

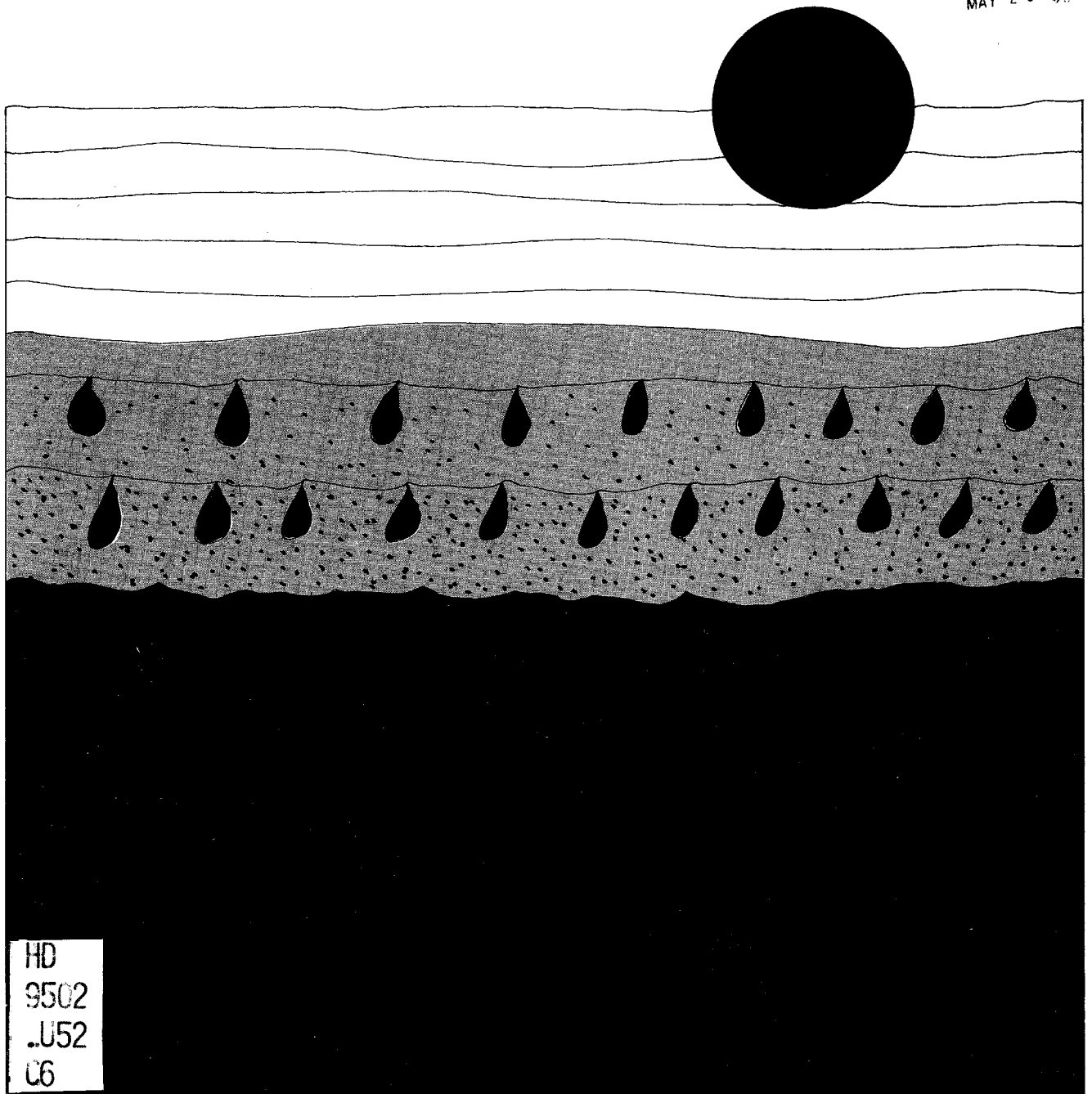
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# Energy Policy Handbook: Challenges, Alternatives, and Resources

UNIVERSITY OF COLORADO  
LAW SCHOOL  
DENVER, COLORADO

May 1980

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A guide prepared by the Colorado Advisory Committee to the United States Commission on Civil Rights for the citizens of Colorado and the Commission. The information and suggestions in this guide should not be attributed to the Commission but only to the Colorado Advisory Committee.

### **THE UNITED STATES COMMISSION ON CIVIL RIGHTS**

The United States Commission on Civil Rights, created by the Civil Rights Act of 1957, is an independent, bipartisan agency of the executive branch of the Federal Government. By the terms of the act, as amended, the Commission is charged with the following duties pertaining to discrimination or denials of the equal protection of the laws, based on race, color, sex, religion, age, handicap, or national origin, or in the administration of justice: investigation of individual discriminatory denials of the right to vote; study of legal developments with respect to denials of equal protection of the law; appraisal of the laws and policies of the United States with respect to discrimination or denials of equal protection of the law; maintenance of a national clearinghouse for information respecting discrimination or denials of equal protection of the law; and investigation of patterns or practices of fraud or discrimination in the conduct of Federal elections. The Commission is also required to submit reports to the President and the Congress at such times as the Commission, the Congress, or the President shall deem desirable.

### **THE STATE ADVISORY COMMITTEES**

An Advisory Committee to the United States Commission on Civil Rights has been established in each of the 50 States and the District of Columbia pursuant to section 105(c) of the Civil Rights Act of 1957 as amended. The Advisory Committees are made up of responsible persons who serve without compensation. Their functions under their mandate from the Commission are to: advise the Commission of all relevant information concerning their respective States on matters within the jurisdiction of the Commission; advise the Commission on matters of mutual concern in the preparation of reports of the Commission to the President and the Congress; receive reports, suggestions, and recommendations from individuals, public and private organizations, and public officials upon matters pertinent to inquiries conducted by the State Advisory Committee; initiate and forward advice and recommendations to the Commission upon matters in which the Commission shall request the assistance of the State Advisory Committee; and attend, as observers, any open hearing or conference which the Commission may hold within the State.

# **Energy Policy Handbook: Challenges, Alternatives, and Resources**

—A guide to civil rights issues prepared by the  
Colorado Advisory Committee to the U.S. Com-  
mission on Civil Rights

## **ATTRIBUTION:**

The information and suggestions contained in this handbook are those of the Colorado Advisory Committee to the United States Commission on Civil Rights and, as such, are not attributable to the Commission. This handbook has been prepared by the State Advisory Committee for submission to the Commission.

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LETTER OF TRANSMITTAL

Colorado Advisory Committee  
to the U.S. Commission on Civil Rights  
May 1980

MEMBERS OF THE COMMISSION

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Louis Nuñez, *Staff Director*

Sirs and Madam:

The Colorado Advisory Committee, pursuant to its responsibility to advise the Commission on civil rights problems in the State, submits this handbook suggesting programs, resources, and actions for minimizing adverse effects of energy development in Colorado. The handbook encourages greater participation by women and minorities in determining energy policy. It proposes various methods for improving the employment and training opportunities for minorities and women in the energy field.

Intended for individuals and groups responsible for deciding some of the major energy development and related planning approaches in Colorado, this handbook calls for more equitable energy policies and greater citizen involvement at all levels of energy decisionmaking.

Respectfully,

MINORU YASUI,  
Colorado Advisory Committee

**MEMBERSHIP  
COLORADO ADVISORY COMMITTEE TO THE  
UNITED STATES COMMISSION ON  
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# 1. Introduction

This handbook is intended for those individuals and groups responsible for deciding some of the major energy development questions and related planning approaches for Colorado residents. The purpose of this handbook is to provide policymakers with:

- Information on adverse effects energy development may have on women and minorities.
- Suggestions for programs, resources, and actions that would alleviate possible adverse effects.
- Various methods for encouraging participation by women and minorities in new employment opportunities.
- Suggestions for providing minorities and women with a greater voice in future energy decisions.

## The Energy Crisis and Colorado

In the past the United States has relied on its abundant supplies of domestic oil and gas, eastern coal, and oil imported from the Middle East. Domestic production of crude oil and natural gas reached its peak in the early 1970s and has been declining since then. As a result of the 1973 oil embargo and continuing with rising oil prices imposed by members of the Organization of Petroleum Exporting Countries (OPEC), the administrations of Presidents Nixon, Ford, and Carter have stressed the urgent need to be independent of Middle East oil supplies. President Carter has emphasized that the Nation must shift its energy usage from scarce oil and natural gas to more

plentiful coal. He has proposed increasing the use of coal by 400 million tons or about 65 percent.<sup>1</sup> In addition, by 1990 the administration's goal is to produce 400,000 barrels of oil daily from oil shale deposits.<sup>2</sup>

The energy resources of the Rocky Mountain West, largely ignored in the past, are now fundamental in President Carter's 10-year plan to deal with the energy crisis. Former Secretary of Energy James Schlesinger said that the plan is designed to reduce daily oil imports of 8.5 million barrels to 4 million barrels within 10 years. Synthetic fuels from oil shale, coal, and unconventional natural gas are intended to replace 2.5 million barrels of imports daily.<sup>3</sup> Substantial oil shale deposits, as well as vast quantities of coal, uranium, oil, and gas, are located in Colorado. It is no longer a question of whether or not energy resources in Colorado will be developed; the question is whether such development will benefit its citizens or turn the State into an energy colony for the rest of the Nation.

Colorado's economy before energy development was healthy beyond national norms. As University of Denver economist Doris Drury has noted, Colorado's economy has been relatively immune to variations in national business trends.<sup>4</sup> Colorado has achieved a prosperity based upon tourism and agriculture. In addition, it is a center of Federal activity. Because of competing demands for scarce water supplies, there are concerns that the energy boom may

1. *Public Papers of the Presidents of the United States*, Jimmy Carter's National Energy Plan, address delivered before a joint session of the Congress, Apr. 20, 1977, U.S. Office of the Federal Register, National Archives and Boards of Service, General Services Administration, p. 669.

2. *The Denver Post*, July 29, 1979, p. 1.

3. *The Denver Post*, July 17, 1979, pp. 1, 16.

4. Denver Research Institute, *Energy and Denver: A Preliminary Analysis of the Economic/Social Impacts of Energy Resource Development on the Denver Metropolitan Area* (University of Denver, May 1979) (hereafter cited as *Energy and Denver*).

damage Colorado agriculture and recreation industries.<sup>5</sup> Structural changes by the energy industry in the Colorado economy could make the State susceptible to adverse national trends.<sup>6</sup>

The present problems in Colorado due to energy resource development also differ from those of other States in the Rocky Mountain region (Montana, North Dakota, South Dakota, Utah, and Wyoming). In surrounding States most of the development and growth has occurred in small rural towns near areas where energy resources are located. In Colorado significant population growth due to energy development has occurred in the Denver metropolitan (metro) area and along the Front Range from Fort Collins to Pueblo as well as in rural communities.

According to recent census projections, Denver is one of the four fastest growing major metropolitan areas in the United States,<sup>7</sup> increasing at about 5 percent a year. Since 1970 this growth rate represents an additional 240,000 residents and clearly makes the Denver area a high growth center. Direct energy-related employment in the metro area represents 4 percent of the total metro area work force, and only 5 percent of total growth in employment since 1970. However, indirect employment induced by local purchases of energy companies and their employees accounts for between 16 percent and 30 percent of the change in total Denver employment between 1970 and 1978.<sup>8</sup>

5. *The Denver Post*, July 29, 1979, pp. 1, 12.

6. *Energy and Denver*, pp. 55-57.

7. *The Denver Post*, Oct. 31, 1978, p. 58.

8. *Energy and Denver*, pp. 55-57.

9. Alma E. Lantz and Robert L. McKeown, "Social/Psychological Problems of Women and Their Families Associated With Rapid Growth," in *Energy Resource Development: Implications for Women and Minorities in the Intermountain West* (Washington, D.C.: U.S. Commission on Civil Rights, 1979), pp. 42-53, (hereafter cited as *Energy Resource Development*), and *Boom Towns and Human Services*, ed. Judith A. Davenport and Joseph

Colorado, like other States in the Rocky Mountain region, is experiencing some of the problems of energy boomtowns. A boomtown is defined as a community which has a rate of population growth so rapid that basic facilities and services cannot be expanded quickly enough to meet the needs of the population. The rapid community changes accompanying this growth are often characterized by more social problems, such as higher rates of child abuse and wife battering, increased incidences of alcoholism and mental illness, and other indicators of societal and family disorganization. The high inflation rate and increased social problems combined with inadequate social services impact severely upon low- and fixed-income groups, disproportionately women and the elderly.<sup>9</sup>

Because of the rapid growth predicted for metro Denver and certain rural communities, it becomes urgent to anticipate potential problems before they occur and to develop solutions to reduce negative impacts. In this regard, Colorado is in a unique position. Since most of its growth is concentrated in urban areas where there are more minority persons, and since the State has the highest percentage of minority population in the region, Colorado could be a forerunner in providing employment opportunities for minorities.<sup>10</sup>

Davenport (Laramie, Wyo.: University of Wyoming, 1979).

10. Colorado has a minority population of 16.8 percent compared to Montana at 5.4 percent, North Dakota at 3.1 percent, South Dakota at 5.3 percent, Utah at 6.4 percent, and Wyoming at 8.1 percent. Hispanics represent 13 percent of Colorado's minority population while blacks represent 3 percent and Native Americans 0.4 percent. Source: U.S., Department of Commerce, Bureau of the Census, *Population Characteristics* (Colorado, Montana, North and South Dakota, Utah, and Wyoming), 1970 and later census reports on special groups as well as reports by other organizations. Percentages computed by the Rocky Mountain Regional Office, U.S. Commission on Civil Rights.

## 2. Employment Opportunities and Local Resources

It has generally been assumed that the economic boom resulting from the development of new natural resources would bring great economic benefits and prosperity to the region. Energy development was thought to result in better paying jobs and more employment opportunities for the affected communities. However, experiences in other States have modified this assumption to a more realistic, if somewhat pessimistic, view of the situation. Alaska is an example. As Harris Sherman, Colorado Director of Natural Resources, has pointed out:

Alaska, in the last four years, has employed more people than in the previous 100 years of its history. During that period of time the unemployment rate went from 6 percent to 16 percent. And I have to tell you that the Indians in Alaska, and the non-Indians in Alaska, generally, were not the ones who got the jobs.<sup>1</sup>

Evidence of a similar employment pattern is occurring in the Denver area according to a recent analysis of the economic impacts of energy development.<sup>2</sup> Energy firms moving into the area are transferring their skilled and professional employees to Colorado from outside the State rather than hiring qualified persons already residing in Colorado or providing training for Colorado residents. Compared to Colorado resident employees, these transferred inhouse employees have very high salaries. One in five

employees in companies headquartered in Denver earns more than \$30,000.<sup>3</sup> The influx of these highly paid people into the area has inflated prices, including the cost of residential housing in the metro area, resulting in an inflation rate above the national average.<sup>4</sup> This inflation is particularly severe for low- or fixed-income groups that are frequently the elderly, female-headed households, and minorities. Consequently, it is essential that women and minorities in Colorado have access to jobs created and stimulated by energy development.

Nationwide, the employment picture for women and minorities in the energy industries has been bleak. Melvin Humphrey, director of research for the Equal Employment Opportunity Commission, said, "The high-risk, high-paying world of energy development, processing, and distribution is a white male bastion."<sup>5</sup> According to his figures, 79 percent of the workers in oil and gas extraction, 72 percent in gas production and distribution, and 94 percent in coal production are white males. Only 4 percent of the workers in the coal industry are minorities, and even fewer are female.<sup>6</sup>

The employment situation for women in energy boomtowns is even more severe.<sup>7</sup> Studies by sociologists Mary K. Duff, Jack Gilmore, Garth Massey,

1. Harris Sherman, transcript of consultation, "Natural Resource Development in the Intermountain West: Its Impact on Women and Minorities," U.S. Commission on Civil Rights, Rocky Mountain Regional Office, Denver, Colorado, Nov. 2-3, 1978, p. 31.

2. *Energy and Denver*, pp. 96-98.

3. *Ibid.*, p. 82.

4. According to the U.S. Department of Labor, Bureau of Labor Statistics, Consumer Price Index (for Urban Areas), Denver had a 1979 inflation rate of 16.8 percent.

5. Melvin Humphrey, "Minorities in the Energy Industries," in *Energy and Equity: Some Social Concerns*, ed. Ellis Cose (Washington, D.C.: Joint Center for Political Studies, 1979) (hereafter cited as *Energy and Equity*), p. 69.

6. *Ibid.*

7. There is a lack of research on the impact of energy development on minorities. Some of this is because many western boomtowns have predominantly white populations.

Elizabeth Moen, and Jane H. Lillydahl<sup>8</sup> have shown that the impact of energy development on women in rural towns does not improve their employment opportunities or increase their wages. Instead, they show that women's relative status in the community, both socially and economically, experiences a decline.

The salary scales for semiskilled, male-dominated occupations in construction and coal mining are in the \$9 to \$10 per hour range.<sup>9</sup> A survey of women's salaries in Moen's and Lillydahl's study shows that they range from \$1 per hour plus tips for waitresses to \$3.50 per hour for some of the better paying secretarial positions. While inflationary pressure, or loss of spouse, tends to force rural women into the job market, the only jobs available to them are in the low-paid, traditionally female occupations such as waitress, barmaid, clerk, retail sales, nurse's aide, and other low status jobs.<sup>10</sup>

Unless State governments and energy industries make a concerted effort to recruit and train women and minorities, energy-related employment opportunities for these groups will be minimal while the negative aspects of energy development will impact them the hardest. There are a number of State and industry actions that could increase employment opportunities.

### Suggestions for Improving Employment Opportunities for Women and Minorities

Employers can:

- Follow Equal Employment Opportunity Commission guidelines for employment recruitment, interviewing, and hiring. Appendix A is a checklist of these guidelines. This list is a helpful tool for managers to evaluate present employment practices.
- Develop affirmative action plans to help insure equal opportunity. The employer's checklist can serve as a guide. Contact the Equal Employment Opportunity Commission for models of affirmative action plans.
- Provide flexible work hours to better suit needs of both men and women employees.<sup>11</sup>
- Offer employment counseling services with recognition of special problems faced by women entering nontraditional jobs.

8. Mary K. Duff and Jack Gilmore, *Boom Town Growth Management: A Case Study of Rock Springs—Green River, Wyoming* (Boulder, Colo.: Westview Press, 1975), p. 117. Garth Massey, *Newcomers in an Impacted Area of Wyoming* (Laramie, Wyo.: University of Wyoming, Center for Urban and Regional Analysis, 1977). Jane H. Lillydahl and Elizabeth Moen, "The Economic

- Provide quality day care facilities for working parents or support local community day care efforts, particularly in energy-impacted communities (but also in urban areas). Energy companies should also consider industry-sponsored day care for the convenience and increased job satisfaction of their employees.

- Ensure adequate representation of women and minorities during the hiring process as well as maintain contacts and association with community advocacy groups for women and minorities.

Federal and State regulatory agencies can:

- Act as resource agencies to energy companies in developing employment counseling and training programs.
- Require affirmative action plans of all energy corporations and construction firms doing business in Colorado.
- Review and monitor such plans to assure compliance as a continued condition for the receipt of further Federal and State funds.

### Local Resources for Improving Employment Opportunities

#### Women's Organizations:

(Women's resource centers are located throughout Colorado. All centers are not listed here, but a check with local listings should provide the nearest organization in your community.)

Colorado Commission on the Status of Women  
1525 Sherman Street  
State Services Building  
Room 600-C  
Denver, Colorado 80203  
(303) 839-2821

Colorado Construction Training and Employment Association  
2555 South Santa Fe Drive  
Denver, Colorado 80223  
(303) 744-7101, (303) 744-7102

National Organization for Women  
(located throughout Colorado)  
5650 S. Syracuse Circle  
Denver, Colorado 80237  
(303) 770-8514

Position of Women and Their Employment Opportunities," *Energy Resource Development*, p. 65.

9. Lillydahl and Moen, p. 65.

10. *Ibid.*, p. 65.

11. This suggestion is supported by Lillydahl and Moen, p. 73.

Denver Women's Career Center  
1665 Grant Street  
Denver, Colorado 80203  
(303) 861-7254

Mi Casa Resource Center for Women  
1045 W. 10th Avenue  
Denver, Colorado 80204  
(303) 573-1302

United States Department of Labor  
Women's Bureau  
1961 Stout Street  
Denver, Colorado 80202  
(303) 837-4138

Virginia Neal Blue Resource Centers for Colorado  
Women (located throughout Colorado)  
1700 Pontiac Street  
Denver, Colorado 80207  
(303) 399-8303

YWCA  
Better Jobs for Women Program  
1038 Bannock Street  
Denver, Colorado 80204  
(303) 893-3534

Delta County Women's Resource Center  
517 Main Street, Suite B  
Delta, Colorado 81416  
(303) 874-9428

Pueblo Women's Career Development Center  
330 Lake Avenue  
Pueblo, Colorado 81004  
(303) 544-2192

Elizabeth Stone Resource Center  
340 East Mountain Avenue  
Fort Collins, Colorado 80521  
(303) 484-1902

Mountain Women's Resource Center  
Box 1878  
Breckenridge, Colorado 80424  
(303) 453-1492

**Minority Organizations:**

Colorado Alliance of Pacific Asian Americans  
11801 West 77th Drive  
Arvada, Colorado 80005  
(303) 422-5052

Denver Native Americans United, Inc.  
1580 Josephine Gaylord  
Denver, Colorado 80206  
(303) 320-4575

Latin American Research and Service Agency  
1123 Delaware Street  
Denver, Colorado 80204  
(303) 623-1465

Servicios de la Raza  
4055 Tejon Street  
Denver, Colorado 80211  
(303) 458-5851

Urban League of Metropolitan Denver, Inc.  
(located throughout Colorado)  
1875 York Street  
Denver, Colorado 80206  
(303) 388-5861

**Other Local Resources:**

Colorado Civil Rights Commission  
1525 Sherman Street  
Denver, Colorado 80203  
(303) 839-2621 or 839-3554

### 3. Local Training Programs for Women and Minorities

Lack of training and necessary education bars many women and minorities from jobs in energy fields, although many energy-related jobs require little advanced education and involve skills that could be learned on the job.<sup>1</sup> Women and minorities need entry level positions that provide training.

Many higher level positions in energy companies are in fields nontraditional to women and minorities. The Federal Energy Administration concluded that increasing resource development will result in expanded job markets for engineers (mechanical, electrical, nuclear, and mining) and "certain earth and physical scientists, specialized technicians, and highly skilled mining and drilling personnel."<sup>2</sup>

If women and minorities are to receive high-paying positions, they must be encouraged to prepare themselves for these careers through counseling and career guidance. In addition, they need to be aware of college programs providing this training as well as available resources for financial assistance.

The Denver Research Institute's report, *Denver and Energy*, concluded that the issue of minority and female access to energy-related job opportunities depends on two key factors:

- Availability of training to develop necessary skills (including tutoring, on-the-job training, and apprenticeship programs).
- Access by minorities and women to job information and to the job recruitment network.<sup>3</sup>

#### Suggestions for Training Programs<sup>4</sup>

- Local energy firms and construction companies

1. Humphrey, "Minorities in the Energy Industries," p. 69.

2. U.S., Federal Energy Administration, *Project Independence Blueprint Labor Report* (Washington, D.C.: Government Printing Office, 1975), p. 47.

can provide entry-level on-the-job training with a special focus on minorities and women.

- Public school officials can expand secondary career education programs to train students for occupations in the energy field and coordinate public training programs (e.g., Denver Public School's Career Education Center and the Emily Griffith Opportunity School) with local industry to ensure that they are meeting company needs.
- Public school and higher education institutions can provide extension activities and vocational training to the rural communities impacted by energy development.
- The State Education Department can offer career education programs for high school students and adults seeking new careers in energy fields.
- Government and educational institutions can increase minority awareness and participation in existing retraining programs such as the Colorado Energy Research Institute's Energy Fellowship Program.
- Energy corporations can increase sponsorship of scholarships and grants for minorities and women interested in careers in energy.
- The United States Department of Labor can assist in the collection of data as to Region VIII job projections, arrange for wide dissemination of this information, and provide training for women and minorities in technical fields anticipated to be high in future employment opportunities.

#### Local Resources for Training

The Rocky Mountain Energy and Environmental Technology Center

3. *Energy and Denver*, pp. 86-98.

4. Many of the same or similar recommendations are made in the Denver Research Institute's analysis—*Energy and Denver*.

1001 E. 62nd Street  
Denver, Colorado 80022  
(303) 289-2243

This center is jointly sponsored by the U.S. Department of Energy, Rockwell International, and the Colorado Department of Labor and Employment (Office of Manpower Planning and Development), and the Colorado State Board for Community Colleges and Occupational Education. The center offers courses in machining, word processing, and chemical processing. Most students are referred by Comprehensive Employment and Training Act (CETA) sponsors (county manpower administrations).

The Emily Griffith Opportunity School  
1250 Welton Street  
Denver, Colorado 80204  
(303) 572-8218

The Emily Griffith Opportunity School offers training in typing, word processing, and related office skills. Students at the school are often seeking retraining in a marketable skill.<sup>5</sup> It is generally agreed that there is a high demand in the Denver area for students with good secretarial skills both from energy companies and other employers.

Career Education Center  
2650 Eliot Street  
Denver, Colorado 80211  
(303) 455-5966

The center is a division of Denver Public Schools servicing public, private, and parochial high schools. Some of the courses offered are word processing and office skills. This program is designed to train high school students for entry level office jobs.

Colorado School of Mines  
1500 Illinois Street  
Golden, Colorado 80401  
(303) 279-0300

Colorado School of Mines is a major source of professional talent for energy employers. The Office of Resource Education in the Physics Department (279-0300, ext. 2896) provides speakers on mining for school career days. They try to focus on recruiting women and minorities for mining careers. The School of Mines also has a 6-week summer program for minority high school students entitled Engineering Orientation Program.

5. *Energy and Denver*, p. 89.

State Board of Community Colleges and  
Occupational Education  
1525 Sherman Street  
State Services Building  
Room 207  
Denver, Colorado 80203  
(303) 839-3011

The board has Federal vocational funds to provide career education and some vocational training for displaced homemakers. Eight vocational schools and colleges are participating in the program. The agency is also a good source of information on other vocational programs in the State.

Better Jobs for Women  
1038 Bannock Street  
Denver, Colorado 80204  
(303) 893-3534

Better Jobs for Women is an outreach program developed to place women into apprenticeships or similar on-the-job training programs in the skilled trade occupations. The organization provides job counseling and job evaluation for economically disadvantaged women and places them in apprenticeship programs in the building, mechanical, industrial, and driving trades.

Colorado Mountain College  
West Campus  
Glenwood Springs, Colorado 81601  
(303) 945-7481

East Campus  
Leadville, Colorado 80461  
(303) 486-2015

The college provides vocational training programs in a number of areas that relate to the energy field. Each campus offers a different set of courses. Some of the courses are: industrial welding, electrical/electronics technology, mining electricity and mining maintenance, natural resource management, and environmental protection technology.

Colorado Northwestern Community College  
Box 9010  
Steamboat Springs, Colorado 80477  
(303) 879-3288

Colorado Northwestern Community College has vocational training programs in mechanics, industrial welding, and industrial electricity, and features a

displaced homemaker grant that allows entry into the industrial training program.

Mesa College  
Box 2647  
Grand Junction, Colorado 81501  
(303) 248-1514

Mesa College has vocational training programs that relate to energy in the following areas: electrical lineman, industrial welding, diesel mechanics, and

auto mechanics. It offers vocational programs for high school students, CETA trainees, and college students.

Various energy industries have programs in which they coordinate with schools to discuss careers in energy. For example, Chevron Oil Company has developed a career packet for school use. It contains a teacher's guide and 26 separate booklets covering a range of occupations needing all levels of skills.<sup>6</sup>

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6. *Ibid.*, p. 92.



## 4. The Impact of Energy Costs on the Poor

Economically disadvantaged women, minorities, and persons on fixed incomes, frequently the elderly and the handicapped, are heavily impacted by the Nation's energy crisis. Economic gains made by minorities and the poor over the last two decades may be eradicated by the regressive impact of escalating energy costs. The poor spend a much larger percentage of their income for energy than do average-income U.S. households. The poorest families spend nearly 30 percent of their incomes for energy while the most affluent spend a little over 4 percent.<sup>1</sup> Yet, those who are poor typically consume *far less* energy than those who are financially well off.

Eunice Grier indicated in an analysis of energy usage in the western region that poor households consumed 70 percent as much electricity as did average households in the area. Poor households consumed 76 percent as much natural gas as others in the region.<sup>2</sup> Lower income households also use less gasoline for transportation.<sup>3</sup> Because lower income groups have smaller homes, fewer energy-consuming appliances, and fewer automobiles, their energy consumption tends to be for basic needs. (See appendix B.) If lower income homes were better insulated and more energy efficient and their automobiles received better gas mileage, they would consume even less energy.

Block rate pricing systems currently in use by the

1. Ellis Cose, "Energy Development in the Rocky Mountain West: Its Effect on Women, Blacks, Hispanics, and the Disadvantaged," in *Energy Resource Development*, p. 93.

2. Eunice Grier, "Energy Pricing Policies and the Poor," in *Energy and Equity*, p. 78.

3. Lenneal Henderson, "Energy Policy and the Poor," *Focus*, vol. 5, no. 5 (May 1977) p. 4.

Colorado Public Utilities Commission penalizes low-use, residential structures. For example, the residential rate structure in Grand Junction in 1978 was \$1.72 for the first 30 kilowatt hours or less used, \$0.043 for the second 70 kilowatt hours, and \$0.024 for over 1,000 kilowatt hours consumed.<sup>4</sup> The average cost to Colorado residential users per kilowatt hour was 3.79¢ compared to 2.13¢ for industrial users in 1978.<sup>5</sup> Not only does this rate structure tend to discourage conservation, but it results in much higher rates per unit of energy consumed by the poor.

No group in America has been harder hit by the energy crisis than low-income households which are disproportionately female and minority.<sup>6</sup> Lenneal Henderson, a political scientist at Howard University, observed that the opportunity for addressing energy needs for minority and poor citizens is greatest when new energy programs are being contemplated and initiated as they are now in the Rocky Mountain region.<sup>7</sup> There are currently a number of suggested plans and proposals capable of reducing energy cost impact on the poor. The complexity of the variables and the absence of an "average" poor person demand flexibility in implementing any energy program.<sup>8</sup>

### Suggestions for Alleviating Energy Cost Impact The Colorado Public Utilities Commission can:

4. Public Service Company of Colorado, tariffsheet dated Aug. 23, 1978, General Residential Rate Structure or R-1.

5. Public Service Company of Colorado, Annual Report for 1978.

6. Grier, "Energy Pricing Policies," p. 78.

7. Henderson, "Energy Policy," p. 4.

8. Grier, "Energy Pricing Policies," pp. 78-87.

- Consider a requirement that all utilities provide “life-line rates” or other pricing structures by which basic energy necessities could be provided to low-income, low-energy users at the cheapest possible rate.
- Require Colorado utilities to exclude all advertising when determining costs of utility service so that only shareholders of the utility pay the costs of advertising, whether political or public relations in nature.

The Colorado Legislature can:

- Initiate a mandatory procedure for cutoffs of utility service consistent with Federal standards.
- Ban master meters in new multifamily structures, thus requiring each family to have its own meter and thermostat.

State and local agencies can:

- Conduct workshops and seminars on the problems of the aged created by rising costs in home heating and automobile transportation.

#### Local Resource Groups and Organizations

Listed below are various community organizations working to reduce the impact of rising energy costs on disadvantaged groups. Most of these groups are helping educate and organize consumer groups to better voice their needs and concerns. Some of the organizations provide information on energy conservation and alternate energy forms. Government agencies provide information on energy policies and financial assistance programs.

#### ACORN

1725 Clarkson  
Denver, Colorado 80206  
(303) 831-1094

#### Boulder Center for Energy Conservation

929 Pearl Street  
Boulder, Colorado 80320  
(303) 443-8942

#### Call for Action

c/o KMGH-TV, Channel 7  
123 Speer Boulevard  
Denver, Colorado 80203  
(303) 832-7777

#### Colorado Congress of Senior Organizations

243 E. 19th Avenue  
Denver, Colorado 80203  
(303) 839-1955

#### Colorado Energy Advocacy Office

243 E. 19th Avenue  
Room 101  
Denver, Colorado 80203  
(303) 832-3291

#### Colorado Office of Human Resources

1550 Lincoln Street  
Denver, Colorado 80203  
(303) 839-2545

#### Colorado Utilities Taskforce

c/o Madeline Helbok  
7881 Kimberly  
Commerce City, Colorado 80022

#### Energy Conservation Community Center

P.O. Box 1948  
Durango, Colorado 81301  
(303) 259-1659

#### Environmental Defense Fund

1657 Pennsylvania Street  
Denver, Colorado 80203  
(303) 831-7559

#### Extension Service

Colorado State University  
Fort Collins, Colorado 80521  
(303) 482-8185

#### Fixed Income Counselling

144 W. Colfax Ave., Suite 209  
Denver, Colorado 80202  
(303) 757-3171

#### Friends of the Earth

2239 E. Colfax  
Denver, Colorado 80206  
(303) 322-2791

#### Mountain Plains Congress of Senior Organizations

130 W. 12th Avenue  
Denver, Colorado 80204  
(303) 629-7270

#### Mountain Plains Federal Regional Council

Federal Building  
1961 Stout Street  
Denver, Colorado  
(303) 837-2751

Office of Consumer Affairs  
Attorney General's Office  
1525 Sherman Street  
Denver, Colorado 80202  
(303) 839-3611

Office of Energy Conservation  
1600 Downing Street  
Denver, Colorado 80218  
(303) 839-2507

Public Utilities Commission  
1525 Sherman Street  
Denver, Colorado 80203  
Fixed Utilities: (303) 839-3181  
Consumer Affairs: (303) 839-2379

Senior Consumer Resources  
Hilton Office Building, Suite 446  
1515 Cleveland Place  
Denver, Colorado 80202  
(303) 623-2207

State Department of Local Affairs  
Department of Mineral and Energy Impact  
1313 Sherman Street  
Denver, Colorado 80203  
(303) 839-2674

Summit County Energy Extension Office  
P.O. Box 70  
Frisco, Colorado 80443  
(303) 668-5825

United States Department of Energy  
1075 S. Yukon  
Lakewood, Colorado 80226  
(303) 234-2420

Western Action Training Institute  
131 W. 12th Avenue  
Denver, Colorado 80204  
(303) 534-7381

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The mix of equal rights and unequal incomes means that energy is not merely a technical problem for engineers. It is a problem of human understanding and human values, which must be faced with a true shortage. This aspect of the energy question often sits in the middle of discussions of energy policy, ill-understood or unrecognized. . . .

—Matthew Holden, *Energy and Equity*

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## 5. Letter From the Colorado Advisory Committee

Dear Citizens of Colorado:

The U.S. Commission on Civil rights is an independent, bipartisan, factfinding agency of the Federal Government with jurisdiction in respect to discrimination or denial of the equal protection of the laws because of race, color, religion, sex, age, handicap, or national origin. With this in mind, the Colorado Advisory Committee to the Commission has examined a number of civil rights concerns related to energy development and urges those in energy policymaking positions to recognize and consider equity issues. As with all significant human issues, there are *no* easy answers or simple solutions. Energy policymakers face important choices. The concerns of various groups must be considered.

Political scientist Albert Teich has stated that equity may be defined as access to and participation in the political bargaining process.<sup>1</sup> There will never be widespread agreement regarding complex policy decisions. Pluralism, key to American policy, demands an environment characterized by diverse interests competing with each other. If energy policies are to be equitable, there must be citizen involvement

for all interest groups at all levels of energy decision-making.

In the past, energy policies have reflected more of the perspectives of energy producers, who were better organized and had greater technological knowledge and expertise. Energy policymakers have not had strong ties and continuing relationships with advocacy groups representing the viewpoints of minorities, women, or low-income energy consumers. But the times are changing. In an era of scarcity, women and minority groups are educating themselves on energy issues. They are seeking recognition and establishing ties with decisionmakers.

This handbook is intended to facilitate and encourage ties between community leaders and women and minority organizations in the State. By ensuring adequate representation of these perspectives on energy advisory panels and commissions, energy policymakers can contribute to a more equitable national energy policy—one that has taken into account the widely diverse interests and viewpoints that comprise the Nation.

Sincerely,

THE COLORADO ADVISORY COMMITTEE

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1. Albert H. Teich, "Equity and Energy Policy," in *Energy and Equity*, pp. 1-2.

# Appendix A

## EMPLOYER'S CHECKLIST ON EQUAL EMPLOYMENT OPPORTUNITY

Effective personnel management is a complex and critical task for employers. The enactment of State and Federal antidiscrimination laws has created the need for new procedures and practices to ensure equal employment opportunity. The following checklist is designed to assist administrators and personnel managers in considering the adequacy of their present employment practices and procedures in relation to equal employment opportunities.

### I. General Employment Policy

- | A. Policy Statements   | Yes | No |
|--|-----|----|
| 1. Has the management in your organization or corporation considered the need to ensure equal employment opportunity and developed a statement to that effect? | —   | —  |
| 2. Have the employment policy statements been reviewed to ensure compliance with State and Federal laws?   | —   | —  |
| 3. Are copies of the policy printed and made available on request?   | —   | —  |
| 4. Have guidelines or regulations been developed for internal staff to ensure implementation of equal employment opportunity policies?                         | —   | —  |
| 5. Have responsibilities for the implementation of EEO policies been delegated to appropriate staff persons?   | —   | —  |
| 6. Have copies of these policies been disseminated to staff and discussed?   | —   | —  |
| 7. Have copies of the policies been disseminated to public groups with interest in the school system?  | —   | —  |

### II. Personnel Policies

- | A. Recruitment and Selection  | Yes | No |
|---|-----|----|
| 1. Have written procedures for nondiscriminatory recruitment and selection been prepared?   | —   | —  |
| 2. Are all persons with responsibilities for recruitment and selection familiar with these procedures?  | —   | —  |
| 3. Have efforts been made to identify and maintain contact with nontraditional recruitment sources that would assist in the identification of minority groups and women?        | —   | —  |
| 4. Do recruiting methods (e.g., composition of recruiting and interviewing staff, use of media for announcements, etc.) reflect active efforts to recruit minorities and women? | —   | —  |
| 5. Do recruitment announcements contain the phrase that the employer is an equal opportunity employer and use graphics that reflect the diversity of staff?                     | —   | —  |
| 6. Have application forms been reviewed to ensure the elimination of discriminatory questions?  | —   | —  |
| 7. Have guidelines for personnel interviews been prepared to ensure nondiscriminatory questions and have staff members been briefed on the rationale for these guidelines?      | —   | —  |

- |  | Yes | No |   | Yes | No |
|--|-----|----|---|-----|----|
| 8. Have criteria for the review of applications to ensure objective ratings of applicants in terms of the performance standards for the job been prepared and disseminated to staff? | —   | —  | 2. Has a review of the average salaries of minority employees and women been conducted to ensure equal pay for equal work?  | —   | —  |
| 9. Is an applicant flow record which provides documentation of applications, disposition of applicants, and the reasons for the disposition actions maintained?                      | —   | —  | 3. Has a review of the patterns of special compensation (e.g., in extra duty pay, over-time pay, etc.) been made to ensure fairness to all individuals and groups of employees?               | —   | —  |
| 10. Are files maintained of potential applicants and effective recruiting sources?   | —   | —  | 4. Are insurance plans (health, life, and travel) and benefits provided for all employees equal and non-discriminatory?   | —   | —  |
| <b>B. Promotion and Training</b>   |     |    | 5. Are maternity leave policies handled in the same manner as those applying to other forms of temporary disabilities?  | —   | —  |
| 1. Have job descriptions been developed on the basis of performance criteria?  | —   | —  | 6. Are retirement benefits for male and female employees equal (equal benefits and equal contributions)?  | —   | —  |
| 2. Has a plan for horizontal and vertical career development been formulated?  | —   | —  | 7. Are opportunities for training and travel provided to employees on an equal basis?   | —   | —  |
| 3. Is regular in-service training and staff development opportunity provided for employees?  | —   | —  | <b>D. Administration and Grievances</b>   |     |    |
| 4. Do employees have opportunities for career counseling?  | —   | —  | 1. Has a review of employee assignments been conducted to ensure nondiscriminatory assignment of staff?   | —   | —  |
| 5. Are records of an employee's performance and training maintained?   | —   | —  | 2. Do employees have adequate structures and procedures for the articulation and conciliation of grievances?  | —   | —  |
| 6. Have criteria and procedures for employee evaluation been developed?  | —   | —  | 3. Do personnel with responsibility for administration and grievance handling reflect a diversity of racial-ethnic and sexual composition of the staff?                                       | —   | —  |
| 7. Have seniority policies been reviewed to identify and eliminate provisions which discriminate against minority employees and women?   | —   | —  | 4. Are records of grievance handling maintained and are periodic reviews made to ensure nondiscriminatory handling of grievances?   | —   | —  |
| 8. Has a review of promotion procedures and records been made to identify and eliminate sources of discrimination against minority employees and women?                              | —   | —  | 5. Are summary reports of applicant flow, staff assignment, promotion, grievance handling, and training programs made to chief administrative staff and school governance on a regular basis? | —   | —  |
| <b>C. Compensation and Fringe Benefits</b>   |     |    |   |     |    |
| 1. Has an analysis of compensation been made to ensure that all positions requiring equality of skill, effort, or responsibility under similar working conditions are paid equally?  | —   | —  |   |     |    |

- |   | Yes | No |
|---|-----|----|
| 6. Has a staff member been designated as Equal Employment Opportunity Officer who reviews, coordinates, and develops programs to ensure compliance with the law and the monitoring of the agency/institution to ensure nondiscrimination in administration of school policies and programs? | —   | —  |

### III. Employment Affirmative Action Plans

- |   |   |   |
|---|---|---|
| 1. Has an affirmative action plan for the identification and remediation of discriminatory practices and policies in employment been developed?   | — | — |
| 2. Does the affirmative action plan include sections on statement of policy, work force utilization analysis, examination of present policies and practices, numerical goals and timetables, and procedures for monitoring, evaluating, and updating? | — | — |
| 3. Does the work force utilization analysis include analysis of the work force by salary, by unit, by race, by sex, and by race and sex (to determine utilization of minority females)?   | — | — |
| 4. Have appropriate staff been designated for the implementation of the Employment Affirmative Action Plan?   | — | — |
| 5. Have all staff with responsibilities for interviewing, hiring, and evaluating employees been provided information and guidance as to their responsibilities for equal employment opportunities?  | — | — |
| 6. Are copies of the affirmative action plan made available to all employees and interested citizens?   | — | — |

- |   | Yes | No |
|---|-----|----|
| 7. Have procedures been made for citizen review of the plan and do these procedures include representation of ethnic and cultural minorities and women? | —   | —  |
| 8. Have procedures for regular updating of the plan been included?  | —   | —  |

### IV. Collective Bargaining Agreements

- |   |   |   |
|---|---|---|
| 1. Have collective bargaining agreements been reviewed to ensure the elimination of discriminatory provisions?  | — | — |
| 2. Are rates of compensation equal within job categories? (e.g., male and female coaches)   | — | — |
| 3. Do seniority and bumping provisions result in a disparate effect on minorities and women?  | — | — |
| 4. Are maternity leave clauses consistent with leave benefits provided for other temporary disabilities?  | — | — |
| 5. Do retirement benefits provide for uniform retirement age and equal benefits for males and females?  | — | — |
| 6. Do insurance benefits (hospital and life) provide uniform benefits for male and female staff, and for the families of male and female staff?                     | — | — |
| 7. Do grievance procedures include specification of methods for fair investigation and redress of grievances based on sex or race discrimination?                   | — | — |
| 8. Does the contract contain a clause permitting the modification of a portion that may be determined illegal without the reopening of total contract negotiations? | — | — |
| 9. Does the contract specify that arbitration of discrimination grievances shall be in accordance with Title VII principles?  | — | — |

Source: U.S. Equal Employment Opportunity Commission, *Affirmative Action and Equal Opportunity, A Guidebook for Employees* (January 1974), vol. 1-2.

## Appendix B

### Home Sizes, Car Ownership, and Possession of Major Appliances by Low-Income Households, Compared to High-Income and All U.S. Households, 1975

	Low-income households*	High-income households**	All U.S. households
Average size of dwelling	4.9 rooms	7.1 rooms	5.9 rooms
Car ownership	(percent of households)		
No car	48%	***	16%
One car	37	14%	36
Two or more cars	15	86	48
Annual miles driven			
Less than 5,000	46	4	20
20,000 or more	9	45	25
Possession of major appliances			
Central airconditioning	6	43	18
Window airconditioning	20	32	33
Automatic washing machine	47	91	72
Automatic dishwasher	5	70	26
Separate food freezer	26	53	39
Gas clothes dryer	8	34	19
Electric clothes dryer	21	51	38
Frostfree electric refrigerator	33	82	56
Color TV	35	84	63

\*Defined as households with incomes at or below approximately 125 percent of the federally-established poverty level. This level varies with family size. For further information see Grier, S. *Colder . . . Darker: The Energy Crisis and Low Income Americans* (Washington, D.C.: U.S. Community Services Administration, June 1977).

\*\*Households with incomes of \$25,000 or more.

\*\*\*Less than one percent.

Source: Washington Center for Metropolitan Studies, *National Survey of Household Energy Use*, 1975.



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