1971

Study of Opportunities Incorporated and Montana State Employment Service's interagencies cooperative manpower agreement

Joseph Edward Stevens

The University of Montana

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A STUDY OF OPPORTUNITIES, INCORPORATED AND MONTANA STATE EMPLOYMENT SERVICE'S INTER-AGENCIES COOPERATIVE MANPOWER AGREEMENT

By

Joseph E. Stevens

B. A., Ball State University, 1962

Presented in partial fulfillment of the requirements for the degree of Master of Business Administration

UNIVERSITY OF MONTANA

1971

Approved by:

[Signatures]

Chairman, Board of Examiners

[Signature]

Dean, Graduate School

[Signature]

Date:

June 3, 1971
ACKNOWLEDGEMENTS

The cooperation of many individuals contributed materially to the accomplishment of this research. I wish to give special acknowledgement to Mr. Henry L. Smith and Mr. William Cady of the Montana State Employment Service and Mrs. Andree Deligdisch of Opportunities, Incorporated for their advice and assistance.

I wish to acknowledge the patient guidance and insight of Dr. Bernard J. Bowlen, Resident Administrator of the Air Force Institute of Technology Minuteman School, University of Montana.

Finally, for her unlimited understanding and moral support this past year, I wish to thank my wife, Diane.
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CHAPTER I

A BRIEF RESUME OF THE EMPLOYMENT PROBLEMS
AND ECONOMIC PROBLEMS OF THE
GREAT FALLS, MONTANA ECONOMY

General State Characteristics

The employment problem for the economically disadvantaged person has always been an object of research and discussion. The issue takes on added dimension as the unemployment rate increases. Montana has a problem of unemployment among these individuals as do most other states.

Montana's geography and demography contribute to its unemployment problem. There are fifty-six counties in Montana; the largest, Beaverhead County, covers 5,580 square miles--larger than the state of Connecticut.¹ Forests cover the mountainous western third of the state. The rest of the state is included in the Great Plains area and is

predominantly agricultural, although it is occasionally broken by isolated mountainous areas. The principal centers of manufacturing are located in Great Falls, Billings, Missoula, Anaconda, Libby, and Kalispell.

Montana has a population of 701,573; a population density of about 4.9 persons per square mile. There are only seven counties with a population in excess of 25,000 inhabitants and these counties account for about half of the state's population. The remainder of the state's population live in rural areas or towns of less than 2,500 people.

The 1970 Census reveals a population gain of 3.82 per cent. According to the 1970 Census, Cascade County, with a population of 81,804, was the second largest county in Montana. The county seat, Great Falls, with a population of 60,091, was the second largest city in the state. The May, 1970 preliminary count by the Bureau of the Census

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2 Montana Unemployment Compensation Commission, ibid.


5 Ibid.
indicates a definite population shift from east to west with 43 counties showing a loss in residents.

Cascade County Characteristics

Cascade County is located in the north central part of Montana. The historical basis of the county's economy has been principally comprised of dry land farming, well-balanced with livestock raising. It is also sustained by prominent manufacturing of primary metals, food products, and other goods. The city of Great Falls is located at the junction of the Sun and Missouri Rivers. It is the transportation and trade center for the county and those surrounding it.

While copper refining and flour milling are the city's primary manufacturing activities, Great Falls is essentially a trade and service center for the surrounding rural areas. Employment opportunities in the county are provided by three major sectors: manufacturing, wholesale and retail trade, and services. Malmstrom Air Force Base, located at the east end of the city, adds significantly to the economy. Great Falls is also a regional headquarters for many state and federal agencies. The largest source of
incom e for the Great Falls economy is the government sector.

With the 1960 Census, Great Falls, co-extensive with Cascade County, became a Standard Metropolitan Statistical Area (SMSA) for the United States Bureau of the Census purposes. From statistics compiled by the Montana State Employment Service, it is possible to estimate that the average civilian labor force between March, 1969 and February, 1970 was 30,975 in the Great Falls SMSA. The number employed by each major industry is listed by month in Table 1. During this time period the economy's largest employers of the labor force were the trade, service and government sectors, followed by manufacturing, transportation and public utilities, construction and finance, insurance and real estate. The 3,000 plus persons listed in "other Non-Agricultural Employment" includes self-employed, unpaid family workers, and domestic workers in private households.
**TABLE 1**

**LABOR FORCE STATISTICS**  
**GREAT FALLS SMSA**

<table>
<thead>
<tr>
<th></th>
<th>March</th>
<th>April</th>
<th>May</th>
<th>June</th>
<th>July</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Civilian Work Force</strong></td>
<td>29,300</td>
<td>29,700</td>
<td>30,800</td>
<td>31,500</td>
<td>31,300</td>
</tr>
<tr>
<td><strong>Unemployment</strong></td>
<td>1,500</td>
<td>1,300</td>
<td>1,400</td>
<td>1,700</td>
<td>1,300</td>
</tr>
<tr>
<td><strong>Per cent Unemployment</strong></td>
<td>5.1</td>
<td>4.4</td>
<td>4.5</td>
<td>5.4</td>
<td>4.2</td>
</tr>
<tr>
<td><strong>Employment, Total</strong></td>
<td>27,800</td>
<td>28,400</td>
<td>29,400</td>
<td>29,800</td>
<td>30,000</td>
</tr>
<tr>
<td><strong>a: Non-Agricultural</strong></td>
<td></td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contract Const.</td>
<td>1,300</td>
<td>1,400</td>
<td>1,900</td>
<td>2,000</td>
<td>2,000</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>3,400</td>
<td>3,400</td>
<td>3,400</td>
<td>3,400</td>
<td>3,400</td>
</tr>
<tr>
<td>Transportation &amp; Public Utilities</td>
<td>1,900</td>
<td>1,900</td>
<td>1,900</td>
<td>1,900</td>
<td>2,000</td>
</tr>
<tr>
<td>Wholesale and Retail Trade</td>
<td>6,100</td>
<td>6,300</td>
<td>6,400</td>
<td>6,400</td>
<td>6,600</td>
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<tr>
<td>Finance, Insurance and Real Estate</td>
<td>1,400</td>
<td>1,400</td>
<td>1,400</td>
<td>1,400</td>
<td>1,400</td>
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<tr>
<td>Services</td>
<td>4,600</td>
<td>4,600</td>
<td>4,600</td>
<td>4,700</td>
<td>4,600</td>
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<tr>
<td>Government</td>
<td>4,900</td>
<td>4,900</td>
<td>5,100</td>
<td>5,200</td>
<td>5,100</td>
</tr>
<tr>
<td>*Other</td>
<td>3,200</td>
<td>3,200</td>
<td>3,200</td>
<td>3,300</td>
<td>3,500</td>
</tr>
<tr>
<td><strong>b. Agriculture</strong></td>
<td>1,000</td>
<td>1,300</td>
<td>1,500</td>
<td>1,500</td>
<td>1,500</td>
</tr>
</tbody>
</table>

*Includes self-employed, unpaid family workers and domestic workers in private households.

TABLE 1--Continued

<table>
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<tr>
<th></th>
<th></th>
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<tr>
<td>31,200</td>
<td>30,600</td>
<td>30,300</td>
<td>30,500</td>
<td>30,000</td>
<td>29,300</td>
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<tr>
<td>1,200</td>
<td>1,100</td>
<td>1,100</td>
<td>1,400</td>
<td>1,300</td>
<td>2,200</td>
<td>2,200</td>
</tr>
<tr>
<td>3.8</td>
<td>3.6</td>
<td>3.6</td>
<td>4.6</td>
<td>4.3</td>
<td>7.5</td>
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<tr>
<td>30,000</td>
<td>29,500</td>
<td>29,200</td>
<td>29,100</td>
<td>28,700</td>
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<td>27,200</td>
</tr>
<tr>
<td>28,600</td>
<td>28,500</td>
<td>28,000</td>
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<td>27,500</td>
<td>26,100</td>
<td>26,200</td>
</tr>
<tr>
<td>2,100</td>
<td>2,100</td>
<td>2,100</td>
<td>2,100</td>
<td>1,800</td>
<td>1,000</td>
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<tr>
<td>3,400</td>
<td>3,300</td>
<td>2,900</td>
<td>2,900</td>
<td>2,900</td>
<td>2,800</td>
<td>2,900</td>
</tr>
<tr>
<td>2,000</td>
<td>2,000</td>
<td>2,200</td>
<td>2,200</td>
<td>2,100</td>
<td>2,100</td>
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<tr>
<td>6,500</td>
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<td>6,300</td>
<td>6,500</td>
<td>6,100</td>
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<td>4,900</td>
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<td>4,800</td>
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<tr>
<td>5,100</td>
<td>5,100</td>
<td>4,900</td>
<td>4,900</td>
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<td>4,900</td>
<td>5,000</td>
</tr>
<tr>
<td>3,300</td>
<td>3,300</td>
<td>3,300</td>
<td>3,200</td>
<td>3,200</td>
<td>3,000</td>
<td>3,000</td>
</tr>
<tr>
<td>1,400</td>
<td>1,000</td>
<td>1,200</td>
<td>1,300</td>
<td>1,200</td>
<td>1,000</td>
<td>1,000</td>
</tr>
</tbody>
</table>
Employment Problems of the Economically Disadvantaged in Cascade County

The number of families in Cascade County was shown in the 1960 United States Census of Population and Housing to be 18,236. Of these, 2,584 families, or 14.1 per cent, were classified as "poor." (The definition is provided by the Council of Economic Advisers, which defines poverty for a family, regardless of size, as income below $3,000 a year.6) The Census indicated that 3.9 per cent of males and 4.3 per cent of females aged fourteen years and over in the civilian labor force were unemployed.7

In 1960 there were 1,575 persons of different minority groups residing in the county.8 Indians compose the largest minority group in this county. Opportunities, Incorporated estimates that the Indian population has increased due to the population shift from the reservations


8Ibid.
into metropolitan Great Falls. 9

The Social Security Administration bases its definition of poverty upon the expenditures of a low income family for food. The minimum total income for a family is calculated to be three times the cost of the basic food requirement. Families with incomes below that amount are considered poor. 10 Using the Social Security poverty cut-off, the 1966 national average of low income families per county was 1,221. In 1966 Cascade County had 2,983 families with incomes below this cut-off level. 11

The western United States has had a much higher rate of unemployment than other areas of the country. In 1968 the 4.9 per cent unemployment rate in the West was significantly higher than the national average of 3.6 per cent. 12


11 Opportunities, Incorporated, ibid., p. 15.

Data for 1969 also indicated that the West in general, and the Pacific area in particular, continued to carry a substantially higher unemployment burden than other regions of the country. The unemployment rate for workers residing in small towns was 3.9 per cent in 1968 and 3.8 per cent in 1969, somewhat above the national average. Segments of the Great Falls SMSA are included in both areas. The unemployment rate in the Great Falls SMSA was below 3.8 per cent only in September and October of 1969 (Table 1).

One factor in the pathology of poverty is the web of unemployment problems. Low paying and low status jobs, shorter work weeks, high unemployment, and weak labor force attachments are causes as well as results of the many problems which confront the poor. The prevalence of poverty despite employment is related to the nature of the occupations and industries in which people work. Certain occupations and industries carry low wages and/or small

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opportunities for year-around, full-time employment. The data reveal that the poor are clearly over-represented in the following three occupational groups:

Farmers and farm managers

Non-mine laborers

Service workers (especially private household workers, of whom more than three-fifths are non-white female)

Forty-five per cent of all employed heads of poor families are concentrated in these three occupations as compared to 15 per cent of the non-poor family heads.\(^\text{15}\)

In 1965 the Montana State Employment Service's office in Great Falls found 4,971 industrial jobs and 3,671 agricultural jobs for 9,936 job seekers.\(^\text{16}\) The breakdown of job placements in Great Falls for the unemployed in 1965 was as indicated in Table 2. A total of 4,975 job placements, or over 50 per cent of the total, were in the three low paying occupational groups. In 1969 they placed 7,877


### TABLE 2

**JOB PLACEMENTS BY MONTANA STATE EMPLOYMENT SERVICE'S GREAT FALLS OFFICE**

<table>
<thead>
<tr>
<th>Industrial Classification</th>
<th>1965</th>
<th>1969</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Number Placements</td>
<td>Number Placements</td>
</tr>
<tr>
<td>Agriculture</td>
<td>3,671</td>
<td>3,073</td>
</tr>
<tr>
<td>Wholesale, Retail Trade</td>
<td>1,603</td>
<td>1,702</td>
</tr>
<tr>
<td>Services</td>
<td>998</td>
<td>1,466</td>
</tr>
<tr>
<td>Manufacturing</td>
<td>739</td>
<td>630</td>
</tr>
<tr>
<td>Government</td>
<td>298</td>
<td>227</td>
</tr>
<tr>
<td>Finance, Insurance, Real Estate</td>
<td>0</td>
<td>158</td>
</tr>
<tr>
<td>Public Utilities</td>
<td>0</td>
<td>155</td>
</tr>
<tr>
<td>Contract Construction</td>
<td>408</td>
<td>101</td>
</tr>
<tr>
<td>Transportation</td>
<td>0</td>
<td>24</td>
</tr>
<tr>
<td>Mining</td>
<td>0</td>
<td>2</td>
</tr>
<tr>
<td>Private households</td>
<td>306</td>
<td>399</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>7,254</td>
<td>7,877</td>
</tr>
</tbody>
</table>

persons in jobs according to Mr. H. D. Cady, Office Manager of the Great Falls Office. The breakdown of job placements in 1969 is indicated in Table 2. A total of 4,938 job placements, or over 62 per cent of the total, were in the three low paying occupational groups. 17

The problems of the poor are further complicated by the fact that the economy of Cascade County suffers from fluctuations in its major industries. Severe seasonal weather changes affect the agricultural and construction industries, thereby contributing heavily to the economic instability. The economy also experiences fluctuations due to the Malmstrom Air Force Base's programs which are constantly changing. The Anaconda Company accounts for 53 per cent of the manufacturing labor force in Great Falls. A major strike or lay-off by this corporation has a definite effect on the economy. These factors cause severe employment problems for the economically disadvantaged since the availability of experienced workers takes away job opportunities from the unskilled labor force.

The unemployment varies among groups. Rates for inexperienced workers, less educated non-whites, and unskilled workers are higher than the average. The composition of unemployment varies systematically with its level. As unemployment increases, the employment of non-white workers, inexperienced workers, and the unskilled falls absolutely and possibly more than proportionally.\(^\text{18}\) As the economic fluctuations increase, the economically disadvantaged person in the Great Falls SMSA faces even more difficulties in obtaining and keeping a sufficient job.

Opportunities, Incorporated has described some community characteristics that present obstacles to helping the economically disadvantaged person. Some of these factors are the following:

1. Essentially, poverty in Cascade County is hidden since the community is middle class and college oriented.

2. There is an over-all rural conservative attitude.

3. There is an underlying attitude that rejects planning on any level and an underlying suspicion of federal funding and governmental planning.

4. On city, county, and state levels innovative programs have not been encouraged.

5. On city and county levels inexperience in applying for federal monies has hampered manpower programs.

There is in the United States a widespread and deeply held belief that the most, if not all of the poor, are poor because they do not work and they do not want to work. However, data for the United States showed that one-third of the men who were heads of poor families worked at least fifty weeks during 1968. The proportion of male heads who did not work in 1968 was greater inside metropolitan areas. In non-metropolitan areas only one-third of the white male family heads and one-fifth of the non-white family heads did not work during 1968.


such data one should note that one-half of those family heads not working were sixty-five years old or more. Among other unemployed individuals, over 70 per cent were elderly.\textsuperscript{21} The reason most often given for those under sixty-five who did not work was illness or disability. The disadvantaged in Cascade County are similar to their counterparts nationally and the attitudes about the poor are also similar.

In Cascade County, persons over age fifty-five accounted for 47.77 per cent of the welfare cases in 1965. Persons over age sixty-five made up one-third of the welfare cases. In 1966 persons over age sixty-five comprised only 7.2 per cent of the total county population. In 1965 Cascade County contained a higher number of older persons than any other county in the state. It had the highest Old Age Assistance caseload.\textsuperscript{22,23}

\begin{itemize}
\item \textsuperscript{21}Harold L. Sheppard, \textit{Search for New Direction}, p. 89.
\item \textsuperscript{22}Opportunities, Incorporated, \textit{Plan and Priorities}, p. 18.
\item \textsuperscript{23}Note that national figures refer to poor family heads while county data were to welfare cases. While these two measures are not identical, they indicate a similar situation.
\end{itemize}
The economically disadvantaged in the county face low wage rates. The Commissioner of the Montana State Department of Labor and Industry concluded in the Department's 1968 Annual Report "...that the most needed and pressing problem in the State of Montana in behalf of our low income population, is a dire need of a Minimum Wage and Hour Law." A Department investigation of violations of the state labor laws found poor peoples' wages ranging from thirty cents per hour to a top of eighty-five cents with minor instances of a dollar per hour to one dollar and a quarter per hour. It also discovered that many employers felt they were doing the economically disadvantaged a favor by merely hiring them regardless of how small the wage. The Annual Report also stated that outside of the large industries, most of the state's firms do not meet the requirements of the Federal Fair Labor Standards Act. Approximately 60 per cent of the employees in non-farm occupations not in large industry or covered by collective bargaining are not covered by federal regulations. The picture in agriculture was even worse with very low wages paid to most laborers.

The economically disadvantaged person in Cascade County is subjected to this same problem. Women in Cascade
county in 1970 with low earnings included seventy-nine waitresses, five secretaries, seven nurse's aides, thirty-one maids, two laundry workers, nine clerks, one cab driver, four general service workers, and four employed in general labor. The men in this category included ten cooks, nine agricultural workers, two clerks, three general laborers, one cab driver, five general service workers, four car wash attendants, five gas station attendants, four janitors, six semi-skilled workers, and one bus-boy. 24

The state legislature has not reacted to the plea of the Department of Labor and Industry for a minimum wage and hour law. There is very little incentive for the disadvantaged to work if the wages received are the same or below what they receive from welfare. The economically disadvantaged persons who are employed in these areas are "locked" into jobs which keep them below the poverty cut-off line.

CHAPTER II

THE BACKGROUND OF THE INTER-AGENCIES

AGREEMENT AND WHY IT WAS REQUIRED

Background of Community Action Agencies

The federal government has become deeply committed to manpower programs to enhance the employment prospects and employability of the economically disadvantaged person. Manpower policy is now an integral component of federal economic policy, along with fiscal and monetary policies which affect all levels of economic activity. Federally supported manpower programs, mostly devoted to aid of the unemployed and the inadequately educated, now carry an annual price tag of over 2.1 billion dollars, more than an eight-fold increase since 1961.¹

Over the past decade a complex federal manpower policy has emerged from a variety of programs created

piecemeal to meet separate, but related needs. The scope of the endeavor is impressive, but the distribution of effort is not well-balanced and the administrative machinery seems unduly complex. Though the progress in the federal manpower policy has been mixed, it is inaccurate to speak of the federal manpower programs. About nine out of every ten dollars in the federal manpower budget were spent to assist state and local governments and private institutions in providing employment services.  

Numerous programs were inaugurated in the past decade with little consideration to their interaction. Programs to aid the employment of the disadvantaged were tried. Some failed and were replaced by others which met varying degrees of success. This period produced administrative confusion, duplication, gaps, and overlaps. It has demonstrated the relative ineffectiveness of uncoordinated approaches.  

The Manpower Development Training Act (MDTA) of 1962 was designed to equip with new skills the worker whose old skills were out-moded by technology. The program

---

2Levitan and Mangum, Federal Manpower Policy, p. 1.

3Ibid., p. 2.
was greatly strengthened and expanded in 1963, 1965, and again in 1966 to serve the disadvantaged. In 1966 guidelines were issued indicating that 65 per cent of the MDTA trainees should be drawn from disadvantaged groups. The Office of Economic Opportunity, with its roster of programs specifically for the disadvantaged, some of which have manpower components, is a prime example of the concentration of attention on the needs of this group. There are many governmental organizations that are involved with assisting the disadvantaged; the Job Corps, Neighborhood Youth Corps, Work Experience, New Careers, Operation Mainstream, and Work Incentive Program are a few.

The total appropriation for the disadvantaged was 75 per cent of Federal Manpower Funds for 1968, or $1,767,000,000. There was about a five-fold increase in the federal budget for manpower programs from 1964 to 1970. This increase reflects the emphasis put on manpower programs as a method for increasing the employability of the disadvantaged. The difficulties in administering the

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different manpower programs were great. Administrators at federal, state, and local levels, faced with the requirements of day-to-day operations, developed various procedures to coordinate the efforts of the numerous agencies and institutions involved. None has provided a complete answer to all the problems.

Coordinating mechanisms have proliferated even more rapidly than manpower programs. Title I of the Manpower Training Development Act was viewed as giving the Secretary of Labor a special position as manpower advisor to the President, in addition to his departmental duties. The President's Committee on Manpower is also chaired by the Secretary of Labor and consists of fourteen Cabinet members and independent agency heads concerned with manpower policies.

The Director of the Office of Economic Opportunity was assigned the responsibility for coordinating all anti-poverty efforts. The Economic Opportunity Council was also created by law to coordinate federal agencies while the community action agencies were for local activities. 

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5Levitan and Mangum, Federal Manpower Policy, p. 16.
6Ibid., p. 17.
By the end of 1966 the manpower coordinating mechanisms established by the government showed no greater promise than those of the past. The President's Committee on Manpower had made an important contribution in the encouragement of joint funding of several local manpower programs. But, paradoxically, its most impressive accomplishment had been in promoting local rather than federal coordination.7

Local efforts to coordinate manpower programs have paralleled federal efforts in motivation, approaches, and degrees of success. The need for coordination at the local level stems from both the fragmentation of local political structure and the proliferation of federal funding sources.8 Community action agencies, the local coordinators of poverty efforts whose activities cut across jurisdiction of long-established institutions--schools, welfare agencies, employment services, health departments, and others--have become embroiled in controversy and have been unable to mobilize resources to aid the poor in most cases. There are some

7Levitan and Mangum, Federal Manpower Policy, p. 17.
8Ibid., p. 19.
exceptions to this result in those cities where strong city administrators have controlled the community action agencies and used them as vehicles to improve services to the poor. 9

The federal government has done little to encourage such state and local coordination; however, some efforts have been made. Many of the community action agencies have established neighborhood centers to minister to the various needs of the poor in their areas. Placing the unemployed poor in jobs is a basic function of these neighborhood centers. The Community Action Agency in Great Falls is Opportunities, Incorporated. The local community was quick to realize the need for coordination of the different manpower programs. On October 14, 1966, the Manpower Coordinating Committee was formed in Great Falls. 10 The Committee was formed to coordinate the various manpower programs and to inform the various agencies of all activities taking place at the local level. The major agencies represented on the committee were Montana State Employment Service, Montana Vocational Rehabilitation, School District

9Levitan and Mangum, Federal Manpower Policy, p. 19.

I, and Opportunities, Incorporated.

**Brief History of Opportunities, Incorporated**

The role of Opportunities, Incorporated is to fight poverty at its roots. Joblessness, ignorance, apathy, defeat, discrimination, and public indifference are all integral parts of the problem of poverty. Opportunities, Incorporated wants to elevate the dignity of the disadvantaged individual. They also feel they provide benefits for the community by keeping welfare costs down or by reducing them.

During March, 1965, the mayor of Great Falls, Mrs. Marian Erdmann, called a community meeting to consider the problem of disadvantaged persons in Great Falls. Community interest in the problem resulted from an estimate that two to three thousand persons in the area needed help and that it could be provided by the Community Action Program. During this meeting, the mayor appointed a comprehensive action committee to make an application to the Office of Economic Opportunities. 11 Opportunities, Incorporated

11"Mayor Calls Meeting to Discuss Community Action Program," Great Falls Tribune, March 2, 1965, p. 16.
was formed on April 30, 1965 and was the sponsor of the Community Action Program in Great Falls, Montana. An anti-poverty grant for Cascade County was made in July, 1965, with the purpose of allowing development of an organization, accumulation of data and ideas for a community war on poverty.  

Francis O. Mitchell was hired as director of Opportunities, Incorporated on August 9, 1965. Staffing of the corporation was completed in September, 1965.  

One of the first projects of Opportunities, Incorporated was the instigation of the On-Job Training Program. This project was designed to encourage employers of the area to hire and train the disadvantaged locally. This led to the formation of the Inter-Agencies Cooperative Manpower Agreement. The purpose of the project was to provide a permanent job which has promise of advancement to the economically disadvantaged person.  

At first, the Job Training Program had more applicants than job placement opportunities; however, Opportunities, Incorporated felt that the situation would improve with a broadening of employer contacts. Local

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12 "Director is Appointed For On-Job Training," Great Falls Tribune, October 19, 1965, p. 12.
employers showed some interest in the program to train the unemployed in suitable jobs. In the first year of the program, the goal of placing 100 persons under on-the-job contracts by September 20, 1966 was not met. Only twenty-one persons had been placed after the eighth month of the twelve-month project. Opportunities, Incorporated returned $26,071 to the Department of Labor out of an original grant of $60,175.

The economically disadvantaged persons were very much interested in the services that Opportunities, Incorporated offered. From August 12, 1966 to May 16, 1967, 3,122 persons dropped in at the Action Center and of these 2,555 were looking for jobs. One reason for the interest was the new programs being offered by Opportunities, Incorporated. In February, 1967, a farm training course for twenty men of the low-income bracket was started in Great Falls. The State Department of Public Instruction


was responsible for the training programs and the State Employment Service's Office in Great Falls selected the trainees from their own contacts and from referrals from Opportunities, Incorporated. 16 Another program that gave direct services to the poor was the Day Care Center which was opened June 1, 1967. This service was for children three to six years of age. It was provided so that parents with sub-standard incomes would be free to work or to acquire training for work.

Between May 1, 1967 through March 31, 1968 Opportunities, Incorporated obtained jobs for 270 persons. Through their on-the-job training project, forty-six persons were placed. Thirty-four of these were with contracts. The contracts were made between Opportunities, Incorporated and the employers to guarantee a minimum wage for the trainee and to reimburse training costs to the employer. They also had thirty-one out of forty-eight persons complete the pre-vocational class. The funds spent on these projects were only about 4 per cent of the year's

total expenditure for Opportunities, Incorporated.\textsuperscript{17}

During the next year, the manpower function of Opportunities, Incorporated had undergone a significant change. Until March of 1969, the Manpower Program provided the services of intake, referral, training, job development and placement, and follow-up. In March, 1969, Opportunities, Incorporated and the Montana State Employment Service signed the Inter-Agencies Cooperative Manpower Agreement. This was one of the first, if not the first, such contract negotiated of its kind.\textsuperscript{18} Both agencies in the agreement were to coordinate their manpower activities with regard to the disadvantaged persons.

Opportunities, Incorporated and the Montana State Employment Service Office in Great Falls have been working together on the unemployment problems of the economically disadvantaged person since the start of Opportunities, Incorporated. In early 1966, they entered into an agreement which assigned a counselor from the Employment Service on a one-third time basis to Opportunities, Incorporated.\textsuperscript{17}

\textsuperscript{17}Opportunities, Incorporated, 4th Annual Report (Great Falls, Montana, April, 1969), p. 17.

\textsuperscript{18}Ibid.
In November of 1966, the United States Department of Labor directed all state employment security agencies to provide a counselor on a one-half time basis to the Community Action Programs. Francis O. Mitchell, director of Opportunities, Incorporated, requested that the Montana State Employment Service provide for this in the local agreement. There was a question as to which agency would pay for the services of the counselor, but it was resolved and the rapport between the two agencies was maintained.

The Inter-Agencies Cooperative
Manpower Agreement

The purpose of the agreement was to allow both parties, Great Falls Office of the Montana State Employment Service and Opportunities, Incorporated to more effectively apply the resources of the two agencies in solving the employment problems of the disadvantaged. The two agencies had been working together previously, but they had no written agreement defining the responsibilities of each. The agreement was needed so that they would be able to

19General information taken from the Montana State Employment Service and Opportunities, Incorporated's Inter-Agencies' Cooperative Manpower Agreement, Appendix No. 1.
cooperate and coordinate their operations fully. Prior to the agreement, both agencies were accomplishing the identical service for employing the disadvantaged and, in a sense, they were in competition. This caused some disagreements between the two agencies. There was also some confusion in the community as to what each agency did. Employers were inconvenienced by both agencies contacting them with programs to hire the economically disadvantaged person.

Opportunities, Incorporated agreed to concentrate its efforts on recruitment of the disadvantaged, intake, social and home counseling, and follow-ups. Montana State Employment Service agreed to concentrate its efforts on job development, job placement, placement follow-ups, intake, job counseling, vocational testing, and training. By limiting the task of each agency, it was intended to increase the personal counseling and placement follow-up efforts of Opportunities, Incorporated and to increase the active job development for the disadvantaged by Montana State Employment Service. The arrangement was also intended to decrease the volume of job development activity, previously pursued by Opportunities, Incorporated. But the most important goal was to increase the number of disadvantaged persons successfully placed in gainful employment.
The responsibility for job development was delegated by Montana State Employment Service. Opportunities, Incorporated was to advocate employment of the disadvantaged in the community and turn over to the Montana State Employment Service's job pool all jobs developed by it. The out-station counselor was to keep Opportunities, Incorporated informed of all job openings available. The Opportunities, Incorporated coach has the opportunity to discuss available job openings with the out-station counselor and to report his views on any employment referral decision to the Director of Opportunities, Incorporated. Montana State Employment Service agreed to place "special emphasis" on developing jobs for the disadvantaged.

Agency responsibilities were outlined in the agreement. The responsibilities of out-reach and intake were shared by both agencies. Evaluation of the disadvantaged person included several steps for the disadvantaged person. Processing, which included certification, testing, and evaluation, was accomplished by the Employment Service. Evaluation of the individual problem was left open since different agencies might be required to evaluate the person's problem. Determination of a suitable vocational plan including recommended training was a joint task; however,
placement was made by the Employment Service in consultation whenever possible with Opportunities, Incorporated manpower section. Pre-vocational training referral was made by Montana State Employment Service. The training of both pre-vocational and skill training was accomplished by the local School District. Long range follow-up was left to Opportunities, Incorporated. However, it did not restrict Montana State Employment Service from making its own follow-up studies.
The Montana State Employment Service, Great Falls Office, reported that it had an intake of 542 disadvantaged persons from March, 1969 through March, 1970. Of these, 266 or 49 per cent were males. The main ethnic group was white with 391 persons and 151 persons of other ethnic groups. Seventy-six per cent of the total intake had less than twelve years of education. Over half were under twenty-two years of age. The intake statistics by month of disadvantaged persons in the Great Falls SMSA are shown in Table 3.

Montana State Employment Service and Opportunities, Incorporated were committed to accomplishing the placement and training of the disadvantaged person in employment and/or training. Opportunities, Incorporated placed eighty-six workers on permanent jobs and sixty workers on temporary jobs during the year ending March, 1970. The number of
### TABLE 3

**INTAKE OF DISADVANTAGED--GREAT FALLS SMSA**

<table>
<thead>
<tr>
<th>Month</th>
<th>Number</th>
<th>Sex</th>
<th>Ethnic Group</th>
<th>Age</th>
<th>Education</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>White</td>
<td>Under 22</td>
<td>22-44</td>
</tr>
<tr>
<td>March, 1969</td>
<td>51</td>
<td>32</td>
<td>45</td>
<td>43</td>
<td>4</td>
</tr>
<tr>
<td>April</td>
<td>33</td>
<td>13</td>
<td>28</td>
<td>32</td>
<td>1</td>
</tr>
<tr>
<td>May</td>
<td>32</td>
<td>19</td>
<td>27</td>
<td>19</td>
<td>9</td>
</tr>
<tr>
<td>June</td>
<td>29</td>
<td>13</td>
<td>18</td>
<td>22</td>
<td>4</td>
</tr>
<tr>
<td>July</td>
<td>11</td>
<td>7</td>
<td>9</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>August</td>
<td>60</td>
<td>25</td>
<td>41</td>
<td>30</td>
<td>25</td>
</tr>
<tr>
<td>September</td>
<td>75</td>
<td>30</td>
<td>58</td>
<td>49</td>
<td>18</td>
</tr>
<tr>
<td>October</td>
<td>57</td>
<td>27</td>
<td>38</td>
<td>22</td>
<td>27</td>
</tr>
<tr>
<td>November</td>
<td>49</td>
<td>26</td>
<td>29</td>
<td>20</td>
<td>20</td>
</tr>
<tr>
<td>December</td>
<td>47</td>
<td>25</td>
<td>36</td>
<td>24</td>
<td>22</td>
</tr>
<tr>
<td>January, 1970</td>
<td>51</td>
<td>25</td>
<td>28</td>
<td>18</td>
<td>24</td>
</tr>
<tr>
<td>February</td>
<td>47</td>
<td>24</td>
<td>34</td>
<td>33</td>
<td>9</td>
</tr>
</tbody>
</table>

| Total        | 542    | 266 | 276          | 391   | 151    | 321       | 164     | 57   | 62   |

| Education    | 355    | 125 | 125          | 151    | 125    | 125       | 125     | 125  | 125  |

*Note: The data represents the intake of disadvantaged individuals in the Great Falls SMSA from March 1969 to February 1970.*
disadvantaged placed by Opportunities, Incorporated during the period is shown in Table 4.

TABLE 4
PLACEMENTS OF DISADVANTAGED BY OPPORTUNITIES, INCORPORATED

<table>
<thead>
<tr>
<th>Months</th>
<th>Permanent</th>
<th>Temporary</th>
</tr>
</thead>
<tbody>
<tr>
<td>March 15-30, 1969</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td>April - June</td>
<td>20</td>
<td>10</td>
</tr>
<tr>
<td>July - August</td>
<td>21</td>
<td>17</td>
</tr>
<tr>
<td>September - November</td>
<td>14</td>
<td>11</td>
</tr>
<tr>
<td>December - February, 1970</td>
<td>18</td>
<td>13</td>
</tr>
<tr>
<td>March 1-15, 1970</td>
<td>7</td>
<td>5</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>86</strong></td>
<td><strong>60</strong></td>
</tr>
</tbody>
</table>

Note: Permanent job is one month or longer.

Of those individuals placed in permanent jobs by Opportunities, Incorporated, about 96 per cent of the non-whites were Indian. It is also noted that they placed two men to every woman. They placed the most workers in the age group from twenty-two to forty-four years of age. These statistics are shown in Table 5. However, Opportunities, Incorporated's main role was one of outreach and follow-up to see that the unemployed got into the
### TABLE 5

**STATISTICS ON DISADVANTAGED PERSONS THAT OPPORTUNITIES, INCORPORATED PLACED IN PERMANENT JOBS**

<table>
<thead>
<tr>
<th>Month</th>
<th>Number</th>
<th>Sex</th>
<th>Ethnic Groups</th>
<th>Age</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Male</td>
<td>Female</td>
<td>Under 22</td>
</tr>
<tr>
<td></td>
<td></td>
<td></td>
<td>White</td>
<td>Non-White</td>
</tr>
<tr>
<td>March 15-31, 1969</td>
<td>6</td>
<td>5</td>
<td>1</td>
<td>5</td>
</tr>
<tr>
<td>April - June</td>
<td>20</td>
<td>13</td>
<td>7</td>
<td>15</td>
</tr>
<tr>
<td>July - August</td>
<td>21</td>
<td>16</td>
<td>5</td>
<td>12</td>
</tr>
<tr>
<td>September - November</td>
<td>14</td>
<td>8</td>
<td>6</td>
<td>8</td>
</tr>
<tr>
<td>December - February, 1970</td>
<td>18</td>
<td>12</td>
<td>6</td>
<td>12</td>
</tr>
<tr>
<td>March 1-15, 1970</td>
<td>7</td>
<td>4</td>
<td>3</td>
<td>5</td>
</tr>
<tr>
<td><strong>Totals</strong></td>
<td>86</td>
<td>58</td>
<td>28</td>
<td>57</td>
</tr>
</tbody>
</table>

**Note:** Of the non-white ethnic groups, all but one of this classification was Indian.

**Source:** Opportunities, Incorporated, 5th Annual Report (Great Falls, Montana, 1969), p. 15.
various manpower programs that were offered by different agencies. Also during this period of time a community outreach worker had been hired on a part-time basis to work with the manpower section and to contact local employers, informing them of the availability of manpower among the under-employed and encouraging them to hire from the group.\(^1\)

The employment service had also placed many disadvantaged persons in permanent non-agricultural jobs. It must be noted that any job of more than three days duration is considered to be permanent. The Employment Service also placed 256 persons in temporary, three days or less, non-agricultural jobs during this period. It placed fifty-three disadvantaged persons in agricultural jobs, but no breakdown was given in Table 6 of the job placements. Montana State Employment Service showed in Table 3 an intake of 542 disadvantaged persons of which it placed 241 in permanent non-agricultural jobs. It was able to place 44.4 per cent in permanent non-agricultural jobs during that period.

From March 15, 1969 to March 15, 1970, the Employment

<table>
<thead>
<tr>
<th>Month</th>
<th>Non-Agricultural</th>
<th>Agricultural</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Over 3 Days</td>
<td>3 Days or Less</td>
</tr>
<tr>
<td>March, 1970</td>
<td>14</td>
<td>22</td>
</tr>
<tr>
<td>April</td>
<td>22</td>
<td>44</td>
</tr>
<tr>
<td>May</td>
<td>41</td>
<td>24</td>
</tr>
<tr>
<td>June</td>
<td>23</td>
<td>17</td>
</tr>
<tr>
<td>July</td>
<td>15</td>
<td>21</td>
</tr>
<tr>
<td>August</td>
<td>21</td>
<td>24</td>
</tr>
<tr>
<td>September</td>
<td>58</td>
<td>28</td>
</tr>
<tr>
<td>October</td>
<td>18</td>
<td>28</td>
</tr>
<tr>
<td>November</td>
<td>10</td>
<td>19</td>
</tr>
<tr>
<td>December</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>January, 1970</td>
<td>5</td>
<td>22</td>
</tr>
<tr>
<td>February</td>
<td>5</td>
<td>4</td>
</tr>
<tr>
<td>Total</td>
<td>241</td>
<td>256</td>
</tr>
</tbody>
</table>

**Note #1:** Temporary employment is three days or less. Permanent employment is anything more than three days.

**Note #2:** To be disadvantaged, the person's income must be below poverty level income and qualify due to any one of the following: under 22 years of age, 45 years of age or over, minority group, school drop-out, or handicapped.

**Source:** Montana State Employment Service, Great Falls Office, October, 1970.
Service had six training courses for the disadvantaged taking place in Great Falls. All the training conducted was financed by federal funds under the Manpower Development and Training Act. During the fiscal year 1970, the Great Falls area programs were funded for $149,036 to provide training opportunities for 115 disadvantaged individuals. The training in all six courses was conducted by the Great Falls School District.

### Types of Training Programs Provided the Disadvantaged from March 15, 1969 to March 15, 1970

The five skill specialties that training courses were given for during the period were as follows:

1. Cooks
2. Farm Equipment Operators
3. Waitresses
4. Nurses Aides
5. Stake Setters

All courses that were in process from March 15, 1969 to March 15, 1970 were included. Most of the retraining courses have been for occupations in which there is constant turnover and for which there is continual recruiting. Examples of these occupations are cooks, waitresses, and
in some communities, nurse's aides. 2

The six courses had a total of 113 disadvantaged persons enter into the training. The number of disadvantaged persons that graduated from the courses was seventy-three, or about 65 per cent. The Montana State Employment Service was able to place sixty-three of the graduates. The data for each class are indicated in Table 7.

Class Descriptions

The primary objective of the Cook's courses was to produce trainees whose knowledge and standards of performance qualify them to start as second cook in the larger restaurants or hotels, or as a cook in smaller food establishments. The trainee was to gain the basic knowledge and understanding of the trade. He was to acquire the skills needed to enter the trade and to upgrade himself with experience.

Topical outline of major units of instruction in the course:

2Gerald Somers, Retraining the Unemployed (Madison: The University of Wisconsin Press, 1968), p. 36.
<table>
<thead>
<tr>
<th>Course</th>
<th>Duration</th>
<th>Number Started</th>
<th>Number Completed</th>
<th>Remarks</th>
</tr>
</thead>
<tbody>
<tr>
<td>Cooks</td>
<td>24 wks</td>
<td>20</td>
<td>17</td>
<td>All graduates placed.</td>
</tr>
<tr>
<td>Cooks</td>
<td>12-9-69 to 5-22-70</td>
<td>24 wks</td>
<td>20</td>
<td>13</td>
</tr>
<tr>
<td>Farm Equip. Operator</td>
<td>10 wks</td>
<td>20</td>
<td>4</td>
<td>One graduate not placed for physical reasons. Referred to Voc-Rehab.</td>
</tr>
<tr>
<td>Farm Equip. Operator</td>
<td>2-10-69 to 4-18-69</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Waitress</td>
<td>4 wks</td>
<td>21</td>
<td>17</td>
<td>Three graduates not placed. Two left area. One, physical reasons.</td>
</tr>
<tr>
<td>Waitress</td>
<td>4-14-69 to 5-9-69</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Nurse's Aide</td>
<td>6 wks</td>
<td>20</td>
<td>14</td>
<td>One graduate not placed. Personal reasons.</td>
</tr>
<tr>
<td>Nurse's Aide</td>
<td>4-14-69 to 5-23-69</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Stake Setter</td>
<td>8 wks</td>
<td>12</td>
<td>8</td>
<td>Only three graduates placed due to depressed economy in construction.</td>
</tr>
<tr>
<td>Stake Setter</td>
<td>2-2-70 to 3-27-70</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

113 73  Number placed - 63

A. Orientation 40 hours

B. Introduction to Commercial Cookery and Food Industry and Purchasing 40 hours

C. Safety, Sanitation and Personal Hygiene 40 hours

D. Breakfast, Vegetable, Entree Cookery 315 hours

E. Butchering and Commercial Cuts 50 hours

F. Poultry 40 hours

G. Bakery Production 60 hours

H. Sauces, Soups, and Stocks 145 hours

I. Portions Control, Inventory, Food Costing 140 hours

J. Menu Planning, Field Trips 40 hours

K. Short Order and Fountain Service 10 hours

920 hours

These were tentative unit hours and were subject to adjustment by the class instructor as indicated by class needs.

The Farm Equipment Operator's course was to provide the trainees with basic knowledge and skill in the purpose, principles, operation, and maintenance of farm equipment. It covered the following equipment: tractors, wheels and crawlers, trucks and pick-ups, mowers, swathers, rakes, balers, bale wagons, grain loaders, combines, cultivators, grain drills, power take-off and hydraulic controlled
attachments, small gas engines, and electric motors.

The trainee was to receive basic instruction only in the use and care of the equipment. He was expected to attain a degree of knowledge and skills sufficient for him to function adequately on an entry level in the occupation.

Maintenance was limited to what is generally considered operator's maintenance. He was not trained to be a general farm mechanic, but it was anticipated that his skill would increase with job experience.

Major units of instruction in the course:

A. Introduction and Orientation 16 hours
B. Tractor Operation and Maintenance 110 hours
C. Drills, Weeders, and Cultivators 40 hours
D. Haying Equipment 60 hours
E. Harvesting Equipment 60 hours
F. Hydraulic and Power Take-Off, Loaders 40 hours
G. Welding 30 hours
H. Farm Trucks Operation and Maintenance 24 hours
I. Farm Safety 20 hours

These were tentative hours and were subject to adjustment by the class instructor as indicated by class needs. The welding instruction was given in the school welding shop.
The instructional equipment was rented for the course.

The trainee was expected to develop certain positive attitudes, work habits, and personal characteristics that were to contribute to his success on the job and continuing employment. The trainee was also to learn the importance of personal hygiene and appearance. He was expected to have a better understanding of how to handle his income.

The specific occupational and educational objectives of the Waitress course were for the trainee to have a full understanding of duties and to be able to perform these duties with acceptable skill and efficiency. They were also expected to know principles of good hygiene and grooming. The trainees were also to have developed acceptable attitudes and manners. The course was to give the student a thorough understanding of the duties and job of the waitress, including proper table settings and correct methods of serving regular and special meals.

Topical outline of major units of instruction in the course:

A. Orientation 32 hours
B. Introduction to Food Service Setting 8 hours
C. The Waitress as a Person 16 hours
D. Job Knowledge of a Waitress 24 hours
E. Setting Food Service 40 hours
F. Types of Service 40 hours
G. Fountain Service 32 hours
H. Sanitation 16 hours
I. Safety, First Aid, Personal Grooming 16 hours
J. Field Trips 16 hours

These were tentative hours and were subject to adjustment by the instructor.

The Nurse's Aide Course was taught by Sister Santa Maria Hull at the Columbus Hospital, Great Falls, Montana. It was a six-weeks' course. The course was divided into classroom and on-the-job training and consisted of nearly 240 hours of training. The training was given to twenty persons. The student manual, "Training the Nursing Aide," copyright 1965 by Hospital Research and Education Trust, was the basic text for the course. The trainee started off learning some basic techniques such as making beds, routine cleaning procedures, personal care, and grooming. The student was to understand why the human body operates as it does, how to do her part in preventing the spread of disease, and how to make her patients comfortable. They were to become familiar with hospital equipment and, in
some cases, how to operate it. They were familiarized with the medical vocabulary. The trainee was to become competent in the five categories of the duties of a nursing aide: patient care, care of the unit, food service, equipment and supply handling, and messenger and minor record-keeping duties. Completion of the course qualified the graduate for work as a nurse's aide at all Montana hospitals and health institutions.

The Stake Setter's course had a primary objective for those completing the course to be employable as stakemen. It was expected that each trainee who completed the course would be able to:

A. Read and interpret blue prints related to his work.
B. Relate information from engineer's designs to reference points set out by the surveyors.
C. Re-set stakes and check measurements as work progresses to conform to engineer's designs.
D. Record proper construction information on staker by use of correct numbers and symbols.
E. Make calculations connecting slope ratios to lineal measurements.
F. Drive stakes to mark construction locations.
The topical outline of major units of instruction is as follows:

A. Basic Mathematics 40 hours
B. Lettering and taking field notes 40 hours
C. Blueprint reading 50 hours
D. Local field work and use of instruments 80 hours
E. Stake reading and engineering symbols 40 hours
F. Advanced Mathematics 200 hours
G. Drafting 50 hours
H. General field work at construction sites 50 hours
I. Establishing slope, stake, reference points 40 hours
J. First aid and safety 10 hours
K. Orientation and processing 32 hours

Evaluation of the Results of the Training

One hundred and thirteen persons started the training courses, but only seventy-three actually completed the courses. Sixty-three of those completing the course were placed. The Farm Equipment Operator's course had by far the worst results. Twenty persons took the course, but
only three were actually placed. The Stake Setter's course results were not much better. Twelve people started the course and eight completed it; however, only three persons were placed due to a depressed economy. The Cook's and Waitress courses were the most successful in securing job placement.

It was the third time in four years that the Adult Education Department of Great Falls Public Schools graduated a class of professional cooks and waitresses. The Great Falls Tribune reported that the Montana State Employment Service has kept in close touch with ex-students after they leave the school. Mr. Richard Skates, the head counselor on the project, said: "Of those who completed the Cook's course, 75 per cent are still employed in the field one year after graduation." Reasons given for having the courses were that the salaries and demand were good and that restaurant people are not seasonally employed.

The placement of graduates from the retraining courses was 86.3 per cent, which is noteworthy of the

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3 "Chefs Class Cooking Up Success," Great Falls Tribune, June 4, 1969, p. 4S.
4 Ibid.
training programs. Behind all retraining programs is the single objective to equip men and women with a skill through which they can secure employment. In a study of government retraining in West Virginia in 1962, results indicated a significantly higher rate of employment for those who completed the training and those who dropped out than for those who never entered training. The differences were too wide to be explained by chance. Retraining is clearly associated with a higher rate of employment shortly after the completion of training. It has been found through surveys that the retraining of unemployed workers is a sound social investment. In Great Falls, of those who completed the training courses, 86.3 per cent were employed. Other surveys have shown that with few exceptions, the post-training employment rates of those who completed their government sponsored courses were substantially better than the rates experienced by appropriately selected control groups of workers.

Mr. Dyer of the Great Falls Office of the Montana State Employment Service stated that selection of

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5Somers, Retraining the Unemployed, p. 67.

6Ibid., p. 8.
disadvantaged persons for training was accomplished by looking at the individual's interest, educational background, and attitude. He also stated a great deal of consideration is given to whether or not the Employment Service's personnel feel the disadvantaged individual will complete the course.\(^7\)

In the West Virginia survey, employers stated that one of the most important factors in their hiring of trainees was the fact that the trainees were more carefully screened by the Employment Service than the average referral. This result was also true at the Great Falls Office, as the individual's employment counselor and his supervisor must approve the individual for training before a person is accepted for training. The training and trainee's progress is also closely monitored by the Great Falls and the State Employment Service Office. In West Virginia, it was found that, at times, employers were induced to hire trainees rather than other unemployed workers primarily because the Employment Office was more insistent and more enthusiastic in their referral. Because the training programs were well-publicized, there was a natural tendency in some Employment

\(^7\)William Dyer, private interview, Great Falls, Montana, April, 1971.
Offices to accord special attention to the referral and placement of trainees.\(^8\)

In one of the follow-up letters received by the Employment Security Commission of Montana, a graduate of the Stake Setter's course covered in this study complained of the service the local Employment Office provided in trying to place him. The State Employment Service Office sent a letter to the local office manager wanting to know what actions had been taken to place the individual and what the problems had been. Thus, there is this type of pressure when the local office cannot place a trainee and the unemployment of the individual is discovered by follow-up from the State Office. It is natural that when the government spends money to train an individual, it would also expect every effort be made to place the individual in a job utilizing the newly learned skill.

Employers state that a primary influence for hiring the disadvantaged who completed training was the new skill the individual had acquired. Surveys have also indicated that many employers felt that the trainees were better

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\(^8\)Somers, Retraining the Unemployed, pp. 99-100.
prospects than the average run of the unemployed because they had the ambition, stamina, and sense of discipline to enroll in a training course and to stay with it until their training was completed. These findings are directly related to the retraining programs in Great Falls. The placement rate of those who completed the training in Great Falls was high and follows the pattern of other retraining program placement rates.

The success of the training courses varied greatly. The Farm Equipment Operator's and the Stake Setter's courses were least successful. Some of the trainees did better in the job market than other trainees. Such personal differences as sex, age, race, and education undoubtedly played a part, but other factors may be equally important. These include the nature of the particular training course, the trainee's previous labor force experience, and the labor market in which his training and job took place. Post-training employment success is also closely related to the nature of the job opportunities in a specific labor market.10

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9 Somers, Retraining the Unemployed, p. 100.

10 Ibid., p. 10.
The Stake Setter's course was an example of this as job opportunities were poor due to the depressed economy in construction at that time in the Great Falls area. However, the cooks, nurses' aides, and waitresses found a strong current demand for their services.

It was not possible for the Montana Employment Security Commission to furnish the names of the employers of those disadvantaged workers who received training in Great Falls. The Security Commission is restricted by a disclosure of information policy which it must follow as set forth by the United States Department of Labor.\textsuperscript{11} Therefore, it was not possible to survey the disadvantaged persons or their employers. However, the Montana Employment Security Commission did authorize a sample survey of their records and follow-up on the disadvantaged persons in the Great Falls SMSA. The Great Falls Office Manager, Mr. William Cady, felt that there was a great need for follow-up surveys on the disadvantaged persons who were retrained. He explained that his office has had very little success in getting individuals to reply to follow-ups because his

office often loses track of the program graduates soon after training is completed. The Montana Employment Security Commission is trying to make follow-up surveys, but the results so far are not encouraging.  

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12William Cady, private interview, Great Falls, Montana, March 5, 1971.
CHAPTER IV

A LOOK AT RETRAINING AND WHOM IT SERVES

Introduction to Training System in Great Falls

Activities of the Employment Service in working with the disadvantaged are funded under Title III of the Social Security Act. The services provided are outreach, intake, interviewing, testing, counseling, job development, placement, follow-up, and labor market information. Despite the wide variety of available labor market services, few of the disadvantaged receive the precise package they need. Even with the large price tag on the manpower training program, only a few of the disadvantaged in the area receive help.

The State Employment Service also aids the disadvantaged in settling other problems which may have a direct or indirect effect on the training or employability of the person. For these persons, referral is made to other agencies for supportive services. Typical supportive agencies would be Vocational-Rehabilitation, Public Welfare,
Community Action Agency, Health Agencies, and the public school districts. Projected activities of the Employment Service are delineated in an annual "Plan of Service" which is based on the capabilities of servicing the disadvantaged target population within manpower resources and occupational requirements. The unmet needs of the disadvantaged are identified and authorization for additional manpower funds to provide the additional service is requested.

Multi-occupational training of the disadvantaged is funded by the Department of Labor under the Manpower Development and Training Act. In Cascade County the funds are allocated to the Great Falls School District and training is conducted through the cooperative effort of the school district and the Employment Service. The Employment Service is basically responsible for the individual and provides the service required from the selection to the follow-up after training is completed. The school district is responsible for the actual classroom instruction. In addition to the basic education, the school district provided training as dinner cooks, waitresses, construction workers, stake setters, nurses aids, dental assistants, licensed practical nurses, cosmetologists, and various clerical skills.
Survey of the Montana State Employment Service Records

The Montana State Employment Service did allow a systematic sample survey of its records of the disadvantaged persons who had entered into any of the numerous training courses. The records covered the disadvantaged persons who entered in the program in 1969 and 1970. Not all of these individuals completed the training programs. The records were far from being a complete history of the individual's employment history, although they contained much useful information. They were standardized files but since they were individual records, naturally the contents varied with each individual case.

The total sample consisted of forty-two individual records out of a total of approximately 210 records. Every fifth record in the Great Falls Employment Service's Office files for 1969 and 1970 for disadvantaged persons who received some training was selected.
Sex

A breakdown of the age and sex of the individuals is provided in Table 8.

TABLE 8

AGE AND SEX OF TRAINEES
IN THE SURVEY

<table>
<thead>
<tr>
<th>Age</th>
<th>Number</th>
<th>Per cent</th>
<th>Sex</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under 22</td>
<td>14</td>
<td>33.3%</td>
<td>4</td>
</tr>
<tr>
<td>22-44</td>
<td>18</td>
<td>42.8%</td>
<td>13</td>
</tr>
<tr>
<td>45 and Over</td>
<td>10</td>
<td>23.8%</td>
<td>3</td>
</tr>
<tr>
<td>Totals</td>
<td>42</td>
<td></td>
<td>20</td>
</tr>
</tbody>
</table>

The first factor of interest was that twenty-two out of forty-two of the individuals in the sample were female. Given the goal of enhancing the employability of the disadvantaged, it might be assumed that work experience and training for male family heads would be stressed. However, the nation-wide trend has been toward a declining male participation in these programs.\(^1\) This is probably because project

administrators tended to draw enrollees from the immediately available welfare population. Since female heads of families predominate on welfare rolls, those with the most promising potential often are selected for training. In the United States in 1967, there were over 1.5 million poor families of two or more persons headed by females under the age of sixty-five.\textsuperscript{2} In 1968, a complete absence of work experience was more prevalent among women who were heads of poor families than among men. The proportion of these women who did not work during 1968 was 65 per cent among whites and 53 per cent among Negroes.\textsuperscript{3}

The local Employment Office from March, 1969 through February, 1970 recorded an intake of 266 men to 276 women. This explains the high number of women in the training programs and also tends to support the theory that the Great Falls data is similar to the national data.

**Age**

In almost all occupations in new hiring, younger adults will be selected over older workers. Training may

\textsuperscript{2}\textit{Sheppard, Search for New Direction}, p. 83.

be said to be serving the least disadvantaged worker if it is concentrated among the young adults and serving the most disadvantaged worker if it enrolls a proportionate number of older workers.\textsuperscript{4}

From the survey the median age for those who completed the training courses was twenty-six years of age. The mean age of those who completed was 32.1 years of age. Only 23.8 per cent of the trainees in the survey were forty-five years of age or older. The Employment Office's records indicated that in the Great Falls SMSA a large proportion of the disadvantaged were under twenty-two years of age. In fact, over 59 per cent of the intake of disadvantaged persons between March, 1969 and February, 1970 belonged to this age group. It seems only logical that a high percentage of those trained would be in the lower age group. By comparing the percentage in each age group in the survey against the intake figures in Table 3, Chapter III, it seems that the older workers are receiving a more than proportionate share of training space in the local program.

\textsuperscript{4}Somers, Retraining the Unemployed, p. 41.
Race

Race is a significant variable in testing the hypothesis that the selection process favors most disadvantaged workers. The average American family has an income of over $8,000 annually; 75 per cent of all Indian families have annual cash incomes below $3,000 and are disadvantaged. This lower income is shared by larger than average families. According to the 1970 Census of Population, only 31,366, or 3.7 per cent, of Montana's residents were non-whites. Indians, numbering 28,230 accounted for nearly nine-tenths of the non-white total. Most Indians still live on the reservation, but Great Falls has a significant 1,700 member Indian population. Indians are over-represented in those occupations which are most subject to low pay rates and irregular employment. Many factors enter into an explanation of income disparities between and among whites and non-whites. Census data permit a focus on three: levels of education, occupational distribution, and regularity of

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6 Opportunities, Incorporated, Plan and Priority, p. 2.
employment. These factors are related and, in general, you expect that the higher the educational level of an individual, the better his chances are in the labor market. In 1960, the median school years completed by non-whites in Montana was only 8.7 years, against 11.7 for whites. Fifty-six per cent of non-whites had eight years or less of schooling as compared to only 34 per cent for whites.7

In the survey of the records of the forty-two disadvantaged persons, fifteen of the individuals were non-whites as indicated in Table 9. Of these, all but one was an American Indian. There were almost two separate age groups of non-whites represented in the survey. Half of the group was between the ages of eighteen and twenty-two, and the other half between the ages of twenty-six and fifty-one. The median age of the groups was twenty-six. Their educational level was very low. One individual had completed twelve years of school, the highest educational level attained. The lowest educational attainment level by an individual was three years of school. The median number of school years completed for the group was eight. The median number of weeks unemployed during the last twelve months was twenty-six and the mean number of weeks unemployed during the last twelve months was 31.1. Ten of the
<table>
<thead>
<tr>
<th>Age</th>
<th>No. Weeks Unemployed Within Last Year</th>
<th>Highest School Grade Completed</th>
<th>Completed Training</th>
</tr>
</thead>
<tbody>
<tr>
<td>18</td>
<td>28</td>
<td>9</td>
<td>Yes</td>
</tr>
<tr>
<td>20</td>
<td>45</td>
<td>12</td>
<td>Yes</td>
</tr>
<tr>
<td>20</td>
<td>46</td>
<td>8</td>
<td>Yes</td>
</tr>
<tr>
<td>20</td>
<td>26</td>
<td>8</td>
<td>No</td>
</tr>
<tr>
<td>21</td>
<td>26</td>
<td>9</td>
<td>No</td>
</tr>
<tr>
<td>21</td>
<td>48</td>
<td>7</td>
<td>No</td>
</tr>
<tr>
<td>22</td>
<td>52</td>
<td>10</td>
<td>Yes</td>
</tr>
<tr>
<td>26</td>
<td>23</td>
<td>10</td>
<td>Yes</td>
</tr>
<tr>
<td>26</td>
<td>4</td>
<td>8</td>
<td>Yes</td>
</tr>
<tr>
<td>31</td>
<td>24</td>
<td>6</td>
<td>No</td>
</tr>
<tr>
<td>36</td>
<td>24</td>
<td>8</td>
<td>No</td>
</tr>
<tr>
<td>43</td>
<td>24</td>
<td>3</td>
<td>Yes</td>
</tr>
<tr>
<td>43</td>
<td>32</td>
<td>5</td>
<td>Yes</td>
</tr>
<tr>
<td>46</td>
<td>4</td>
<td>7</td>
<td>Yes</td>
</tr>
<tr>
<td>51</td>
<td>52</td>
<td>6</td>
<td>Yes</td>
</tr>
</tbody>
</table>
group completed the course, and the follow-up records indicated that seven had jobs after training.

The number of disadvantaged non-whites that Montana State Employment Service received during the year was 151. (Table 3.) Of these, most needed a great deal of help if they were to acquire attitudes and skills which would permit them to take their place in the world of work. The files of the Employment Service's office indicate that an effort was being made to aid some of these people, but the Employment Service and the State still need to increase their efforts if even a small proportion of the problem is to be solved.

**Pretraining Labor Force Status**

To qualify for training, a worker must be disadvantaged and this usually indicates a long period of unemployment prior to the training. It may be assumed that people who have been unemployed continuously over a long period of time are somehow handicapped in the job market. The individuals in the survey have been unemployed for long periods of time. Five of the individuals had been unemployed for at least one year. The median duration of unemployment for the trainees in the survey was thirty-two weeks during
the last year. The mean for the number of weeks unemployed during the last year was 31.1 weeks. However, the median for the number of weeks unemployed for the current period before training was 14.5 weeks and the mean 20.8 weeks. This indicates that of those covered in the survey, most had been active in the job market during the year. Training has been found to aid those individuals who were active in the job market before training since these individuals in many cases were not the real hard core unemployed. In the West Virginia study, it was reported that the trainee's median duration of unemployment before training was about eight months which compares favorably to the thirty-two weeks for those in the local survey. The study in West Virginia was more comprehensive and covered those rejected applicants for training. It stated that more than two-thirds of that group had been unemployed for over a year, and 28 per cent for longer than two years. The group's median duration was nearly eighteen months. In summary, in West Virginia it was found that while some long-term unemployed had been admitted to retraining, the trainees are characterized in the main by relatively short periods of prior unemployment. The rejects are, by and large, the long-term unemployed men and women who have had the most difficulty
Education

It is an axiom of the times that the uneducated face economic difficulty. In other studies of government training programs for the disadvantaged person, it was shown that men and women selected for training had completed more years of school than the non-applicants. Their higher education may have contributed to their greater employment success.

In 1960, the median school years completed by non-whites in Montana was only 8.7 years against 11.7 for whites. This situation improved somewhat in the last ten years, but the data still indicate that many persons in Montana have less than a high school education, which adds difficulty to employment.

Eleven of the individuals in the survey had completed twelve years of school or more. Eight of them completed the training. Of these eight, it was determined by follow-up from the Montana State Employment Service that

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8Somers, Retraining the Unemployed, p. 50.
seven obtained and held jobs and one was getting ready to enter the military. Of the three that did not complete the training, one had a drinking problem, one had been terminated due to poor attendance and attitude, and the other one did not give a reason for quitting training and returning to Cut Bank. These data relate to the West Virginia study where it was found that high school graduates who had completed training had the highest proportion working over 75 per cent of the time and the lowest proportion not working at all.9

The next group, those who completed nine through eleven grades of school, was comprised of fifteen persons. Eleven of the individuals completed the training and nine of them were employed according to the survey that the Employment Office sends out. Only one of the individuals who did not complete the course had definitely found a job according to the Employment Office's follow-up survey. The Employment Office's records indicate that of those completing the course, two individuals were not working and not looking for a job. The status of three individuals who did

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9Somers, Retraining the Unemployed, p. 81.
not complete training could not be ascertained. However, two of these individuals had been dropped from the program due to poor attendance and one voluntarily terminated. The Employment Office's records indicated that one of the persons who was dropped from the program had a drug problem.

In the lowest educational groups were those who had completed eight years or less of school. Ten of sixteen individuals in this group completed the course. The percentage of those completing the course is less than in the other two groups which is what would be expected. Of the sixteen, however, the Employment Service's follow-up survey indicated only six definitely had jobs. Three individuals were not working nor looking for a job. Three were looking for jobs without success at that time. Four individuals did not reply to the survey. Of these four, three had previously been terminated from training for cause.

A breakdown of the educational levels and the amount of success each group had in completing training and in finding a job is shown in Table 10. Over 87 per cent of those who completed training and had at least completed twelve years of school were employed after training and almost 82 per cent of those that had completed nine to eleven years of school were employed after completing
### TABLE 10

**TRAINING AND EMPLOYMENT STATUS AND YEARS OF SCHOOL COMPLETED**

<table>
<thead>
<tr>
<th></th>
<th>12+ yrs.</th>
<th>9-11 yrs.</th>
<th>0-8 yrs.</th>
<th>Totals</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Completed Training</strong></td>
<td>8</td>
<td>11</td>
<td>10</td>
<td>29</td>
</tr>
<tr>
<td>Employed</td>
<td>7</td>
<td>9</td>
<td>5</td>
<td>21</td>
</tr>
<tr>
<td>Not in Labor Force</td>
<td>1</td>
<td>2</td>
<td>1</td>
<td>4</td>
</tr>
<tr>
<td>Not Ascertained</td>
<td>0</td>
<td>0</td>
<td>1</td>
<td>1</td>
</tr>
<tr>
<td>Unemployed</td>
<td>0</td>
<td>0</td>
<td>3</td>
<td>3</td>
</tr>
<tr>
<td><strong>Dropped out of Training</strong></td>
<td>3</td>
<td>4</td>
<td>6</td>
<td>13</td>
</tr>
<tr>
<td>Employed</td>
<td>0</td>
<td>1</td>
<td>1</td>
<td>2</td>
</tr>
<tr>
<td>Not in Labor Force</td>
<td>0</td>
<td>0</td>
<td>2</td>
<td>3</td>
</tr>
<tr>
<td>Not Ascertained</td>
<td>3</td>
<td>3</td>
<td>3</td>
<td>9</td>
</tr>
<tr>
<td>Unemployed</td>
<td>0</td>
<td>0</td>
<td>0</td>
<td>0</td>
</tr>
</tbody>
</table>
training. The group that had completed only eight years of school or less experienced the most difficulty in finding jobs as only 50 per cent were employed after training. This group consisted of 62.5 per cent non-whites and 37.5 per cent whites. These data compare very closely to the State statistic on the percentage of whites and non-whites with an eighth grade education or less. The sample survey figures are small, but they do provide an insight into what is being done to aid the disadvantaged in the Great Falls area. It seems that the retraining courses are providing the disadvantaged person a chance to develop a skill or trade that is useable in the labor market. The success of the trainee in finding a job after training is still linked, however, to his previous educational attainment.

Placement in Training-Related Jobs

Another indication of the impact of retraining is the percentage of trainees who subsequently obtain jobs which make significant use of the acquired skills. Such a measure by itself is a relatively weak indicator of the training success since it provides no basis for determining the degree of improvement in labor market experiences resulting from the training. But the measure is important
for at least three reasons. First, unless the newly trained workers use their training quickly, it is not reinforced and its value will probably be lost through a deterioration. Second, information on placement in training-related jobs might qualify the results of other measures, since a high percentage placement in training-related jobs would suggest that training is at least affecting the occupational pattern of employment, whereas a low percentage would suggest the opposite and would cast doubt on the extent to which training per se is affecting labor market success. Third, in those cases when the "completes" accepted jobs which were not training-related, it would be reasonable to assume that the position could have been filled as well by non-trainees. Therefore, a low amount of training-related job placements could well be an indication of a high degree of displacement of non-trainees by trainees in the competition for the available jobs, particularly with jobs located in the Great Falls area which have high unemployment. Such a condition would not reduce the benefits of training to the "completes" themselves, but it would certainly reduce the impact of retraining on the overall level of unemployment.\(^\text{10}\)

\(^{10}\)Somers, *Retraining the Unemployed*, pp. 195-196.
In the survey of local Employment Service Office records on the training of the disadvantaged who completed the training, it was found that twenty-nine persons did complete. Of the twenty-nine completes, twenty-one individuals were working when later surveyed by the Employment Office. Seventeen of the individuals were working in jobs related directly to their training and four individuals were working at other type jobs. Of those not working, three were looking for employment, four were neither working nor looking for a job, and one individual's status could not be ascertained. The survey showed that over 80 per cent of those who completed the training and were working, utilized their new skill. The Employment Service placed 86.3 per cent of the trainees, (Table 7), however, no breakdown was given as to whether or not they were placed in training-related jobs. In a Tennessee program, 50 per cent of the "completes" who had obtained civilian jobs after training held training-related jobs. The training programs in the Great Falls SMSA seemed to be fairing better in this respect than the earlier Tennessee program. The local data indicate that there has been a small amount of displacement of disadvantaged workers by trainees.
Wage Comparison Before and After Training

The earnings of trainees provide further evidence of the advantages from the training courses. Where studies draw comparisons between the trainees' earnings and those of the non-trainees, the margin enjoyed by the trainees is shown to be appreciable. In most cases, the trainees' earnings also rose significantly over their own pretraining incomes.\footnote{Somers, Retraining the Unemployed, p. 11.}

The mean hourly wage before training was $1.60 for all the disadvantaged persons who started the training in Great Falls. Of those trainees that answered the Employment Service's follow-up survey, after training their mean hourly wage was $2.30. About one-half of those in the sample survey did not answer the follow-up survey by the Employment Service. This left some doubt as to the validity of comparing the two figures since those not answering could easily cause the mean to change. Therefore, the prior to training mean hourly wage was figured just for those who responded to the follow-up survey. The mean for this group before training was $1.68 which still indicates a
significant rise in wages for the group. The data do conform to the findings from other studies.

The experiences of many trainees in different studies throughout the nation do not support any expectation that retraining will result in the immediate enrichment of the trainees. As a matter of fact, the trainees generally earned only modest wages.\textsuperscript{12} In addition, it may be misleading to emphasize earnings in a short term analysis of the results of training. Training in the short run is best viewed as a device to give the unemployed worker a new foothold in the labor market.

\textbf{Training: Problems and Prospects}

One of the first lessons to be learned from an evaluation of programs of training is that short-term evaluations may be misleading. The small survey of the records of disadvantaged individuals at the Great Falls Office of the Montana State Employment Service must be viewed with this in mind. The follow-up made by the Montana State Employment Service was usually sent out to the trainees six

\textsuperscript{12}Somers, \textit{Retraining the Unemployed}, p. 295.
months after they completed training. The effects of training, like those of investment in any form of education, are revealed over a relatively long period of time. Thus, any profound evaluation of training must await the efforts of further researchers and better methods of maintaining records so that contact with trainees can be maintained. The evidence presented in this study indicates that the trainees who completed their courses did derive at least short term benefits. Most of the trainees were brought back into the labor market.

The problem of training is not just that of getting men into the labor market, but also training women in skills that will support their families. The problem of age is two-fold. First, there is the young worker who has no experience or trade, and second, there is the older worker who has passed his prime, lacks a skill and education. The training in Great Falls is providing training for these people, but with an intake of 542 disadvantaged individuals and training programs for just a little more than 100, many are left out. The Indians are being trained by the programs, but much more will have to be done to bring their average income level to that of the white. Training alone will never wipe out years of job discrimination.
The training in Great Falls may not offer the disadvantaged worker immediate economic autonomy and productive activity. But if it is conceded that social and economic problems of the disadvantaged are solved in small increments, then programs for training the disadvantaged worker constitute a significant advance.
CHAPTER V

CONCLUSION

The disadvantaged person in Great Falls is faced by an unemployment rate consistently above the national average. The relatively slow economic growth of the area has caused the competition for low skill jobs in Great Falls to be very keen. Those lacking skills are often left unemployed.

Indians make up the majority of non-whites in Montana and likewise make up the majority of non-whites in Great Falls. They comprise a large proportion of the disadvantaged persons in this city. It was shown in the analysis that the disadvantaged, both white and non-white, have extremely low levels of education which is a contributing cause to their being disadvantaged.

These disadvantaged persons must look to Opportunities, Incorporated and the Montana State Employment Service for help to find employment. The two agencies have responded to these individuals' needs. A total of 327 disadvantaged persons were placed in permanent jobs between March, 1969 and March, 1970. Another 113 disadvantaged
were aided by training courses sponsored by the Employment Service. These disadvantaged persons were carefully selected in order to obtain a maximum number of graduates in each course. The careful selection was a positive factor in finding jobs for those who completed training. Unfortunately only a small percentage of the total number of disadvantaged persons entered the training courses and fewer finished. The fact that a large number of the intakes of disadvantaged persons at the Employment Service were young adults indicates the problem is continuing.

Several of the courses offered were highly relevant. The Nurse's Aides, Cook's, and Waitress' Courses had very good rates of placement and the Employment Service stated a high percentage of the disadvantaged were still employed in training-related jobs a few months after training. The Stake Setter's course was a poorly selected course. The placement rate was very poor. The poor placement was blamed on the depressed state of the construction industry at the time. The Farm Equipment Operator's course also had poor placement results. A poor selection of some of the courses had a very adverse effect on the whole training program, as it frustrated both the trainees and the Employment Service. The trainee takes the course with the
expectation of an immediate economic advance. Bitterness and disillusion set in if unemployment persists after training. The Employment Service is frustrated since it has an objective responsibility which it failed to fulfill. To avoid these poor results, the Employment Service should ascertain the local economic conditions and then select training courses to fit those areas of the economy which have a constant need for trained employees.

The survey of the records of forty-two disadvantaged persons selected for training indicated that the Employment Service's selection of trainees has been very equitable. The survey showed that proportionally each group, such as sex, race, and age, was equally represented in the records. For those who completed the training, there was a wage increase over their previous earnings. A majority of those who completed training had training-related jobs which indicated that the training was relevant. The data found in the survey agreed with the data found in other training programs in different areas of the United States.

Both Opportunities, Incorporated and the Employment Service continued to place disadvantaged workers. This should not be discouraged since Opportunities, Incorporated is providing a service which is definitely valuable. The
agency often can reach and help those individuals who have lost faith in the local Employment Service or who for various other reasons would rather deal with Opportunities, Incorporated. Opportunities, Incorporated also allows employers a choice in where to find disadvantaged persons who need employment.

There is great need for further studies on the unemployment of the disadvantaged persons in Great Falls. The high unemployment rate in the local area and the lack of job opportunities will continue to cause problems. There is need to study the course selections to determine what courses hold the best employment possibilities for the Great Falls area. There is also a need to find programs which will provide for more aid to the disadvantaged in finding stable and rewarding job opportunities.
Source: Opportunities, Incorporated, Great Falls, Montana, March 5, 1969.
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Great Falls Tribune. "Low-Income Mothers are Out to WIN," April 6, 1969, p. 4S.


Wall Street Journal. "Jobless Figure Holds Embarrassment for Nixon, but Aides See Bright Side," June 8, 1970, p. 3.

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INTER-AGENCIES COOPERATIVE MANPOWER AGREEMENT

PARTIES:
Opportunities, Inc. (OAA)
607 11th Street North
Great Falls, Montana 59401

and

Great Falls Office
Montana State Employment Service
1000 1st Avenue South
Great Falls, Montana 59401

REFERENCE: Manpower Proposal, submitted October 11, 1968
Manpower Administration Order No. 2-68
1967 Great Falls Area CAMPS agreement
"Developing Jobs for the Disadvantaged", MSES, May 1967

AGREEMENT:

Introduction - Purpose
In order to more effectively apply the resources of the two agencies, Opportunities, Inc. and the Great Falls Office of the Montana State Employment Service, to solving the employment problems of the disadvantaged, the agencies agree to the following working arrangement to accomplish the placement and upgrading of disadvantaged persons in employment and/or training.

CAMPS Guidelines
This agreement is made in accordance with the provisions of the delineation of responsibilities among manpower agencies in the Great Falls area as delineated in the 1967 Great Falls area coordinated area manpower service (CAMPS) agreement.

Work Incentive Program (WIN) Restriction
This agreement applies to WIN only in terms of agreements negotiated and mutually subscribed to in other contexts. This agreement does not apply to WIN in regard to manpower services to be rendered as described elsewhere in this agreement. This restriction
is herein formally included in recognition that WIN has its own specialized "Coach" team program, and therefore does not require other services.

SURVEY:

Opportunities, Inc. agrees to concentrate its efforts on recruitment of disadvantaged, intake, social and home counseling, and follow-up. The Montana State Employment Service agrees to concentrate its efforts on job development, job placement, placement follow-up, intake, job counseling, vocational testing and training. This arrangement is intended to decrease the volume of job development activity previously pursued by Opportunities, Inc., to increase the personal counseling and placement follow-up effort of Opportunities, Inc., to increase the active job development for the disadvantaged by the Montana State Employment Service, to assure a greater working coordination and integration of manpower services between the two agencies, and most importantly, to increase the number of disadvantaged persons successfully placed in gainful employment.

Persons receiving employment assistance services through Opportunities, Inc. are exclusively disadvantaged persons and make their contacts through the facilities and staff of the Community Action Center project. For this reason those persons served through this comprehensive service center will, in-so-far as possible, be provided services in a manner and location which is most convenient to them. In accordance with this, responsibility for representing the Employment Service role in the dual agency service to those disadvantaged persons making contact with the Community Action Center will be the out-station Employment Service Counselor. The Employment Service will select and assign a counselor who will be responsible to the Employment Service for carrying out its part of this agreement. The counselor thus assigned will provide interview, counseling and assessment services necessary at the Community Action Center.
This does not, however, preclude referral of the disadvantaged employment applicant to the local employment office for vocational testing or placement interview. (End of Survey)

The following recognizes the standard components of the manpower schemata, and details which of these components will be the responsibility of what agency.

I. SERVICES TO BE FURNISHED

Out-reach
Intake
Evaluation
Pre-vocational training
Skill training
Supportive services
Placement
Follow-up
Job development

II. DEFINITIONS OF SERVICES TO BE FURNISHED

A. Out-reach
   Out-reach is considered to mean seeking out for initial contact of disadvantaged persons in need of manpower services.

B. Intake
   Intake is defined as the interviewing and pre-counseling of job seekers.

C. Evaluation
   Evaluation is defined as the assessment of individual aptitude for the purpose of assignment to an appropriate training and/or job slot.

D. Pre-vocational training
   Pre-vocational training and orientation is defined as the provision of knowledge which enables the person to move into specific vocational training or into the labor market.

E. Skill training
   Skill training is defined as the provision of specific
vocational skill for job seekers; i.e., (1) institutional training and (2) experience training.

F. **Supportive services**

Supportive services are defined as activities which increase the likelihood of successful training and/or employment. Some of the specific supportive services are:

1. Medical,  
2. Day Care,  
3. Legal Services,  
4. Consumer Education,  
5. Transportation,  
6. Dental,  
7. Psychological,  
8. Psychiatric. (See also below, "Follow-up".)

G. **Placement**

Placement is defined as getting an individual on the job in a situation appropriate to his aptitude, general ability, personal preferences, and suitable to upgrade his employment status.

H. **Follow-up**

Follow-up is defined as the contact with an individual and/or his family to assist him in overcoming any employment or training related problems either by direct assistance or by referral.

Follow-up may include the following elements:  
1. continuous contact by a non-professional "coach" from time of acceptance for a job or training position,  
2. continuous contact by a Neighborhood Worker to work with the wife or husband,  
3. counseling - family, group and multi-family counseling,  
4. social work professionally supervised,  
5. liaison contact with employers-employees, to be continued as long as needed,  
6. family contact by nurses (RN's) and/or aides of the Public Health Nursing Section of Opportunities, Inc.

The coach will be responsible for encouraging and assisting the applicant as he goes through the vocational plan previously developed.
The Neighborhood Worker will be responsible for encouraging and assisting the family to support the working head of the household.

Counseling, to be done by professional counselors and Social Workers, will be applied when a staffing decision is made to do so.

The Nursing section will be in contact with the family from the time of the individual's acceptance for employment or training.

I. Job development

Job development is defined as seeking out and developing new employment for disadvantaged persons with adequate explanation about the disadvantaged applicant and the adjustment which may develop.

III. AGENCY RESPONSIBILITY

A. Outreach shall be a joint effort with the major responsibility that of Opportunities, Inc.

B. Intake shall be the joint responsibility of the Employment Service Outstation man and the Opportunities, Inc. Intake man.

C. Evaluation will include several steps for those persons desiring to apply at the Community Action Center:

1. Processing (Certification, testing and evaluation) will be the responsibility of the Montana State Employment Service.

2. Evaluation may indicate the necessity of referral to other agencies for specialized assessment to determine the extent of physical, mental or emotional problems. Unnecessary duplication of evaluative session will be avoided out of consideration for the applicants' time.
3. Determination of a suitable vocational plan including recommended training will be conferred upon by the Community Action Center Manpower Supervisor, the Out-station counselor, the Action Center intake interviewer, the follow-up Coach and would also include other persons from the staff of either agency who have knowledge or interest in the applicant and/or training resources. Placement decision will be made by the Employment Service in consultation with the Opportunities, Inc. manpower section.

D. Pre-vocational training referral shall be the responsibility of the Montana State Employment Service and pre-vocational and vocational training the responsibility of the local School District.

E. Skill training shall be the responsibility of the local School District.

F. Supportive Services will be clarified by agency discussion and agreement in accordance with the 1967 CAMP S agreement.

G. Placement shall be the responsibility of Montana State Employment Service. Placement decision will be made whenever possible in consultation with Opportunities, Inc. manpower section.

H. Long range Follow-up shall be the responsibility of Opportunities, Inc. The Montana State Employment Service will not be restricted from making placement checks to determine whether a person was accepted for employment and to ascertain problems which will be conferred upon with the Opportunities, Inc. manpower section.
I. Job development shall be the responsibility of the
Montana State Employment Service.

1. Opportunities, Inc. agrees to be of assistance
as a community advocate of employment of the disad
advantaged. Any and all jobs developed by
Opportunities, Inc., as part of our normal con
tacts will be given to the Montana State Employ
ment Service job pool.

2. Job openings available through the Montana State
Employment Service, including those developed for
the disadvantaged, will be made known by the
Employment Service Office to the out-station coun
selor. The Opportunities, Inc. Coach will have
opportunity to discuss available job openings with
the Employment Service out-station counselor and
report his views on any employment referral deci
sions to the Action Center Director or his designate.

3. On the premise that job development for the disad
vantaged person is a specialty in manpower programs,
the Montana State Employment Service agrees to place
"special emphasis" on developing jobs for the disad
vantaged. (See "Developing Jobs For The Disad
vantaged", Montana State Employment Service, May
1967.)

IV. MONTANA STATE EMPLOYMENT SERVICE OUTSTATION MAN AT OPPORTUNITIES,
Inc.

Reference: UNITED STATES EMPLOYMENT SERVICE, Program
Letter No. 2127

It is agreed that the Montana State Employment Service place
an Out-station man one-half time, 1:00 p.m. - 5:00 p.m., in the
manpower section of Opportunities who will be "mutually agreed
upon as appropriate to the effective carrying out of the agreed
A. The Montana State Employment Service outstation man will be under the supervision of the Action Center Director (or his designate) during Community Action Center assigned hours. The Montana State Employment Service will pay the salary of said outstation man.

B. The outstation man will have access to information on job openings or training programs available through the Employment Service for the purpose of working with the Opportunities, Inc. manpower staff regarding suitable placement slots.

C. The Employment Service outstation counselor will be furnished with appropriate office space, equipment and supplies by Opportunities, Inc.

D. Provision will be made to serve the physically handicapped in a readily accessible location.

V. DURATION OF AGREEMENT

This agreement shall be effective for the six month period
from ______  ______  ______
Month Day Year
to ______  ______  ______
Month Day Year

VI. SIGNATORIES

for MONTANA STATE EMPLOYMENT SERVICE, Great Falls

H. D. (Bill) Cady, Manager

Francis O. Mitchell, Director

for OPPORTUNITIES, INC.

VII. SIGNATORY DATE

____  ______  ______
Month Day Year