

CHAPTER XI

CONSULTATION AND COORDINATION

This is an account of how the EIS interagency team was organized and how it functioned and a discussion of participation by various other organizations.

Organization of interagency task force team for the environmental statement

A January 24, 1974, memorandum from the Office of the Secretary of the Interior assigned the Wyoming State Director, Bureau of Land Management, lead responsibility for preparation of this environmental impact statement. The primary interagency effort involved Bureau of Land Management, U.S. Geological Survey, U.S. Forest Service, and Interstate Commerce Commission. Subsequently, an approach to the project was developed, including selection of team members and scheduling for a multiplicity of actions.

These and other matters were discussed at an interagency meeting on February 6, 1974, at Little America, Cheyenne, Wyoming. The following items were agreed upon at the meeting and, subsequently, implemented during the course of statement development.

- a. Six teams were established representing broad categories of environmental concern, including soils and vegetation, range and wildlife, cultural values, socio-economics, hydrology, geology, mining and ecological interrelationships.
- b. Four teams were led by BLM specialists and two teams by USGS specialists. USFS agreed to provide support to all teams where activities in the National Grasslands were involved.

- c. The EIS teams were housed at the Hitching Post Inn because federal office space that would afford the type of work accommodations needed was not available in Cheyenne. One USGS team had adequate office space in Cheyenne while the other worked out of its offices in Reston, Virginia; Billings, Montana; and Newcastle, Wyoming. The USFS team operated from its offices in Laramie and Douglas Wyoming. All teams worked at the Hitching Post as necessary for effective interagency coordination.
- d. The general work schedule was ten days on duty and four days off to afford continual, full-day working relationships. This total effort will represent 27 man-years through September 1974, when the final statement is issued.
- e. The teams were comprised of the following scientific and behavioral disciplines: range management, archeology, wildlife biology, geology, mining engineering, hydrology, soils science, landscape architecture, economics, sociology, history, civil engineering, and outdoor recreation. Support skills in the form of cartography, drafting, illustrating, and administrative functions were also utilized. Total team membership averaged more than twenty-five people.
- f. BLM provided administrative and clerical support to all teams while in residence.
- g. Periodic review was provided in Cheyenne by representatives of the Office of Environmental Project Review and Office of the Solicitor, in the Department of Interior, Forest Service, and Interstate Commerce Commission at the Washington level. All

reviews to assess technical adequacy and progress were conducted in Cheyenne.

- h. Specialized services to assemble and analyze research materials and to provide consultant assistance were secured by contract.

Preparation of the Draft Environmental Statement

Federal participation

In the preparation of the draft statement, data and/or review comments were solicited from the following bureaus and offices within the Department of the Interior: Bureau of Sport Fisheries and Wildlife, Bureau of Outdoor Recreation, National Park Service, Office of Energy Data and Analysis, Office of Research and Development, Office of Energy Conservation, Office of Oil and Gas, Office of Coal Research, Bureau of Mines, Office of Land Use and Water Planning, Office of Water Resources Research, Bureau of Indian Affairs, Eastern States Office, Office of Environmental Project Review, Office of Solicitor, Bureau of Reclamation, and Assistant Secretaries Office.

Effective coordination has been achieved with National Park Service, Bureau of Outdoor Recreation, Bureau of Reclamation, Bureau of Sport Fisheries and Wildlife, and Office of Coal Research. Letters from these agencies are at BLM's Cheyenne office.

Department of Agriculture agencies contacted were the Forest Service and Soil Conservation Service.

Forest Service personnel participated in preparing the draft statement and, therefore, coordination was effected.

Other organizations involved in review and providing data for the draft statement are: Environmental Protection Agency, Northern Great Plains

Resource Program, and National Advisory Council on Historic Preservation.

Close coordination was achieved with the Natural Historic Preservation Council. Figure 1 is a copy of the letter received from the Council.

State and local government participation

Initially, the Governor of Wyoming was contacted to establish a working relationship with the various state agencies. Consultation and coordination was achieved with the following: Governor's Special Assistant, Office of the Attorney General, Public Service Commission, Federal Relations Office, Recreation Commission, Wyoming Geological Survey, Game and Fish Department, Department of Environmental Quality, Department of Economic Planning and Development, State Archeologist, Department of Agriculture, Commissioner of Public Lands, Water Planning Program Office and State Engineers Office, and Highway Department. Contacts with the Mental Health Consultant to the Wyoming Legislature were also made for data purposes.

Some contacts were made in local communities and with county officials for various kinds of input to the statement. County commissioners expressed interest in the route location of the rail line, under- and over-passes, mine road construction, and traffic expected.

Individuals and city officials from communities throughout the region were contacted for input into the statement.

Close coordination and input was achieved with the Wyoming Game and Fish Department and the State Historical Preservation officer. Figure 2 is a copy of a letter received from Paul Westedt, State Historical Preservation officer.

**Advisory Council
On Historic Preservation**

1522 K Street, N.W., Suite 430
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May 7, 1974

Mr. Jesse R. Lowe
Acting State Director
Wyoming State Office
Bureau of Land Management
P.O. Box 1828
Cheyenne, Wyoming 82001

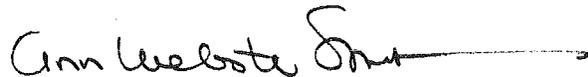
Dear Mr. Lowe:

This is to acknowledge receipt of your letter of April 26, 1974, concerning the development of coal resources in the Eastern Powder River Basin which may affect the area's cultural resources.

The Advisory Council now has this matter under review and will be in further contact with you shortly.

We appreciate your cooperation in furnishing us with this material.

Sincerely yours,



Ann Webster Smith
Director, Office of Compliance

The Council is an independent unit of the Executive Branch of the Federal Government charged by the Act of October 15, 1966 to advise the President and Congress in the field of Historic Preservation.



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May 8, 1974

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Mr. Daniel P. Baker, State Director
U. S. Dept. of the Interior
Bureau of Land Management
P. O. Box 1828
Cheyenne, Wyoming 82001

Dear Mr. Baker:

I have been furnished with certain sections of the preliminary draft of the forthcoming Environmental Impact Statement dealing with the development of energy resources in Wyoming's Powder River Basin. And, as the Wyoming State Historic Preservation Officer, I have been requested to comment thereon.

As the easiest and most practical way of fulfilling a part of that request, both for myself in commenting and for whoever must take note of my observations, I have made a few direct notations here and there on individual pages of sections dealing with history and archaeology. Those sections are, therefore, returned herewith. I have at this time no further comments to make regarding any individual places, features, facts or factors cited in any of them.

It is evident that members of the team drafting this statement were familiar with the laws, orders and implementations governing the proposed industrial developments and protecting the indicated cultural values. While their familiarity with the subject area—both surface terrain and subsurface deposits; both natural features and man-made materialities—is at best sketchy they have, within the allotted time, made a concerted effort to attain greater understanding. Thus, the information they have incorporated into these sections of the statement is almost certainly as good a summary of presently known facts as can be compiled.

However, these sections of the Powder River Basin Energy Resources Environmental Impact Statement are really only improvisations. Tragically, the event of industrial development is already upon the

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the scene; it is a necessary event and it will continue along its course. Given that condition, there is no alternative other than making the best use possible out of an improvised contrivance. But, since exploitation of Wyoming energy resources will foreseeably continue on an expanding scale, there is no justification for duplicating time and again procedures based on inadequate and inferior knowledge—to be forever reacting to a circumstance rather than assimilating the factual understanding whereby guidelines can be established providing for control of future circumstances.

It appears relevant then, within the framework of comments directed on this milepost environmental impact statement, to briefly consider the fundamental reason behind its evident deficiencies.

Historically civilizations have outrun concern for their own heritage. Thought for historic and archaeological cultural values has lagged many years—even decades and centuries—behind attainment of other benefits. When recognition of such worth has come it has traditionally been the task of the private sector to seek out individual treasures and effect their preservation. This has been voluntary work, always slowed by its very costliness. In fact, even once well started such work by the private sector may well continue to lose ground against the more rapid advance of other factors in the continuing civilization. Against that general background it is not surprising that historic and archaeological values of the Powder River Basin, a wilderness a century ago and barely an established frontier fifty years ago, are largely unknown or unrecognized today. The same condition holds true for almost all of the young State of Wyoming.

However, this traditional view of any civilization's concern for its cultural heritage is currently undergoing change. Everywhere governments are demonstrating an interest in assisting academic institutions, private societies and individuals in the work of determining and protecting records of the past. Here in America The Congress has enacted two new laws—The National Historic Preservation Act and The National Environmental Protection Act—and the President has made proclamation—Executive Order 11593—designed to strengthen the work of historic preservation in all of its several manifestations. The State of Wyoming has responded by enacting legislation enabling its participation in the national movement.

Under these circumstances it is logical to assume that the work of historic preservation (in all that that term signifies) should by now be well established on a wide basis and already producing significant results. It might even be assumed that those results should have included volumes of data pertinent to the Powder River Basin wherefrom a well founded environmental impact statement might have been expected.

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Unfortunately, laws, orders and regulations are only the first step in a change and cannot in themselves effect that change. The next step is providing appropriations to meet the expenses of the work. That is the part of the currently undergoing change that hasn't as yet progressed very far—with the result that the compilers of the environmental impact statement here in question were hampered by limited data.

Here, finally, I reach the point to be stressed, a point which is pertinent to the purse string holders of both Federal and State Governments. That is that the very energy resources whose industrial exploitation threatens cultural values is easily capable, almost without noticing, of paying the costs of historic and archaeologic preservation. For many years Federal royalties from the production of energy resources out of Federal lands in Wyoming have been astronomical; State revenues from taxes on production of energy resources have also been significantly important. Now, both Federal and State revenues from this source give evidence of constant and exceptional increases. Under these circumstances I submit that both Federal and State Governments would be well advised to provide appropriations sufficient to carry on a truly significant effort toward discovery, investigation and protection of our cultural heritage.

Sincerely,



Paul H. Westedt
Director and Wyoming
State Historic Preservation Officer

PHW:mr

Other participation

During the formulation of the draft statement, many participants were extremely helpful in providing basic input data and recommending alternatives. Mining companies furnishing information were Sun Oil, Atlantic Richfield, Wyodak Resources, American Metals Climax, Kerr-McGee Corporation, Panhandle Eastern Gas Company, Peabody Coal Company, American Nuclear Corp., Wyoming Water, Basin Electric Power Corp., Black Hills Power and Light, Consolidated Coal, Cleveland Cliffs Iron, Decker Coal, Exxon, Gulf Mineral Resources, Homestake Mining, Humble Oil and Refining, Mobile Oil, Montana Dakota Utilities, Northern Natural Gas, Pacific Power and Light, Reynolds Mining, Shell Oil, Teton Exploration, Transco Energy, Union Pacific Mining, Western Standard Corp., Woodward-Envicon, Inc., Cameron Engineers, Continental Conveyor, Ohio Farm Bureau Federation, El Paso Natural Gas, Carter Oil, and Bechtel Engineering Corporation.

Transportation companies contributing were Energy Transportation, Inc., Burlington Northern, Chicago North Western, and Union Pacific Railroads.

Institutional input was received from the University of Wyoming (Black Thunder Project Research Team members), American Museum Natural History, Esso Research and Engineering, Denver Research Institute, Sernco of Denver, Stoltz, Wagner and Brown, VTN Consolidated, Western Interpretive Services, and Dames and Moore.

Coordination and Review of the Draft Environmental Statement leading to preparation of the Final Environmental Statement

Copies of the draft statement were made public on June 1, 1974. Comments were solicited from federal, state and local governmental agencies as well as the public. A listing of the entities from which comments were received is part of the summary located in Volume I of this statement. A further listing of written comments is contained in Volume VI.

In addition to the written comments received, five days of public hearings were conducted beginning on June 24, 1974. Hearings were conducted as follows: 6/24/74 - 7 p.m. - Cheyenne; 6/25/74 - 9 a.m. - Cheyenne; 6/26/74 - 1:30 p.m. - Casper; 6/26/74 - 7 p.m. - Casper; 6/27/74 - 7 p.m. - Gillette; and 6/28/74 - 9 a.m. - Gillette.

Due to the volume of comments received both at the hearings and in writing, a separate volume was required in order to portray adequately the comments and responses thereto. The comments and responses are located in Volume VI of this statement.