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UNITED TRIBES EDUCATIONAL TECHNICAL CENTER  
3315 SOUTH AIRPORT ROAD  
BISMARCK, NORTH DAKOTA 58501 • PHONE 701-255-3285

September 7, 1976

Dr. James Kellett  
Office of University Programs  
E. R. D. A.  
400 1st Street N. W.  
Washington, D. C. 20545

Dear Dr. Kellett:

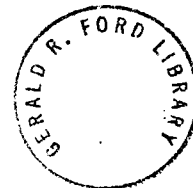
In keeping with your telephone instructions to my staff member, Mr. Douglas J. Myers, I am enclosing a preliminary proposal from the United Tribes Educational Technical Center (UTETC) to your office. The proposal seeks funds to initiate and operate a comprehensive training program in six craft areas with the ultimate aim of placing unemployed Indian people into plant operating jobs in the energy industry in North Dakota and Montana.

This preliminary proposal is fairly complete. I believe it speaks for itself. I would like to call your attention to some particular points, however. First, the energy industry in this area will be taking an idiosyncratic approach to recruiting plant personnel; they will be recruited from the labor force involved in constructing the plants. UTETC's proposed training program reflects this fact; it is a two-step process. Rather than train individuals directly for plant employment, the Center will provide training in six skilled craft areas, and job placement into those construction companies involved in building the energy plants. As the proposal reveals, other ongoing UTETC activities will ensure transfer into plant operating jobs as these become available.

Second, UTETC is uniquely qualified to work with Indian people. It is the only Indian owned and operated vocational center in the country; its program is comprehensive and tailored to the needs and past experience of the reservation Indian population.

Third, there are a great many unemployed Indians and--as earlier UTETC research indicates--there is high interest among them in obtaining energy connected employment.

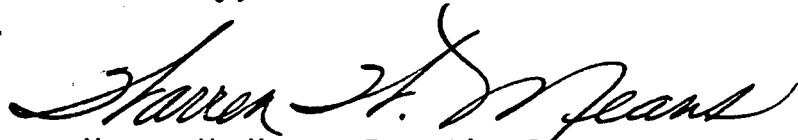
Fourth, major energy manpower shortages are expected in North Dakota and Montana as a result of years of outmigration and the scale of energy development envisioned: Training of an Indian labor force can help alleviate this manpower shortage.



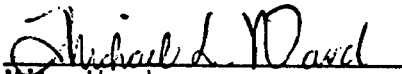
September 7, 1976  
Dr. James Kellett  
Page Two

I would appreciate receiving your reactions to this preliminary proposal as soon as possible and also receive formal proposal guidelines as soon as these are available. Energy development is moving rapidly in this area. The Indian people wish the opportunity to play a role in this development.

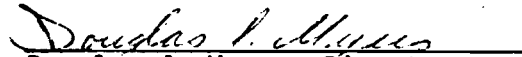
Sincerely,



Warren W. Means, Executive Director  
United Tribes Educational Technical Center



Mike Ward  
Dean of Education, UTETC



Douglas J. Myers, Director  
Indian Lignite Manpower Program  
UTETC



**Training Indian People For Energy Employment  
(Preliminary Proposal)**

**Submitted by:**

**The United Tribes Educational Technical Center**

**To**

**The Office of University and Training Programs of the  
Energy Research and Development Administration**



## Training Indian People for Energy Employment

This preliminary proposal is submitted by the United Tribes Educational Technical Center (UTETC) to the Office of University and Training Programs of the Energy Research and Development Administration (ERDA). The proposal's immediate purpose is the initiation of a broader and more intensive crafts training program at UTETC. Its long range purposes are two-fold. To begin with, it aims at moving unemployed Indian people into, first, construction employment in the developing energy industry in North Dakota and Montana; eventually, into operational employment in thermal generation and coal gasification plants in the two states.

The proposal's second long range purpose is to help alleviate the manpower shortages anticipated in connection with the developing energy industry in North Dakota and Montana. Major shortages are expected; and the only substantial pool of unemployed manpower available in the two states is on the Indian reservations. The training project proposed here, coupled with UTETC's ongoing job placement program, will make it possible to provide considerable well-trained Indian manpower to the energy industry.

The pages which follow sketch out the objectives, procedures, benefits, and costs of the proposed training program. But first some background.

### Background

The United Tribes Educational Technical Center is a unique educational institution. Owned and operated by the five reservations of North Dakota, it is the only Indian controlled residential vocational school in the United States.

Although the student body of UTETC is drawn from twenty-four reservations in eight states, students who come to this institution share at least one point in common: they are all members of the so-called "hard-core reservation unemployed". The vocational training program presently offered at UTETC is geared specifically towards this population, offering a variety of services not available at other vocational institutions. These services range from alcoholism counseling to classes in personal and social development, and are designed to assist the students in making a gradual transition to life off the reservation; a transition many of the graduates will have to make since employment opportunities are limited on the reservations.

With the emergence of the energy crisis in the Fall of 1974 and the consequent upsurge of interest in utilizing the massive coal deposits in North Dakota and Montana, UTETC began exploring its potential role in training Indian people for employment in the energy industry. Many jobs are anticipated; the next twenty years should see the development of eighteen to twenty gasification plants--each providing direct plant employment to over 1,000 people--and even more thermal generation installations.

UTETC's approach to providing energy employment opportunities to Indian people was divided into two phases: research and planning; implementation. In the first phase UTETC staff worked with the North Dakota State University Center for Economic Development to develop the Indian Lignite Manpower Project, a proposal for which was funded by the Economic Development Administration in 1975.

The Manpower Project had three objectives. Its first objective, which has been attained, was to carry out a survey of the adult Indian

population on the reservations in North Dakota and eastern Montana. Personal interviews were conducted with approximately 800 randomly selected Indian adults on these reservations concerning:

(1) willingness to accept jobs in the energy industry--even if these required relocating 150-200 miles away from the reservations;

(2) extent of previous experience and/or training in relevant occupations;

(3) willingness to join a labor union if required;

(4) willingness to undergo additional training for employment

The results of the survey were very encouraging. 70 percent were interested in working in the developing energy industry; over two-thirds of this 70 percent were prepared to relocate<sup>1</sup> if necessary; all of them were willing to undergo additional training.

The second and third objectives of the manpower project are still underway. To look first at the second objective, its overriding purpose is to gain the full commitment of energy company and labor union officials to securing Indians employment in all phases--including construction--of the developing energy industry. To this end, continuing meetings are being held with both groups in order to assure, (1) that qualified Indian people will have no difficulties in obtaining union membership, and, (2) that an employee recruiting structure will be developed capable of providing continuing information to Indian people regarding

1. The relocation required would differ from what Indians have experienced in the past. Rather than going from North Dakota to, say, Chicago, relocatees would be living from 100-200 miles from their home reservations and thus would be able to return to the reservations as often as weekly.



energy employment opportunities. In effect, the second objective calls for developing an informal, permanent advisory committee made up of corporate and union officials committed to placing Indian people in energy employment as this opens up over the coming years.

The third objective of the manpower project is to determine the kind and number of jobs opening up in the energy industry over the next two to twenty-five years. Included here were not only operational jobs, e.g., in a gasification plant, but also the many job opportunities becoming available in the construction phase of energy development. To attain this objective, and this work is still underway, UTETC officials have been working closely with the director of a special project in the office of the North Dakota State Board for Vocational Education. This project, which is funded by the Old West Regional Commission, has surveyed the energy industry to determine what their occupational needs will be in both the construction and operational phases of energy development; and to ascertain the recruitment path to eventual operational employment in the energy industry. The State Board project is completed and a final report is expected within two or three weeks. The information contained in the report, however, has already been made available to UTETC since the director of the project, Mr. Ted Renner, is a member of the Advisory Board of UTETC's Manpower Project. This information has been utilized in developing this training proposal. The information provides a picture of the manpower needs of the energy industry in both its construction and operational phases in the two states; more important, however, it provides information on energy company plans



for recruiting their plant operating force. It is these plans for recruiting plant personnel which have dictated the special nature of the training program proposed here. Put simply, the energy companies will obtain their plant operating personnel directly from the plant construction force. That is, those individuals employed in plant construction will become part of an overall labor pool from which will be selected operating personnel. For this reason, rather than attempting to train Indian people for plant employment, UTETC will train people for entrance into the skilled trades and crafts involved in constructing energy plants; they will move into operational jobs later.

In short, what UTETC is proposing here might be characterized as a two-step program. Funds are being sought from ERDA to train and place Indian people into energy plant construction. These same people will then be given the opportunity to move into permanent operational jobs in these energy installations once they begin operating.

#### Present Proposal

As is apparent above, UTETC is now in a position to initiate a training and employment placement program. The EDA funded Manpower Project has established that there are large numbers of unemployed Indian people interested in obtaining employment in the energy industry. Both the energy companies and the unions have been cooperative and supportive of the project's purpose. And, finally, information received from the State Board's occupational needs project has provided a picture of the types of skills needed as well as information on the pathway to permanent jobs as operating personnel in the energy plants. To reiterate, the latter is a two-step process. First, construction employment;

eventually, operational employment.

And this two-step process, as stated earlier, dictates the special nature of the present proposal. UTETC is seeking funds to initiate intensive training in six crafts areas:

1. Boilermakers (specialized welders)
2. Electricians
3. Iron Workers
4. Welders (general)
5. Pipe Fitters
6. Carpenters

These six areas are the major craft areas required for plant construction. UTETC wishes to provide intensive apprenticeship training in all of these. It already provides some training in the areas of welding, carpentry and electrical work; this will be upgraded and intensified. New intensive training tracks will be developed to produce apprentice boilermakers, iron workers and pipe fitters.

Following the completion of training, UTETC's existing job placement office will obtain construction employment for the program graduates. Placement arrangements, of course, will be coordinated through the special advisory committee of labor union and corporate officials.

Finally, in the years to come, UTETC's placement office and the advisory committee will be responsible for ensuring that these construction employees are given an opportunity to move into plant operating jobs upon the completion of construction. (No difficulties are anticipated here; a great part of the construction force are career construction

workers who will move to construction work in other areas. Thus, there should not be high competition for plant operating jobs since a great part of the construction labor pool from which they will be selected will not be interested in these jobs.)



## Training Program Objectives

The objectives of the training program proposed here are implicit in what has been said earlier. To begin with, the overriding or general objectives are to place unemployed Indian people in Montana and the Dakotas into employment in the developing energy industry; and, in this way, to help alleviate the manpower shortages developing in Montana and North Dakota in connection with the energy industry. The first of these two general objectives is of primary importance. Its attainment will mark perhaps the first time significant numbers of Indian people have been trained for and placed into well-paying, skilled labor employment. Indian employment opportunities in the past, both on and off the reservations, have consisted of various types of unskilled, minimum wage openings and, as a result, they have had little impact on economic conditions among Indian people.

The specific objectives of the present training program are as follows:

1. To provide Indian people 1 year of intensive vocational training in one or another of the six craft areas detailed earlier.
2. To provide this intensive vocational training to at least 70 people per year; presumably 11 or 12 people would be trained per year in each of the six craft areas.
3. To provide these 70 people with UTETC's normal training program in personal and social development; this is essential if these individuals are to function successfully in a non-Indian environment following graduation since many have never lived elsewhere than on the reservation.

Included in the personal and social development curriculum is everything from budgeting to how to defrost a refrigerator to why parents should join the Parent Teachers Association.

4. To assure that those trainees lacking high school diplomas obtain a Graduate Equivalency Diploma (GED) prior to graduation from the crafts training program.

5. To place graduates from the program into construction employment in their area of skill following graduation. Involved here, of course, is, in all instances, locating a job in plant construction for the individual; in some instances, arranging for union membership.

6. To continue this program as long as it is justified by the energy industry's manpower needs; present projections indicate a minimum of 10 years.

## Training Program Design

Since its inception in 1969, UTETC has offered a wide spectrum of vocational training programs, ranging from business/clerical to human services to welding. Moreover, UTETC has been successful; indeed, it is the first training center ever to have any significant impact on hard core unemployed reservation people. The primary reason behind this success is the comprehensive nature of UTETC's approach. Training is not limited to vocational skills alone. Heavy emphasis is also placed on personal and social development, and on the individual trainee attaining at least the academic and literacy skills represented by the GED.

All of this experience will, of course, be applied to designing the programs proposed here. UTETC has a training program design section headed by the Dean of Education and the Program Manager of vocational programs (a former card carrying iron worker himself). Both of these individuals are well qualified in training program design. Moreover, they are able to call upon other resources both in and out of North Dakota for assistance. Included among these outside resources are the departments of vocational education at both North Dakota State University and the University of North Dakota as well as the North Dakota State School of Science, a large state institution of vocational training.

For all of the above reasons, no difficulty is anticipated in developing solid training curricula for the six craft areas. UTETC is capable and experienced. But for the present programs the Center will go beyond its past efforts. A unique approach will be taken to designing the six new programs. Help is being solicited from the craft unions in question. In effect, these unions are being asked to assist

in developing an optimal one year course of intensive vocational training in their specific fields, e.g., electrician.

Two reasons underlie this request. First, UTETC staff recognize that practitioners in a given area, e.g., electrician, are fully conversant with the current, and changing requirements of their craft. Second, UTETC is working toward having its proposed year of training count towards union apprenticeship requirements--rarely does vocational training from any institution accomplish this goal--and how better to do this than bring the unions into the process of designing the new programs?



## Anticipated Benefits

The benefits accruing from the proposed training program have already been discussed to an extent in the Background section of this preliminary proposal. To sum them up, first a sizeable labor force will be provided to meet the manpower shortages arising in connection with the developing energy industry of North Dakota and Montana. These shortages will be severe; the proposed program will allow them to be met, at least in part, by a local labor force.

Second, an appreciable number of unemployed Indian people will be given--perhaps for the first time--the opportunity to acquire both legitimate employment skills and decent employment. Judging from projected wage scales both the construction and operational jobs will pay \$1,000 or more per month; gains in human dignity and self respect do not easily lend themselves to quantification but they too will be present.



## Funds Required

Preliminary cost figures indicate that approximately \$385,000 will be required to initiate the new training programs. Of this \$385,000, approximately \$225,000 will be one time start-up costs.

The page which follows breaks this \$385,000 request into the following line items. First, a total of \$128,240 is requested for Personnel--including fringe benefits. These funds will be used to employ a program director, four instructors, a recruiter and a secretary. Only four rather than six instructors are required since UTETC is already providing basic training in three of the six skilled crafts; a recruiter is necessary in order to assure that the trainees are carefully screened and selected in terms of UTETC's established criteria for successful training, e.g., past social history.

Second, \$150,000 is requested for Facilities Enlargement and Remodeling. The present vocational facilities are simply not large enough to accommodate the proposed new training programs, e.g., boilermaking; or the enlarged enrollments and equipment additions anticipated in ongoing programs, e.g., welding. Both increased space and the remodeling of existing space will be required.

Third, a total of \$72,000 is requested for New Equipment. Included here is \$18,000 in equipment costs for each of the three totally new programs and \$6,000 for upgrading each of the three existing programs.

Fourth, \$18,000, or \$3,000 per program, is requested for Work Supplies, e.g., welding rods, for each of the six programs.

Fifth, general support costs total slightly under \$15,000. Primary



among these is travel and per diem at \$8,000--almost all of this travel being in connection with student recruitment. However, added administration costs will total approximately \$5,000; these costs include handling all applications, transcripts and pay records for the incoming trainees.

Finally, let two points be noted. First, this budget is, as the title indicates, a preliminary estimate--although the final figures are not expected to differ greatly.

Second, in the formal proposal, all budget line items, e.g., equipment, will be broken down into their specific components, e.g., particular pieces of equipment, and justifications provided.



Estimated Budget

Personnel:

Director	\$ 20,000.00
4 Instructors (@ \$18,000)	72,000.00
Recruiter	16,000.00
Secretary	6,500.00
Fringe Benefits (@ 12%)	13,740.00
Total Personnel	\$128,240.00
Facilities Enlargement and Remodeling	\$150,000.00
New Equipment	\$ 72,000.00
Work Supplies	\$ 18,000.00
General Supplies	\$ 2,000.00
Communications	\$ 1,500.00
Travel and Per Diem	\$ 8,000.00
Administration (Records, etc...)	\$ 5,000.00
	<hr/>
TOTAL	<u>\$384,740.00</u>

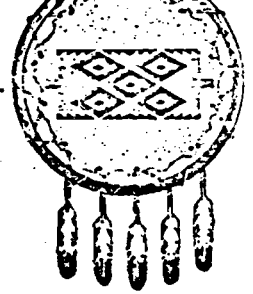
## Need for Funds

As should be apparent in the preceding pages, UTETC is keenly interested in developing a comprehensive training program capable of placing Indian people into, first, energy plant construction jobs and, second, plant operating jobs. It was this interest which led to the development of the original EDA funded Manpower Project; the successful outcome of that project has only heightened UTETC interest in developing a comprehensive energy employment training program.

But to develop this comprehensive training program, UTETC will require outside help. The Center's budget is strained to the limit. This budget is only \$1,500,000 and with it UTETC is operating the ten vocational programs in place presently, the personal and social development division, a GED program, complete support services, e.g., housing and a cafeteria, job placement and follow-up. There is no possibility of mounting these new training programs within the present \$1,500,000 budget.

It is for this reason that UTETC is requesting help from ERDA. The Training Center is able to provide a great part of the necessary support resources for the craft training programs outlined here, e.g., instruction in personal and social development. But it must have help to implement the purely vocational part of the proposed new training programs. Additional training space is needed, equipment is needed, and personnel are needed. Part of these costs, of course--as mentioned earlier--are non-recurring. Following the first year, UTETC will be able to operate all six of the new programs for about \$160,000 annually, or just under \$2,300 in ERDA money per graduate.

UNITED TRIBES EDUCATIONAL TECHNICAL CENTER  
3315 SOUTH AIRPORT ROAD  
BISMARCK, NORTH DAKOTA 58501 • PHONE 701-255-3285



UNITED TRIBES EDUCATIONAL TECHNICAL CENTER

RESOLUTION NO. 76-80-UT

WHEREAS, United Tribes Educational Technical Center is a North Dakota non-profit Corporation whose Board of Directors is composed of representatives of each of the five North Dakota reservations, and

WHEREAS, the primary function of UTETC is the operation of a vocational training school for Indians with the long-range goal of preparing Indians for obtaining and retaining meaningful employment, and

WHEREAS, the Energy Research and Development Administration (ERDA) is accepting pre-proposals for grants for the purpose of training persons to work in energy industry related jobs;

NOW THEREFORE BE IT RESOLVED, that this Board of Directors goes on record as authorizing the Corporation to submit a pre-proposal to the Energy Research and Development Administration for a grant which will enable UTETC to train individuals for the lignite industry.

C E R T I F I C A T I O N

I, the undersigned President of the United Tribes Educational Technical Center Board of Directors do hereby certify that the said Corporation is composed of ten (10) members of whom 10 were present at a duly called and a lawful meeting for which a quorum was convened and present to hereby adopt the foregoing resolution on this 8 day of September, 1976.

SEAL

  
\_\_\_\_\_  
President, UTETC Board of Directors