, were unemployed. For the Rosebud Sioux in South Dakota, there were about 1,830 in the work force. Of these, 960 had permanent jobs, 400 had temporary jobs, and 470, or about 26 percent, were unemployed.

In western Washington the BIA unemployment rates for the seven tribes of the nine reviewed, for which adequate data was available, ranged from 23 to 68 percent of the labor force. These seven tribes had a total labor force of 1,223, of whom 569, or about 47 percent, were unemployed.

In general, the approximately 200,000 jobs established under EEA will absorb only a very small percentage of the 4.5 million unemployed in the Nation as of October 1972. Similarly, although the EEA funds provided to the tribes have resulted in some measurable benefits, the program has had only a minor impact on the unemployment problems of the Indians. The Department estimates, on the basis

of Bureau of the Census figures, that EEA provides jobs for possibly 5 percent or more of unemployed rural Indians.

OPPORTUNITIES FOR PERMANENT PLACEMENT

For the 12 tribes reviewed, 200 program participants had been permanently placed during the first 10 months of program operations. Two tribes should exceed the 50-percent placement goal on the basis of their actual and planned placements in unsubsidized jobs. Tribal representatives advised us that there were some prospects for additional placements. However, in some cases, the prospects for permanent placement were somewhat limited.

Navajo Tribe

Through August 11, 1972, 159 enrollees had become permanently employed. This was a rate of 32 percent based on the 493 positions originally authorized. Of these, 131 were employed in the public sector and 28 were employed in the private sector, as shown below.

| | <u>Number</u> |
|--|---------------|
| Public sector | |
| Navajo Tribe | 107 |
| Office of Navajo Economic Opportunity (ONEO) | 4 |
| BIA | 14 |
| Other public organizations | <u>6</u> |
| | 131 |
| Private sector | <u>28</u> |
| Total | <u>159</u> |

The main tribal organizations employing the 107 enrollees were the Police Department (21), Forestry Department (15), tribal heavy equipment pool (10), Education Department (six), Office of Program Development (four), Water Works Department (six), and the tribal printing operation (four).

The tribe planned to place additional EEA enrollees in nonsubsidized jobs. Many of the 116 enrollees repairing and

constructing homes and community buildings are expected to be employed on housing projects funded by the Department of Housing and Urban Development. During fiscal year 1973, the Office of Program Development expects to transfer six more EEA enrollees to permanent positions, and the tribal printing operation plans to employ four more EEA enrollees in permanent positions. As EEA deputy patrolmen become qualified, many more are expected to become permanent employees of the Navajo Police Department. We were also told that the tribe is getting a grant from OEO for an alcohol detoxification center, which will enable them to permanently employ all the 19 EEA enrollees working at the center.

Of the 8,000 Federal and tribal jobs on the reservation, there are about 700 which become available annually through job turnover into which EEA participants could be moved. However, the relatively small number of job opportunities on or near the Navajo Reservation in relation to the large number of unemployed limits the potential for moving additional EEA participants into jobs not subsidized

For example, a tribal representative told us that some tribal organizations providing needed public services have virtually no chance of hiring many of their EEA enrollees. These include

- The Navajo Parks and Recreation Department, which has 42 regular and 35 EEA positions. However, because of the limited number of regular positions similar to the positions under EEA, there is little opportunity for the EEA participants to obtain unsubsidized jobs.
- The Transportation and Roads Committee, which has no regular positions, was using 20 EEA enrollees to fence highways on the reservation.
- The 37 EEA enrollees working for 19 tribal community chapters located throughout the reservation. These enrollees have little chance of becoming permanently employed because the chapters do not have regularly funded positions.

Job opportunities in the private sector on the reservation are even more limited. The major industries are a plant in Shiprock, New Mexico, employing about 700, another plant in Fort Defiance, Arizona, employing about 90, and an electric powerplant and coal mining operations, employing about 300.

Oglala and Rosebud Sioux

The original EEA program plan approved for the Oglala Sioux authorized 40 jobs with subsequent revisions increasing the number to 55. A tribal official told us there would be some problems in placing some enrollees permanently because a number of the EEA-funded jobs were new types and there were no comparable tribally funded jobs. These new-type jobs include six agricultural extension workers, eight housing coordinators, and seven management trainees. He stated, however, that the tribe had requested funds in a budget request covering OEO-funded programs for five of the jobs.

As of June 30, 1972, the Oglala tribe had placed 16 EEA participants in nonsubsidized positions. This represented a 40-percent placement rate based on the originally authorized positions. We were told that, by the end of the program year, the tribe expects to permanently place seven more EEA participants. These seven include an EEA extension worker to be placed with BJA as a maintenance man, an EEA secretary to be placed with the tribe's Public Service Careers program as a secretary, and the five positions requested in the budget from OEO. If these seven are placed, the tribe will have exceeded the program goal by placing 23 EEA participants in nonsubsidized positions during the grant period, which would be about 58 percent of the originally authorized EEA positions.

An official of the Rosebud Sioux informed us that the tribe will have no difficulty in meeting the 50-percent placement goal by the end of the first year of its program. As of June 30, 1972, the tribe had placed 23 EEA participants in permanent positions--56 percent based on originally authorized positions. We were told that the tribe will permanently place 15 more EEA participants before the end of the grant year.

If these 15 are placed, the tribe will have substantially exceeded the program goal by placing 38 EEA

participants in permanent positions during the grant period, which would be about 93 percent of the EEA positions authorized originally.

Western Washington tribes

Opportunities for permanently placing EEA employees on the reservations in western Washington are limited, because few jobs exist. As shown below, only four of the nine tribes reviewed had enough income to support full-time tribal employment.

| <u>Tribe</u> | <u>Source of income</u> | <u>Number employed</u> | |
|--------------|--|------------------------|-----------------|
| | | <u>Full-time</u> | <u>Seasonal</u> |
| Quinault | Selling fish, leasing land | 2 | 2 |
| Swinomish | Operating fishtrap and plant, leasing land | 19 | 22 |
| Makah | Resorts, logging, business taxes | 16 | 12 |
| Tulalip | Leasing land | 5 | - |

Before EEA, the other five tribes handled tribal affairs on a voluntary or part-time basis. Other jobs on the reservations were provided by Government programs sponsored by the Department, BIA, the Office of Economic Opportunity (OEO), the Economic Development Administration (EDA), or the Department of Health, Education, and Welfare. Also, the Ford Foundation funds provided employment for some members of one tribe.

None of the 66 EEA participants of the tribes reviewed had been placed in nonsubsidized jobs funded by the tribes as of July 31, 1972. One skilled EEA employee, however, obtained a job off the reservation, and one EEA employee was hired under an OEO program.

CHAPTER 3

ADMINISTRATION OF EMERGENCY EMPLOYMENT

ACT PROGRAM FOR INDIANS

SPECIAL ADMINISTRATIVE PROVISIONS FOR INDIAN GRANTS

The Department issued regulations in November 1971 and program guidelines in September 1971 specifically covering EEA grants to tribes. The regulations were revised in March 1972. These regulations contained four significant provisions applicable only to Indian grants.

- 1 The requirement for non-Federal contributions was waived. The Department recognized that the non-Federal share (10 percent cash or in kind) would cause a serious hardship for tribes.
- 2 The goal that at least one-third of all participants be veterans who served in the Armed Forces on or after August 5, 1964, the Vietnam era, and who were not dishonorably discharged was not applied to Indian programs.
- 3 The regulation requiring that all job vacancies under the program, except those to which former employees are being recalled, be listed with the State employment service at least 48 hours before such vacancies are filled was not required for Indian programs.
- 4 The Indian guidelines require program agents to distribute 5 percent of the funds apportioned to them among eligible tribes to employ participants to assist in administering the program on the reservations.

COMMUNICATIONS WITH INDIAN PROGRAM AGENTS

The Department sent its EEA regulations, guidelines, and implementing directives to the regional offices of its Manpower Administration. The regional offices prepared program agent instruction letters or bulletins, which they sent to all program agents in their regions. However, the Department's regulations were not distributed to the Indian program agents.

In May 1972 the Department held a national Indian EEA conference which helped to clarify some issues and resulted in revised program guidelines for Indian EEA grants. These matters are discussed in more detail below.

Regulations not distributed to Indian program agents

The regulations pertaining specifically to Indian programs, published in the Federal Register on November 5, 1971, were not distributed to the Indian program agents. The contracts with the three Indian program agents reviewed were effective October 18, November 1, and December 13, 1971, and included the regulations applicable to other EEA programs but not those applicable to Indian programs. The program agents informed us in mid-1972 that they had not yet received the regulations on Indian grants.

Grantees' proposals for program modifications

The Department's regional and national staff members met with representatives of 23 Indian EEA program agents and representatives of approximately 80 tribes in Phoenix, Arizona, from May 2 to 5, 1972. The purpose of the meeting was to tackle problems unique to Indian EEA grants. Recommendations made by the Indians for improving the effectiveness of their programs included:

- 1 Allow Indians a stronger decisionmaking role in determining the eligibility of participants
2. Increase the amounts allowable for program administration.
- 3 Revise the nepotism policy to consider reservation needs
4. Develop separate guidelines for Indian programs and give Indians a voice in their development.

The Department responded to these recommendations as follows:

- 1 Eligibility of participants--agreed to leave this to the discretion of the tribes except that participants

must live on or near the reservation and tribes cannot enroll non-Indians in the program

- 2 Administrative funds--recommended to the Congress that the level of administrative funds be increased to 5 percent in the fiscal year 1973 program The appropriation bill for fiscal year 1973 contained an increase in the level of administrative funds (See p 21)
- 3 Nepotism policy--the policy was revised making it more flexible for Indian programs
- 4 Separate Indian program guidelines--revised guidelines were developed and representatives of several Indian program agents provided input to the guidelines during a meeting with the Department in Washington, D C , in July 1972

LIMITED FUNDS FOR PROGRAM ADMINISTRATION AND SUPPORTIVE SERVICES

Program administration

The fiscal year 1972 appropriation for the EEA program limited the amount of funds available for program administration to \$50 million The Department therefore limited the funds available to program agents for administrative purposes to 3 2 percent of the grant amount

Program agents use these funds for wages and fringe benefits of administrative staff and telephone and travel expenses An FEA provision prohibits the use of these and other funds for the purchase or rental of supplies, equipment, materials, or real property The Secretary waived the usual requirement that program agents provide 10-percent cash or in-kind non-Federal contributions The waiver, however, only partially benefited Indian tribes because they still had to provide office space, supplies, and equipment for EEA administrative staff and for many EEA enrollees

The United Sioux program agent told us that, because administrative funds were insufficient, he was not able to hire an adequate staff to administer the overall program and had to rely on other programs and the individual tribes to provide administrative support

In partial recognition of administrative funding problems, the Department's guidelines authorized program agents to distribute 5 percent of the total funds apportioned to them among eligible tribes to employ participants to assist in program administration. The Oglala Sioux and Rosebud Tribes each employed one EEA enrollee to assist in administering their programs. Other programs and the tribes have provided personnel and office space, equipment, and supplies.

According to the Rosebud Sioux liaison official, the lack of money for travel to visit the scattered sites where EEA jobs were located and for telephone service was causing administrative problems.

Support services

Because of the limited funds for supportive services, the Navajo Tribe was not able to provide vehicles for about 50 EEA enrollees working on construction projects partially funded by BIA, ONEO, and the tribe and located in isolated areas. Consequently, many EEA enrollees assigned to work on these projects were using their own vehicles, without reimbursement, for transportation to and from the construction sites and to transport construction materials. We were told that as a result of questions raised during our review, ONEO planned to pay the enrollees for the use of their vehicles.

The United Sioux program agent said most of the EEA positions are with tribal headquarters offices, because there is a lack of supportive facilities and equipment in outlying districts. This has caused transportation problems for those enrollees who live in remote parts of the reservation. For example, one enrollee in the Oglala Sioux program travels over 100 miles a day to and from work and one enrollee in the Rosebud Sioux program travels over 60 miles round trip.

Also both the Oglala and Rosebud Sioux programs included enrollees who were using their privately owned vehicles in connection with their work without reimbursement. For example, Rosebud community workers use their own vehicles to provide clients with transportation to and from medical appointments without being reimbursed for the cost. As discussed under job types and public service benefits (see p. 23), the United Sioux program agent told us that many tribes would have included education counselors in their programs had funds been

available for the extensive travel that would have been involved.

In the State of Washington, all the EEA funds under the special Indian grant were programmed for wages and benefits of enrollees. The State, as program agent, agreed to administer the program without diverting any funds from the grant for administration. The tribal councils agreed to provide the training necessary to insure upward mobility and career advancement of the participants by linkages with other manpower training programs. All tribal councils made the decision that counseling, health care, day care, and other employment services would be provided through other resources available within the tribal communities or through BIA services. However, needed training and other support services were not being provided EEA enrollees because adequate funds were not available through the tribe or BIA.

Four of the nine tribes reviewed in western Washington indicated that certain EEA positions required an automobile. These positions include such jobs as tribal coordinator, planning director, counselors, and a transportation aide. Because the tribes contended there was no money available for transportation, these EEA enrollees were required to use their privately owned automobiles without reimbursement. Tribal officials told us that mileage driven by these EEA participants in performing job-related activities ranged from about 800 to 2,000 miles a month.

Similarly, according to officials from three tribes, funds were not available to provide necessary training to EEA enrollees. For example, the Makah Tribe hired a reservation policeman who had no previous experience in law enforcement and had to resort to on-the-job training, which provided only limited law enforcement skills. The Tulalip Tribe hired two counselor aides who could have benefited from training at a nearby community college, but tribal officials informed us that tribal funds were not available for this. The Muckleshoot Tribe hired a housing coordinator, but because of EEA funding limitations, it could not provide for the travel and per diem that would have allowed him to take advantage of a BIA Indian housing training workshop.

Correcting these problems requires that program agents and tribes have greater flexibility in their use of program funds than is permitted by the present legislation. In

making appropriations to carry out EEA, the Congress established a limitation on the use of EEA funds for administrative costs to maximize the amounts to be used for the salaries and benefits of program participants

The Congress apparently has recognized that there were problems in funding the administration of the EEA program. The Department's appropriation bills for fiscal year 1973 passed by the Congress but vetoed by the President would have increased the total amount available for program administration and supportive services from \$50 million to about \$91.8 million. This increase would have given the Department greater flexibility in the use of program funds and enabled it to liberalize the use of EEA funds for administrative costs and supportive services in future grants to Indian tribes. However, because of the veto, the Department is operating under a continuing resolution and administrative costs for the current fiscal year are limited to the level previously authorized.

RESTRICTION ON USE OF
REGULAR EEA FUNDS BY TRIBES

The Department's regulations, as revised in March 1972, removed tribes' eligibility for funds allocated to program agents under sections 5 and 6 of EEA because the tribes received separate EEA grants. On June 27, 1972, the State of Washington requested that it be allowed to continue providing section 5 and 6 funds to the Indians in the second program year. The State contended that this funding had afforded additional employment opportunities for Indians and enabled the tribes to undertake some worthwhile projects which otherwise would not have been possible. The State believed that there was little likelihood that the size of the second program year Indian grant would be large enough to offset a cessation of section 5 and 6 funding.

On July 19, 1972, the Regional Manpower Administrator approved the State's request to continue section 5 and 6 funding of EEA positions for tribes.

However, on July 31, 1972, Department Headquarters denied the request, saying that no regular section 5 and 6 funds may be provided by program agents to tribes that received special Indian EEA funds. Headquarters said that

the reason for this is that fiscal year 1973 allocations to regular program agents (such as a county) are based upon their populations, exclusive of the Indian population on reservations, the reservation population is considered in determining the separate allocations for reservations only and therefore suballocations by regular section 5 and 6 program agents to such reservations would result in an imbalance of funding to other eligible areas.

According to Department officials, the Secretary of Labor plans to allocate discretionary funds available under EEA to cover any amounts which tribes may lose.

CHAPTER 4

JOB SELECTION AND PUBLIC SERVICE BENEFITS

Through selecting a wide variety of jobs, the tribes were able to alleviate some of the unemployment on the reservations and provide tribal members with needed public services

NAVAJO TRIBE

Positions filled by EEA enrollees ranged from low-skilled maintenance positions to supervisory positions, such as the Director of the Navajo Office of Contract Compliance. The authorized EEA positions for the tribe as of June 30, 1972, were in the following public service areas

| | <u>Number</u> | <u>Percent</u> |
|---------------------------------|---------------|----------------|
| Law enforcement | 76 | 11 |
| Education | 7 | 1 |
| Public works and transportation | 353 | 53 |
| Environmental quality | 44 | 7 |
| Parks and recreation | 73 | 11 |
| Social services | <u>113</u> | <u>17</u> |
| | <u>666</u> | <u>100</u> |

Types of jobs selected and public service benefits to the tribe

According to the tribal representative who prepared the original grant application and helped select the types of jobs for which applicants would be sought, the selection was made in the following order of importance: geographic location of unemployed tribal members, skills of the unemployed, and public service needs on the reservation. He cited the following problems as some of those which influenced job selection: lack of sufficient equipment, funds for operating and administrative expenses, and specialized skills and the pressure to enroll participants rapidly.

The types of jobs provided were also affected by actions taken by the Department. For example, staffing of child day-care centers and employment of artisans were

considered high priority when the grant application was prepared. However, the Department reduced the number of positions requested for the centers and eliminated the artisan positions.

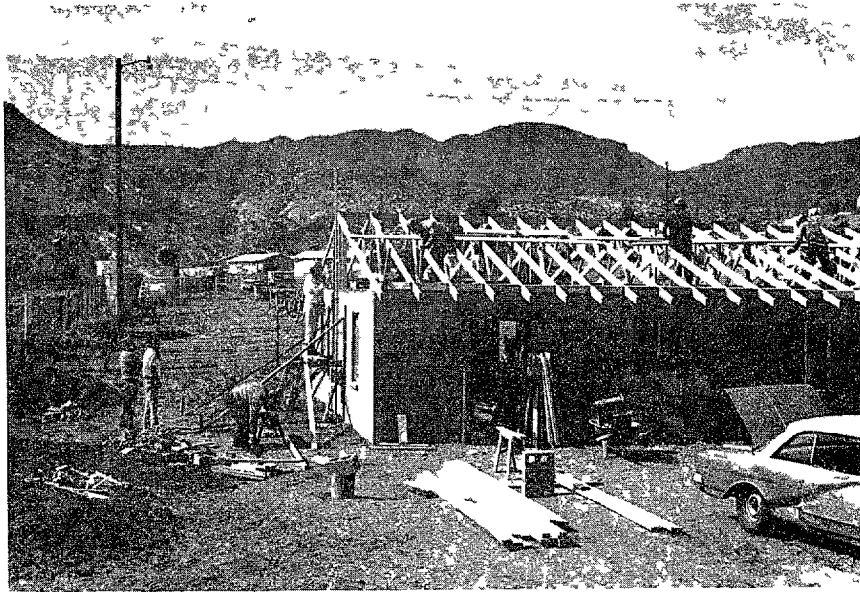
We interviewed 29 EEA enrollee supervisors of 280 EEA enrollees. The enrollees, they told us, had plenty of work to do and were making valuable contributions in their assignments. Most of the supervisors told us that they had no difficulty in filling vacancies.

The EEA program enrolled 116 Navajos to repair and construct community buildings and homes for low-income families throughout the reservation. BIA, ONEO, and the tribe supply materials for the projects. The projects provide employment in remote areas and are considered to meet high-priority public service needs. Many enrollees obtained valuable work experience through an ONEO home improvement training program. It is anticipated that the enrollees subsequently will be employed on housing projects funded by the Department of Housing and Urban Development. During a 10-year period, 8,000 to 10,000 housing units are expected to be constructed throughout the reservation. Of these, 765 units are to be started in fiscal year 1973. Photographs of work performed by the EEA enrollees are shown below.

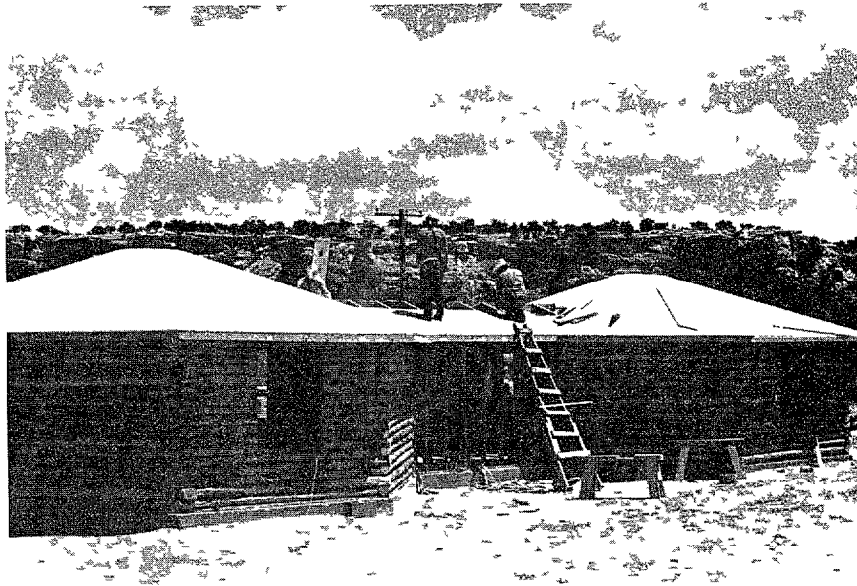
Ten positions were used to help establish an Office of Program Development. This office aids the tribe in its economic development. In July 1972 the office had 35 regular employees and nine EEA employees. Four regular employees were former EEA enrollees, and during fiscal year 1973 the office expects to have six more EEA enrollees transferred to its regular payroll.

A tribal representative told us that the use of 12 EEA positions enabled a tribal printing operation to be staffed about 6 months sooner than tribal funding would have permitted. In July 1972 the operation had 18 regular employees, four of whom were former EEA enrollees. During fiscal year 1973 four more EEA enrollees are expected to become permanent employees.

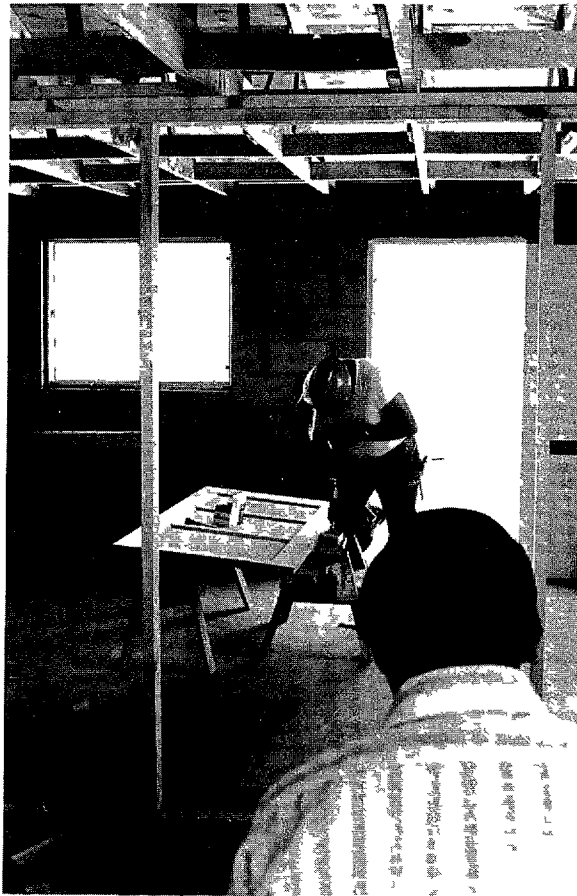
The providing of 49 enrollees to the Navajo Water Works Department aided construction of wells, windmills, and water



**CONSTRUCTION OF PRE-SCHOOL BUILDING
AT TEEC NOS POS, ARIZONA**



**CONSTRUCTION OF CULTURAL CENTER
AT CHILCHINBITO, ARIZONA**



CONSTRUCTION OF AN ADDITION TO A HOME NEAR SHIPROCK, NEW MEXICO

storage facilities used for human and livestock water consumption. This department also employed 24 full-time employees, and as of August 11, 1972, six of them were former EEA enrollees.

The EEA program has furnished 20 EEA enrollees to the Navajo Transportation and Roads Committee in order to construct fencing along reservation highways to prevent livestock from straying onto highways and causing automobile accidents. Materials are being furnished by Arizona.

The tribe has assigned 76 enrollees to the Navajo Police Department, mainly as deputy patrolmen, where they receive training to become regular patrolmen. As of June 30, 1972, 18 EEA enrollees had become permanent employees of the Department which employs 232 people. We were told that, as the deputy patrolmen become qualified, more of them can become regular patrolmen of the department.

Eighty-two enrollees were managing and maintaining forests, parks, and other recreation facilities, 19 were working at the tribe's alcohol detoxification center, 12 were compiling the cultural history of the Navajos through interviews with tribal elders and medicine men, eight were excavating historical ruins, seven were working on a demonstration farm financed through a Ford Foundation grant, 15 were operating trucks and other heavy equipment, and 37 were employed in various capacities at 19 of the 101 chapters of the Navajo Nation.

According to BIA, at least 56 persons had been removed from welfare rolls through June 30, 1972, as a result of the EEA program, this has reduced direct welfare payments by about \$100,000 a year.

TRIBES IN NORTH AND SOUTH DAKOTA

At June 30, 1972, the United Sioux EEA program had 220 enrollees, of which 55 were from the Oglala Sioux and 52 from the Rosebud Sioux. These enrollees were working in the following public service areas.

| | <u>EEA enrollees</u> | | |
|------------------------------------|-------------------------|----------------|---------------|
| | <u>All Sioux tribes</u> | <u>Rosebud</u> | <u>Oglala</u> |
| Law enforcement | 14 | - | 5 |
| Education | 9 | 1 | 4 |
| Public works and transportation | 59 | 22 | 12 |
| Health and hospitals | 19 | 2 | 2 |
| Environmental quality | 2 | - | - |
| Fire protection | 1 | - | - |
| Parks and recreation | 2 | - | 1 |
| Social services | 76 | 18 | 19 |
| Other | <u>38</u> | <u>9</u> | <u>12</u> |
| Total | <u>220</u> | <u>52</u> | <u>55</u> |

According to a United Sioux representative, the tribes used different approaches in selecting EEA jobs. Some tribes emphasized the public service needs of their reservation, some emphasized the permanent employment prospects for the enrollees, and others gave primary consideration to enrolling as many tribal members in the program as possible. Another consideration was the lack of support money for EEA positions. For example, many tribes would have selected jobs for education counselors had funds been available for the extensive travel that would have been involved. In these jobs the counselors would have contacted parents to inform them of higher education opportunities for their children and assist in making financial arrangements.

The types of EEA jobs selected by the Oglala and Rosebud Sioux and the effects of the jobs are summarized below.

Oglala Sioux

The basis used by the Oglala Sioux for selecting EEA positions was the public service needs which could be met. The possibility of the jobs leading to permanent positions was a secondary consideration.

The major constraint which affected the selection of EEA positions was the lack of money for job-related transportation and equipment. Therefore, certain law enforcement and education counselor positions were not emphasized. We were told that there were unemployed tribal members who have the necessary skills for these positions.

Examples of work being performed and the benefits to the tribe are shown below.

Six positions were used for agricultural extension aides, who were to encourage tribal members to plant family or community gardens and explain farming techniques to maximize productivity. They were also to assist the elderly with their gardens. Eight EEA enrollees were to determine the condition of existing housing, make studies and recommendations on the need for new housing, and also monitor the current status of housing construction projects. The EEA program also includes a manager trainee position for seven of the eight reservation districts, three desk clerks for the tribal police department, and seven secretaries for various tribal departments.

Rosebud Sioux

The selection of EEA job positions was influenced by the tribal policy of providing jobs to needy families and by the goal of permanent employment for the enrollees.

We were told that there was a need for building repair and maintenance men but that these positions would require tools and equipment for which no money was available.

The EEA program did place nine enrollees in a tribal-owned electronics plant. Previously, legal problems and a loss of experienced employees had caused the plant to become unprofitable. As a result of EEA and EDA assistance, the enterprise is again becoming profitable and permanent placement of the EEA enrollees is expected. Below is a photograph illustrating the type of work the enrollees are performing at the plant.



ASSEMBLY OF WIRE HARNESS AT ROSEBUD ELECTRONICS

The LEA program has also employed three ambulance drivers, three persons to help staff a center for problem children, six persons to care for tribal property, and 10 community workers to assist the elderly and incapacitated in household duties

WESTERN WASHINGTON TRIBES

The Indian tribes in western Washington selected EEA jobs on the basis of what they considered their priority public service needs. Before EEA most of the tribes managed their tribal affairs and maintained tribal property on a voluntary or part-time basis. Therefore the tribes designated many EEA jobs for tribal administration or maintenance of tribal property. Generally the larger tribes were able to create somewhat more diverse EEA positions because they had enterprises, other income, or economic development projects and received more EEA funds.

Most of the employed Indians work at fishing or lumbering. Fishing is seasonal, as are some of the lumber activities, such as logging.

In selecting EEA jobs the tribes did not consider the skills of the unemployed or whether the jobs would lead to permanent placement. The smaller tribes that had little if any tribal employment before EEA were limited in the number and diversity of EEA jobs they could create because there was no existing infrastructure to support additional employees. Lack of funds for equipment and supplies generally was not a constraint in selecting EEA jobs for the tribes that had tribal enterprises or economic development projects.

We reviewed nine of the 14 tribes in western Washington receiving EEA funds under the national Indian grant. A brief description, based primarily on interviews with tribal officials, of the EEA jobs selected and, in some cases, unmet tribal needs are summarized below.

Quinault

Until EEA, the only people paid with tribal funds were the tribal secretary, one full-time and two seasonal workers, who operated the tribe's fishing activities, and part-time help when needed. All other jobs and projects on the reservation were funded through the Department, EDA, OEO, BIA, or a Ford Foundation grant. Most of the other Indians who work are employed in lumbering.

The Quinault Tribe received funds for nine EEA jobs. The tribe was able to provide a diversity of jobs, because

it had money for capital support and also was involved in federally funded projects. One of the jobs selected was for an additional employee for a fish hatchery, funded by OEO. One EEA job added a position to a resource development project, funded by EDA. A public relations position was established to develop a tribal newspaper. The tribe provided supplies and the printing press. Two maintenance men were hired to care for the tribe's water system, which before EEA had been maintained voluntarily.

The tribe also hired (1) a personnel manager to set up hiring and personnel procedures for the tribe and to set salary standards, (2) a survey worker to develop membership rolls and other data on the tribe, (3) an administrative assistant to help in the tribe's daily affairs, and (4) a social worker to assist disadvantaged tribal members in obtaining social services.

Swinomish

The main source of revenue for the Swinomish Tribe is the sale of fish. The tribe also has facilities to smoke and refrigerate fish, and a plan for a limited canning operation is underway. Tribal income from fishing and income from land leases support 19 full-time jobs on the reservation, as shown below

| | |
|-----------------------------------|-----------|
| Tribal administrative staff | 3 |
| Maintenance men, community center | 2 |
| Maintenance men, cemetery | 2 |
| Fishtrap workers | 8 |
| Fish plant workers | <u>4</u> |
| Total | <u>19</u> |

About 22 additional Indians are usually employed from July through October each year during the peak of the fishing season.

The tribe received funds for five EEA positions and hired (1) a sales manager to work in the fish plant and be responsible for cash receipts and other documentation regarding the sale of fish, (2) a maintenance man to maintain the equipment in the fish plant, (3) a maintenance man for the general upkeep of tribal buildings, (4) a program director for administrative tasks not performed before EEA, such as

operating the Indian community center, coordinating housing activities, and employment counseling, and (5) a health-care-aide to assist the nurse at the Indian health center.

Tribal officials informed us that EEA has not satisfied a number of manpower needs. A reservation policeman was the unmet public service need having the next highest priority, but this position could not be filled, even if additional EEA funds are made available, because the tribe has no funds for a police car. Another maintenance man is needed in the fish plant to repair equipment, and the tribal organization could use an administrative assistant to help process the increased paperwork necessitated by increased tribal business.

Makah

The Makah Tribe employs about 16 Indians in administrative and maintenance activities. It also employs about 12 Indians during the summer to work in Indian-owned resorts. Federal manpower programs, such as Operation Mainstream and Neighborhood Youth Corps, along with Community Action and other OEO employment, provide a total of 21 additional jobs on the reservation. The tribe received funds for six EEA positions.

It derives the majority of its revenues from the sale of timber. However, because the tribe lacks expertise in forestry management, BIA manages the Makah forests. An EEA enrollee was hired and loaned to BIA with the expectation that he would be trained in forestry management, thus providing the tribe with the technology necessary to eventually assume management of the timber sales operation.

An EEA position for a reservation patrolman was filled. This job was necessitated by the increased number of tourists attending reservation-owned resorts during the summer. The job is also needed for the remainder of the year to aid in providing 24-hour police protection. A purchasing agent was hired with EEA funds to centralize tribal procurement activities. A clerk-typist was hired as an administrative assistant and as clerical support to the tribal organization. In addition, the tribe hired two persons to maintain tribal-owned resorts.

The tribe maintains an all-volunteer fire department, and a tribal official informed us that there is need for one full-time fireman. This position was not funded under EEA because all EEA funds had been expended on other positions, which represented a slightly higher order of priority.

Tulalip

The tribe's sole source of income is leasing tribal land. Five employees are paid from this income and any remaining funds are used in the tribe's land-purchasing program. Four Indians are employed in privately owned businesses on the reservation. The 16 other jobs on the reservation are funded by the Department of Health, Education, and Welfare, BIA, and OEO. Most of the Indians who work off the reservation are employed in lumbering and fishing.

The tribe received funds for six EEA jobs. It hired a project coordinator for all programs in which the tribe is involved and for developing new projects. This was considered the tribe's highest public service need. Two carpenters were hired to maintain and repair Indian housing, BIA provided materials for this project. Two counselors were hired--one to aid the tribe's senior citizens and one to assist Indians enrolled in the local schools. The tribe also hired a clerk-typist.

Puyallup

Before EEA, all tribal work was performed voluntarily. EEA funds were used to hire four maintenance men needed for the summer to maintain the tribal cemetery and a playfield. A tribal official informed us that a business management position under EEA had been considered. It was not selected because the tribal council did not want to delegate any of its administrative authority. According to a tribal official, because the tribe does not have any enterprises, meaningful full-time job opportunities for Indians are limited.

Quileute

The Quileute Tribe had no tribal enterprises, and routine administrative matters and other day-to-day operations, such as maintenance of tribal buildings, were performed part time or voluntarily. The tribe used its \$12,900 of EEA

funds to employ six carpenter aides to construct an extension for a tribal building, which took about 4 months. Two enrollees provided routine maintenance on tribal buildings for 2 months after the construction period.

The tribal chairman informed us that developing any meaningful EEA positions, other than two maintenance men to work on tribal buildings, would be contingent on BIA and OEO funding for proposed improvement projects.

Skokomish

The only tribal income is from fishing permits. It is used to pay three part-time employees to patrol Indian waters during fishing season. There are three other jobs on the reservation, one funded by the Department, one by OEO, and one by BIA. Before EEA, tribal affairs were handled voluntarily.

Most of the employed tribal members work as loggers at locations off the reservation. A smaller number work in various Government agencies or in service trades related to tourism or are enrolled in Federal manpower programs. Some tribal members are skilled artisans in basketry, leatherwork, and beading and market their goods independently. Many other tribal members are skilled in net fishing, dressing fish, and smoking fish.

The tribe received funds for three EEA positions. It hired a tribal coordinator and two maintenance men. The tribal coordinator handles the daily tribal business, which before EEA was done by a volunteer, and also seeks funding of proposed economic development projects under various Government programs. The two maintenance men take care of the tribal community building and the 16 acres of tribal-owned land on which the building is located.

Suquamish

The tribe's only non-Federal income is from leasing 36 acres of tribal-owned land. Lease income, amounting to \$7,250 per year, is retained for future land purchases. Before EEA, all tribal work was done voluntarily except for a Federal Indian health representative.

The tribe received EEA funds for a full-time planning director and a part-time assistant planner. Their duties include handling daily tribal affairs and taking a census of tribal membership.

The tribe does not have an economic development plan. According to the tribal chairman, the tribe needs a person to provide professional and technical assistance to the reservation and to develop enterprises and needs caretakers for the tribal community hall and cemeteries but additional jobs would not be practicable until tribal enterprises are developed.

Muckleshoot

Although the tribe did not have any tribal enterprises that could have been used to provide EEA jobs, it did have a relatively large population, about 470, and therefore it was able to create a diversity of EEA jobs to meet its many social service needs.

Almost all the reservation land has been allotted to individual Indians. Thus receipts for the rental of reservation land belong to individual Indian families and not the tribe. The only tribal income is about \$2,000 per year, which represents interest on funds held by the Treasury. This \$2,000 is used for routine administrative expenses and maintenance of tribal buildings.

The tribe does not employ any Indians with tribal money, and before EEA all tribal work was performed voluntarily. The tribe was allocated funds for 11 EEA positions. Seven were used to accomplish some of the work previously done voluntarily and provide for additional needed social services. An executive director was hired and assigned responsibility for the general day-to-day management of tribal business matters. A clerk-typist position for the executive director was funded. Two home-repair-aide positions (carpenters) were established to repair and move Indian houses within the reservation. A child-care-service-aide job was funded to provide a needed day-care center for children whose parents are employed off the reservation. A recreation director was hired and assigned responsibility for developing a summer recreational program for teenagers. A transportation-aide position was funded to provide a needed service to those Indians lacking transportation to medical and dental facilities.

In addition, the tribe selected four positions to accelerate its economic development plans for the reservation. A program manager was selected and assigned responsibility for identifying Federal, State, and county programs which could assist the tribe financially. A housing director was selected and put in charge of coordinating housing activities. Two Indians were hired to test reservation rivers and tributaries for water quality and environmental conditions dealing with the spawning of fish. These activities fit into the tribe's long-range plan for developing a fish hatchery.

A tribal official told us that all immediate tribal manpower needs have been satisfied with EEA funds.

CHAPTER 5

SCOPE OF REVIEW

We examined (1) EEA legislative history, (2) the Department's policies and procedures for allocating funds to tribes and administering the Indian programs, and (3) the administration of the EEA grants, for the first year of the program, by selected program agents and tribes

We reviewed EEA program grants to the Navajo Tribe, the Oglala Sioux and Rosebud Sioux Tribes of South Dakota, and nine tribes in western Washington. (See app. II.) The western Washington tribes were reviewed to examine the program's impact on smaller tribes.

We also reviewed the administration by the program agents for these tribes--the United Sioux Tribes of South Dakota Development Corporation, which administers EEA program grants for tribes in North and South Dakota, the State of Washington, which administers EEA program grants for tribes in that State, and the Navajo Tribe, which administers that tribe's grant.

Of the \$8 4 million awarded by the Secretary of Labor to fund EEA programs for tribes and the \$1.4 million allocated to tribes by other program agents, about \$3.7 million, or 38 percent, was available to the tribes reviewed

GENERAL ACCOUNTING OFFICE
REPORTS TO THE CHAIRMAN, SUBCOMMITTEE ON
EMPLOYMENT, MANPOWER, AND POVERTY,
SENATE COMMITTEE ON LABOR AND PUBLIC WELFARE,
ON PROGRAMS UNDER THE
EMERGENCY EMPLOYMENT ACT OF 1971

"Review of the Allocation of Funds for the Public Employment Program under the Emergency Employment Act of 1971" (B-163922, Dec. 17, 1971)

"Delay in Hiring of Persons under the Public Employment Program" (B-163922, Feb. 16, 1972)

"Report on the Preparation and Approval of Plans to Implement the Public Employment Program" (B-163922, Mar. 17, 1972).

"Selection and Enrollment of Participants in Programs under the Emergency Employment Act of 1971" (B-163922, Oct. 12, 1972).

"Types of Jobs Offered to Unemployed Persons under the Emergency Employment Act of 1971" (B-163922, Nov. 27, 1972)

APPENDIX II

AREA OF TRUST LAND HELD AND POPULATION OF
TRIBES IN THE STATE OF WASHINGTON

| | Trust land (acres) | <u>Population</u> |
|---------------------------|--------------------------|-------------------|
| Western Washington tribes | | |
| Chehalis | 1,682 | 185 |
| Lummi | 7,016 | 1,445 |
| Makah | 27,024 | 571 |
| Muckleshoot | 1,189 | 467 |
| Port Gamble | 1,301 | 454 |
| Quinalt | 128,028 | 1,021 |
| Skokomish | 2,921 | 316 |
| Swinomish | 3,370 | 337 |
| Suquamish | 2,680 | 254 |
| Tulalip | 9,128 | 630 |
| Hoh) | | 39 |
| Lower Elwha) | | 247 |
| Nisqually) | | 338 |
| Nooksack) | | 564 |
| Quileute) | 3,980 | 250 |
| Sauk-Sauittle) | | 165 |
| Shoalwater) | | 25 |
| Squaxin Island) | | 304 |
| Puyallup) | | 171 |
| | <hr/> | <hr/> |
| Total | 188,319 | 7,783 |
| Eastern Washington tribes | | |
| Colville | 1,003,444 | 2,994 |
| Kalispell | 4,558 | 129 |
| Spokane | 137,150 | 581 |
| Yakima | 1,095,261 | 7,480 |
| | <hr/> | <hr/> |
| | 2,240,413 | 11,184 |
| State tribes | | |
| | <hr/> | <hr/> |
| Total | 5,070 | 821 |
| | <hr/> | <hr/> |
| Total | 2,433,802 | 19,788 |

EEA FUNDS RECEIVED BY
TRIBES IN THE STATE OF WASHINGTON

| | Special Indian grant | EEA section 5 and 6 | | Total |
|--------------------------------|----------------------------|---------------------|------------------|--------------------|
| | | From State | From county | |
| Western Washing- ton tribes | | | | |
| Hoh | \$ 3,000 | \$ - | \$ - | \$ 3,000 |
| Lummi | 15,500 | 24,800 | - | 40,300 |
| Makah ^a | 11,900 | 19,400 | - | 31,300 |
| Muckleshoot ^a | 6,300 | 6,600 | 54,637 | 67,537 |
| Nisqually | 8,814 | 6,600 | - | 15,414 |
| Port Gamble | 8,814 | - | - | 8,814 |
| Suquamish ^a | 8,814 | - | - | 8,814 |
| Quileute ^a | 6,300 | 6,600 | - | 12,900 |
| Quinalt ^a | 21,300 | 44,447 | - | 65,747 |
| Skokomish ^a | 8,814 | 6,600 | - | 15,414 |
| Squaxin Island | 3,300 | 6,600 | - | 9,900 |
| Swinomish ^a | 8,400 | 13,900 | 8,524 | 30,824 |
| Tulalip ^a | 14,100 | 12,400 | 11,791 | 38,291 |
| Puyallup ^a | 3,014 | 8,814 | - | 11,828 |
| Chehalis | - | 13,600 | - | 13,600 |
| Lower Elwha | - | 19,400 | - | 19,400 |
| Nooksack | - | 12,400 | - | 12,400 |
| | <u>128,370</u> | <u>202,161</u> | <u>74,952</u> | <u>405,483</u> |
| Eastern Washing- ton tribes | | | | |
| Colville | 68,800 | 95,303 | - | 164,103 |
| Kalispell | 17,630 | - | - | 17,630 |
| Spokane | 13,800 | 38,264 | - | 52,064 |
| Yakima | 161,600 | 49,600 | 95,260 | 306,460 |
| | <u>261,830</u> | <u>183,167</u> | <u>95,260</u> | <u>540,257</u> |
| State tribes | - | 98,000 | - | 98,000 |
| Total | <u>\$390,200</u> | <u>\$483,328</u> | <u>\$170,212</u> | <u>\$1,043,740</u> |

^aTribes included in our review.

Source Program agent records as of July 31, 1972.

Copies of this report are available at a cost of \$1 from the U S General Accounting Office, Room 6417, 441 G Street, N W , Washington, D C 20548 Orders should be accompanied by a check or money order Please do not send cash

When ordering a GAO report please use the B-Number, Date and Title, if available, to expedite filling your order

Copies of GAO reports are provided without charge to Members of Congress, congressional committee staff members, Government officials, news media, college libraries, faculty members and students