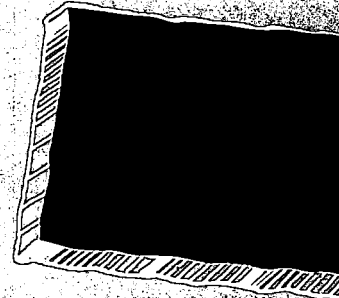
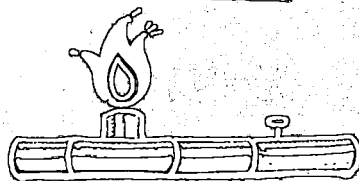
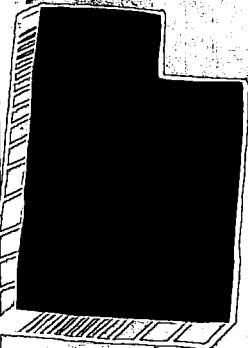
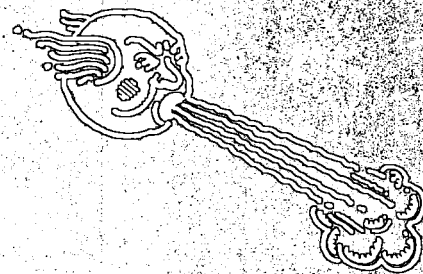
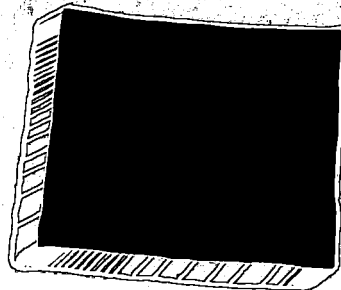
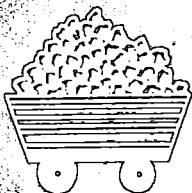
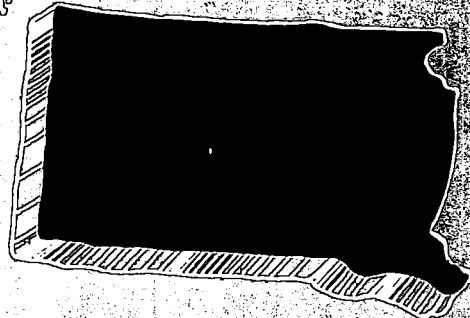
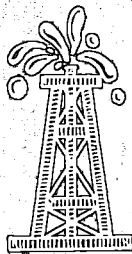
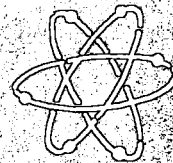
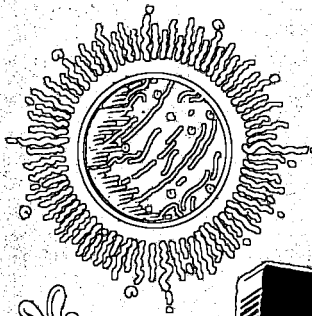
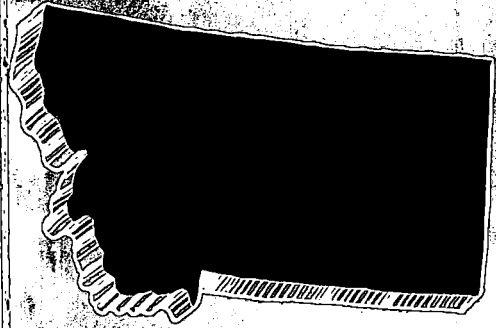
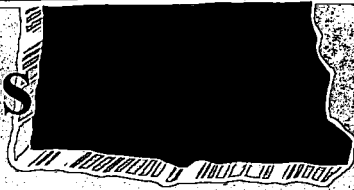


Energy and Civil Rights

June 1980



A report of the Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming Advisory Committees to the United States Commission on Civil Rights prepared for the information and consideration of the Commission. This report will be considered by the Commission, and the Commission will make public its reaction. In the meantime, the findings and recommendations of this report should not be attributed to the Commission but only to the Advisory Committees.

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, religion, sex, 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 discrimination or denials of the 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 and Civil Rights

—A report prepared by the six Advisory Committees to the U.S. Commission on Civil Rights in the Rocky Mountain Region

ATTRIBUTION:

The findings and recommendations contained in this report are those of the six Advisory Committees to the United States Commission on Civil Rights in the Rocky Mountain Region and, as such, are not attributable to the Commission. This report has been prepared by the State Advisory Committees for submission to the Commission, and will be considered by the Commission in formulating its recommendations to the President and Congress.

RIGHT OF RESPONSE:

Prior to publication of a report, the State Advisory Committees afford to all individuals or organizations that may be defamed, degraded, or incriminated by any material contained in the report an opportunity to respond in writing to such material. All responses received have been incorporated, appended, or otherwise reflected in the publication.

LETTER OF TRANSMITTAL

The Six Advisory Committees
to the U.S. Commission on Civil Rights
in the Rocky Mountain Region
June 1980

MEMBERS OF THE COMMISSION

Arthur S. Flemming, *Chairman*
Stephen Horn, *Vice Chairman*
Frankie M. Freeman
Manuel Ruiz, Jr.
Murray Saltzman

Louis Nuñez, *Staff Director*

Sirs and Madam:

The National Energy Act calls for a broad range of investigations into the Nation's energy problems. Recognizing this congressional concern for studies of energy questions and anticipating the interagency effort into socioeconomic impacts of rapid energy development mandated by Title VII of the Powerplant and Industrial Fuel Use Act of 1978, the Advisory Committees to the U.S. Commission on Civil Rights for the six States in the Rocky Mountain region submit this report, which focuses on rapidly increasing energy-related civil rights problems in the Intermountain West.

Cognizant of the President's view that "no segment of the population should bear an unfair share of the total burden, and none should reap undue benefits from the nation's energy problems," the Advisory Committees initiated a survey of resource-related issues involving civil rights of women and minorities that culminated in a consultation held in Denver in November 1978. It was found that little attention had been given to the status and mitigation of adverse cultural and social effects that resource development may have on the lives of women and minorities. The Advisory Committees were aware that little effort had been made to assure that the voices and interests of minorities and women are heard when energy programs are initiated and promulgated.

As a result of their investigation, the Advisory Committees found that impoverished women, minorities, and those on fixed incomes carry a disproportionate share of the Nation's energy dilemma. Deregulation of fuel prices and increases in energy costs occurring in the last few years have caused serious problems for the economically disadvantaged, whose incomes have not kept pace with the inflation of fuel and other costs. The incentives of National Energy Policy I, disproportionate impacts of high gasoline prices, block rate pricing structures for public utilities, effects upon women and the elderly in boomtowns, the dangers of disruption on Indian reservations, and employment opportunities and affirmative action in energy fields are all issues of concern in this report.

The Advisory Committees think that Federal involvement in the social problems precipitated by the country's energy needs is essential before irreparable damage is done to a large segment of the Nation's inhabitants.

We urge you to consider this report and make public your reaction to it.

Respectfully,

**CHAIRPERSONS FOR THE ADVISORY COMMITTEES
IN THE ROCKY MOUNTAIN REGION**

STATE ADVISORY COMMITTEES TO THE U.S. COMMISSION ON CIVIL RIGHTS IN THE ROCKY MOUNTAIN REGION

COLORADO ADVISORY COMMITTEE

Minoru Yasui, *Chair*
Denver

Maggie Aro
Colorado Springs

Gay E. Beattie
Denver

Frank G. Black Elk
Denver

Joseph B. Blake*
Denver

Alan H. Bucholtz
Denver

Veronica Collazo*
Lakewood

Adolfo Gomez
Denver

Leslie B. Greene*
Denver

Ernest H. House*
Cortez

John W. Johnson
Glenwood Springs

Cynthia A. Kent
Ignacio

Donna L. Lucero
Denver

Marie Mendoza-Hall
Denver

Scott W. Moore
Denver

Mary Jane Moseley*
Durango

Rachel B. Noel
Denver

Patricia Reuss
Boulder

Russell Richardson
Denver

Arlene Vigil Sutton
Arvada

Max V. Torres*
Trinidad

* No longer on the Advisory Committee.

MONTANA ADVISORY COMMITTEE

Augustine Lopez, *Chair*
Billings

Jacob Beck*
Great Falls

Dorothy Bohn
Great Falls

Dorothy M. Bradley*
Bozeman

Robert Brown
Whitefish

Maria Elena Federico*
Billings

James E. Gonzales
Billings

Gay Holliday
Roundup

Marie E. Sanchez
Lame Deer

Ernest C. Bighorn, Jr.
Miles City

John C. Board
Great Falls

Joan Kennerly*
Browning

Lois A. Lacroix
Helena

Joseph F. McDonald*
Ronan

Helen M. Peterson
Helena

Angela Russell
Lodgergrass

Geraldine W. Travis
Great Falls

* No longer on the Advisory Committee.

NORTH DAKOTA ADVISORY COMMITTEE

Harriett Skye, *Chair*
Mandan

Bruce Austin
Grand Forks

Robert A. Feder
Fargo

Juan Gomez
Fargo

Carol Jean Larsen
Bismarck

Carole J. Marshall
Bismarck

Irvin Nodland
Bismarck

Beatrice M. Peterson
New England

Arthur Raymond
Grand Forks

Ruth Alice Snider
Bismarck

*Jane Summers
Grand Forks

Frank A. Wenstrom
Williston

Carl Whitman
Parshall

* No longer on the Advisory Committee.

SOUTH DAKOTA ADVISORY COMMITTEE

Mary Ellen McEldowney, *Chair*
Rapid City

Dorothy Butler
Brookings

Wayne Ducheneaux
Eagle Butte

Mario Gonzalez*
Martin

Barbara Bates Gunderson*
Rapid City

Sylvia Henkin
Sioux Falls

Eunice Larrabee
Lantry

Stanford M. Adelstein
Rapid City

Hilario G. Mendoza*
Eagle Butte

Ester M. Richards
Spearfish

Faith E. Spotted Eagle
Mission

Frank M. Thorburn
Brookings

David L. Volk
Pierre

William Walsh
Rapid City

* No longer on the Advisory Committee.

WYOMING ADVISORY COMMITTEE

Jamie C. Ring, *Chair*
Casper

Fuji Adachi
Laramie

Thomas Bauman
Cheyenne

Gerald Brown*
Cheyenne

William P. Goggles
Ethete

Gina Guy
Cheyenne

Juan DeHererra*
Rawlins

Donald Lucero
Cheyenne

Debari Martinez
Rawlins

Harold Meier*
Casper

Mariko Miller*
Casper

Gloria Monroe
Casper

Juana A. Rodriguez
Cheyenne

Ethel Rose*
Cheyenne

Leland G. Rubesh
Gillette

Charles Scott
Casper

Leona M. St. Clair
Fort Washakie

Edna L. Wright
Rawlins

* No longer on the Advisory Committee.

UTAH ADVISORY COMMITTEE

John Florez, *Chair*
Salt Lake City

Harold Adams*
Salt Lake City

Ricardo Barbero*
Salt Lake City

Ruby A. Black
Whiterocks

Elenor L. Brennan
Salt Lake City

Rose Van Diggelen*
Bountiful

Claudia M. Dissel
Salt Lake City

Peggy L. Eble*
Salt Lake City

Mary M. Hanson*
Salt Lake City

David Hemingway
Salt Lake City

Alberta Henry*
Granger

Tom Hori*
Bountiful

Chizuko Ishimatsi
Salt Lake City

Gwendolyn M. Majado*
Murray

Fred Oswald
Salt Lake City

Bruce Parry
Salt Lake City

Ruby J. Price
Layton

Robert Redford
Sundance

T. Joe Sandoval
Salt Lake City

Corinne Sweet
Salt Lake City

Merrill R. Weech*
Sandy

Ted L. Wilson
Salt Lake City

* No longer on the Advisory Committee.

ACKNOWLEDGMENTS

The State Advisory Committees wish to thank the staff of the Commission's Rocky Mountain Regional Office, Denver, Colorado, for its help in the preparation of this report. The investigation and report were the principal staff assignment of Dr. Roger C. Wade, with assistance from Cal E. Rollins and Joanne Birge and support from Phyllis Santangelo, Wyona Hill, and Esther Wyatt. The project was undertaken under the overall supervision of Dr. Shirley Hill Witt, director, Rocky Mountain Regional Office, and William F. Muldrow, deputy director.

Contents

1. Introduction	1
2. National Energy Policy I	3
3. Resource Development in the West	9
Uncertainty in the West	
Role of the Federal Government	
4. Boomtowns	17
Women in Boomtowns	
The Elderly in Boomtowns	
Minorities in Boomtowns	
Indian Reservations	
5. Jobs and Energy	24
6. Conclusions, Findings, and Recommendations	28
Tables	
1. Differential in Consumption and Expenditures for Electricity and Natural Gas Between Low-Income Households and All U.S. Households, 1975.....	5
2. Direct Energy Costs to the Nation's Households at Typical and Low-Income Levels, Under Alternative Price Conditions	6
3. National Weighted Average Charges for Residential, Electric Service, 1972- 76	8
4. Differential in Consumption and Expenditures for Electricity and Natural Gas Between Low-Income Households and All U.S. Households, 1975.....	8
5. Numbers of Resource Projects to be Started or Expanded on or Near Indian Reservations in Region VIII.....	16
6. Average Reported Complaints or Incidences Per Month in Craig, Colorado ...	19
Figures	
1. Members of the Council of Energy Resource Tribes.....	15
Maps	
1. Oil and Gas Reserves, Region VIII.....	11
2. Oil Shale Reserves, Region VIII.....	12
3. Uranium Resources and Active Mining Areas, Region VIII.....	13
4. Coal Resources, Region VIII.....	14

1. Introduction

The civil rights implications of the country's energy dilemma are a tale yet untold. Today's focus is upon energy technology and conservation. How the Nation's energy policies and natural resources development affect women, minorities, the elderly, and the handicapped has not been researched and documented to any significant degree. Shortages of oil, precipitated in part by embargoes, have generated considerable debate on issues involving alternative energy sources (solar, wind, geothermal, and biomass conversion) and their utilization. Environmental issues surrounding the development of coal deposits, the practicability of processing oil shale, the hazards of nuclear energy, and the use of other conventional and nonconventional energy resources have all been vigorously argued. However, the issues of what energy prices are doing to the poor (largely minority and female heads of households), who is benefiting from new energy-related employment, and parity for women, minorities, the elderly, and the handicapped generally have not been debated with equal vigor.

In 1977 when President Carter introduced his National Energy Plan, he stated:

No segment of the population should bear an unfair share of the total burden, and none should reap undue benefits from the nation's energy problems. Particularly, . . . the poor and those on fixed incomes should be protected from disproportional adverse effects.¹

¹ Eddie N. Williams, "Perspective," *Focus*, vol. 5 (May 1977), p. 1.

² The term National Energy Act refers to the five energy acts passed by Congress November 9, 1978: the Public Utilities Regulatory Act of 1978, Pub. L. No. 95-617, 92 Stat. 3117; the Energy Tax Act of 1978, Pub. L. No.

Cognizant of the President's view, the six Advisory Committees to the U.S. Commission on Civil Rights in the Rocky Mountain region (Colorado, Montana, North Dakota, South Dakota, Wyoming, and Utah) authorized a preliminary survey of energy-resource-related issues involving the civil rights of women and minorities. This culminated in a consultation held in Denver in November 1978. It was found that little attention had been given to the status and mitigation of adverse cultural and social effects that resource development may have on the lives of women and minorities. Material relating to the effects of national energy policy upon the lives of women and minorities was scarce. Even less attention had been paid to the need for providing equal opportunities to minorities and women to enable them to share in the economic benefits that energy development would bring.

The Advisory Committees strongly suspected that very little effort had been made to assure that the voices and interests of minorities and women are heard when energy policies are initiated and promulgated. When Congress enacted National Energy Policy I,² it recognized that information would be needed on the effects of such a policy on minorities and, therefore, called for the establishment of the Office of Minority Economic Impact (OMEI) within the U.S. Department of Energy (DOE). The Director of OMEI is responsible for advising the Secretary of DOE on the effects of:

95-618, 92 Stat. 3174; the National Energy Conservation Policy Act, Pub. L. No. 95-619, 92 Stat. 3206; the Powerplant and Industrial Fuel Use Act of 1978, Pub. L. No. 95-620, 92 Stat. 3289; the Natural Gas Policy Act of 1978, Pub. L. No. 95-621, 92 Stat. 3350.

energy policies, regulations, and other departmental actions on minorities and minority business enterprises, and on methods to afford an opportunity to minorities to participate in the Department's energy programs.³

However, as of March 1979 only one staff position had been funded for OMEI.⁴

This report of the six Advisory Committees in the Rocky Mountain region discusses, then, the effects of energy resource development and national energy policy on women and minorities. Although the Committees realize that the technologies of energy development in the country will greatly alter the lives of women and minorities, this report is largely undertaken to highlight the human issues of resource development rather than the technological. Existing data are examined to determine the impact of energy

³ National Energy Conservation Policy Act of 1978, pursuant to §641, not less than 50 percent of the appropriation for the Office of Minority Economic Impact must be used for loans to minority businesses "to assist such enterprises in participating fully in research, development, demonstration, and contract activities of the Department. . . ."

development, energy pricing, and energy policies upon the economically marginal individuals who are disproportionately minority and female. Recent developments in the Rocky Mountain States, where the current energy boom is proceeding at a rapidly accelerating pace, are reviewed.

Thus, in keeping with the charter of the U.S. Commission on Civil Rights to "serve as a national clearinghouse for information in respect to discrimination or denials of equal protection of the laws because of race, color, religion, sex, age, handicap, or national origin,"⁵ the Advisory Committees have assessed the socioeconomic problems and opportunities now obtaining in Federal Region VIII and make findings and recommendations that seek to improve the quality of life for minorities and women in the Intermountain West.

⁴ Lenneal Henderson, program analyst, U.S. Department of Energy, Washington, D.C., telephone interview, Mar. 27, 1979.

⁵ Civil Rights Act of 1957, as amended, §104(a)(4), 42 U.S.C. 1975c (a)(4) (1972).