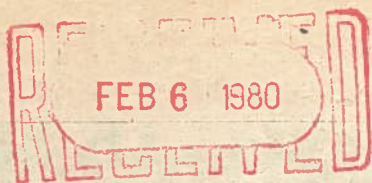


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the western planner

VOLUME 1, NUMBER 1
JANUARY-FEBRUARY, 1980

The goal is service to planning professions...

States join in sponsoring new journal

Over 6,500 copies of this January-February, 1980, "pilot" issue of **The Western Planner** are being distributed to professional planners and to other lay and professional people with whom planners deal—literally across the country. The mailing list of those being "sampled" includes public and private sector individuals and firms from Boston and Washington, to Omaha and Denver, to San Francisco and Los Angeles.

Distribution is concentrated in four, rapidly-developing upper Mountain-Plains area states—North Dakota, Montana, Wyoming and South Dakota. Planners' organizations in the first three of these states have formally endorsed **The Western Planner** and adopted it as their official publication, while professionals from yet-unorganized South Dakota have also participated in its genesis.

A key information function is anticipated for The Planner, as it is utilized by professionals in the four states, and beyond, for both intra-state and regional communication, education and business.

The multi-state group of professionals participating in the design of the first issues has described **The Western Planner** as "a journal of news and ideas for all those interested in comprehensive planning..."

"It has as its goal, to raise the

general quality of planning in the Mountain-Plains area through sharing ideas, news and practical planning methods... The journal intends to invite the participation of a wide variety of public and private planners and decision-makers."

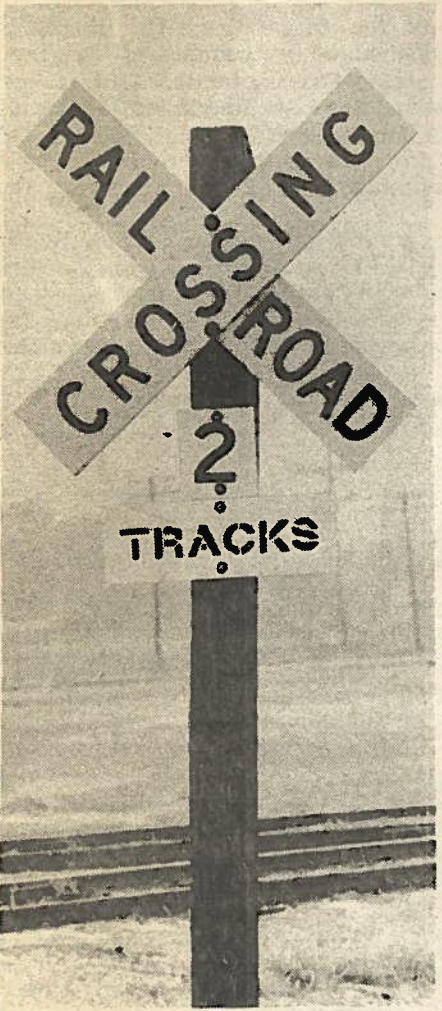
The flexible format of each issue will feature in-depth treatment of one current, sometimes controversial, planning topic, and include a variety of regular departments, as well—state association news, position announcements, reviews of recent publications, readers' letters, a "citizen planner" column, features of planning personalities, legal and legislative notes, federal program information, conference reports—and "hard news" of regional development.

Editorial direction of the first issues of The Western Planner is centered in the Western Coal Planning Assistance Project offices in Billings, Mt. Business and production functions are being handled at Terry, Mt., where it is anticipated editorial offices and staff will also be located at some future date.

The publication is being launched without benefit of subsidy or grant, in the belief that a need exists for such a medium for sharing, learning and coordinating, and that it can become self-supporting from subscription and advertising revenues.

Members of the three initial, cooperating associations—North Dakota, Montana and Wyoming—will receive **The Western Planner** as a benefit of association membership. Individual and reduced-rate group subscription orders are being solicited from others within and from beyond the area—as is the advertising of consulting, engineering and other planning-related firms, wherever located.

Editorial board members who have participated in defining the role of The Western Planner, and in designing the initial issues, are Arthur Greenberg and Stan Steadman, manager and assistant manager, respectively, of the Missouri River Basin Commission's Western Coal Planning Assistance Project; Allen Merta, housing coordinator in the North Dakota State Planning Division, Bismarck, and president of the North Dakota Planning Association; Ben Orsbon, deputy commissioner of the State Planning Bureau, Pierre, S.D.; Jim Richard, chief of the Community Facilities Section, Montana State Department of Community Affairs, Helena, and president of the Montana Association of Planners; Dale Pernula, planning director in the county Department of Planning and Engineering, Sheridan, Wyo., and state association journalism chairman; and Fred Roach, publisher, of Terry, Mt.



Inside

a study-in-depth of the implications for both the communities served and those passed by, as rail traffic and facilities in the Mountain-Plains States change in radical ways:

The Railroads and Community Planning

The implications for communities are analyzed...

Rail executives predict increases in area coal traffic

The key to future railroad impacts on Western communities is the projected increase in coal train traffic through both coal and non-coal producing regions. To see how the railroads themselves are anticipating growth in coal traffic, the remarks of executives from railroads which do business in **The Western Planner** area are included in this section.

BURLINGTON NORTHERN

by Allen R. Boyce, Assistant Vice-President, Executive Group, St. Paul, Minnesota

In 1978 Burlington Northern carried more coal than any other single American railroad—63 million tons. That is 24 percent more than in 1977 but 24 percent less than what is projected for 1979.

It is also more than 300 percent above the amount of coal BN originated at the beginning of the decade, and the point of all these statistics and percentages is that BN's coal business is booming. BN's 1979 projection for coal originated on its line is 78 million tons. By 1983 that figure is expected to exceed 115 million tons and possibly be as high as 140 million tons.

About 70 percent of BN's 1983 projection is based on known contracts between mine operators and utilities. The balance includes coal that BN expects to be mined under contracts now under negotiation, ex-

tensions of present coal contracts, or contract options that are likely to be exercised to take additional tonnage.

Most of these increases are expected to stem from reserves of sub-bituminous coal located within the Fort Union Formation that extends from about Forsyth, Montana, on BN's northern coal corridor to Orin, in east central Wyoming. Orin is the southern junction of BN's new 116-mile rail line that connects its central route at Donkey Creek with the other BN Wyoming main line, which runs

through Casper. The central coal corridor from Huntley, Montana, to Lincoln, Nebraska, roughly bisects the Fort Union Formation.

BN currently serves 16 major mines in this area and is aware of 14 more additional mines that are in the planning stages or under construction.

Several independent studies have concluded that the nation's railroads can easily develop the needed coal-carrying capacity without any unmanageable problems. Some ex-

amples include a 1975 report by the U.S. Bureau of Mines, a 1976 study by the Hudson Institute, a 1978 report by the Office of Technology Assessment and reports prepared in 1976 and in 1978 for the Department of Transportation.

Currently BN's busiest coal route averages 25 trains a day, including regular freight operations and both empty and loaded coal trains. These trains, traveling at a speed of about 40 miles per hour, move through a crossing in about two minutes. This means a point on that line is occupied by a train for a total of about 50 minutes out of the 24 hours in a day.

Looking ahead to 1983, BN's busiest coal line is expected to average slightly less than 37 trains a day. This would increase the time a particular point on that line is occupied to approximately 72 minutes out of the day.

It is important to remember that these are BN's most heavily traveled coal routes to the west of Alliance, Nebraska. As the trains move south and east from Alliance they disperse over many different routes and the actual number of coal trains per day on most of BN lines is under 15.

Because there are numerous routes and rail carriers that serve U.S. coal fields, the overall effect on the national rail network of a



CONTINUED TO PAGE 7

the western planner

Serving planning professionals and the planning enterprise in the northern Mountain-Plains States

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"I don't know what your destiny will be, but one thing I know, the only ones among you who will be really happy are those who have sought and found how to serve."
-Albert Schweitzer

In the news...in the states

Montana Association builds on services

In 1970, a handful of professional planners of the State of Montana organized the Montana Association of Professional Planners. It was not until 1974 that the Montana Association of Professional Planners and the Montana Association of Planning Boards merged, forming the Montana Association of Planners (MAP).

Since its formation, MAP has been steadily growing and progressing. Today, MAP has expanded to approximately one hundred members forming a well rounded and balanced membership of three classes:

Professional Member: Shall have received a degree in planning (B.S. or B.A. minimum) or a closely related field and be currently engaged in physical, social, economic, or environmental planning, or have had two (2) or more years of experience in physical, social, economic or environmental planning. \$15 dues.

Official Member: Shall be currently serving as an elected or appointed member of a public board, commission or council which has responsibility for physical comprehensive planning. \$10 (Single), \$30 (Board) dues.

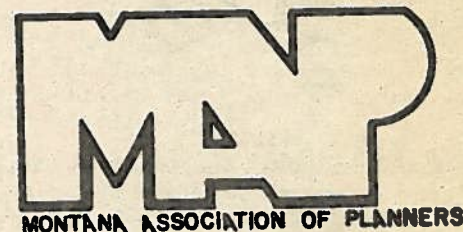
Affiliate Member: Shall be engaged in planning or in other areas complementary to planning not qualified by either the professional or official member designations. \$5 dues.

MAP is managed by its Board of Directors. There are twelve (12) directors in the corporation of which seven (7) are elected, and of the remaining directors, two (2) are past presidents and three (3) are selected or appointed officers. The directors' responsibilities are to direct and manage the affairs of the corporation.

Committees adopted by the Board of Directors exercise the authority of the Directors in the

management of the corporation. The Board of Directors has designated five committees: program, membership, legislative, election and forest. Semi-annual meetings are held in fall and spring to educate and inform planners and the public. The meetings are programmed to be a conference or a workshop depending upon the needs of the membership.

Providing education is the foremost objective of these meetings. MAP is concerned with the total environment with emphasis on: land use, economics, transportation and social planning. The meetings also provide for interaction with planners



discussing similar problems and accomplishments. Also occurring at most meetings is a job market. The job market supplies the job searchers with advertising and interviews of current job opportunities.

Additional benefits in belonging to MAP include a lobbyist that MAP employs to influence members of the legislative body in supporting bills that are supported by MAP, and a subscription to *The Western Planner*.

Further information is available from the main office of MAP, located at:

Department of Community Affairs
Planning Division
1424 Ninth Avenue
Capitol Station
Helena, Montana 59601
Phone: 449-3757

South Dakota planners urged to subscribe—and organize

by
Ben Orsbon
Deputy Commissioner
State Planning Bureau, Pierre

You will find many new ideas that should interest you in the pilot issue of *The Western Planner*. Other state planning associations have already shown a strong interest in the concept of a regional planning digest that will facilitate the promotion of new approaches and the assimilation of innovative ideas from sister states with similar problems.

The homogeneity of this region provides a unique opportunity to collaborate across political and natural barriers to advance planning thought and share news of interest to us all.

Since South Dakota has no formal planning association to speak with one voice in support of *The Western Planner*, I urge you to indicate your support for the publication by subscribing immediately if you find the information contained in this issue could be useful to you.

One interesting thing you might note is that states with planning associations have substantially cheaper subscription rates if the association

subscribes as a group. South Dakotans interested in planning should consider forming an association to take advantage of the cheaper rates and to promote planning within our state.

EXECUTIVE POLICY ANALYSTS. \$13,000 - \$16,000. Masters or Bachelors degree with 2 years experience in planning or related field:
Four immediate openings for aggressive, motivated analysts with experience in any one of the following areas: (1) public finance, taxation, and economic development; (2) water, recreation, energy, and environment; (3) housing, education, health, and social services; and, (4) local government, community development, land use, and grants assistance. The analysts are responsible for developing or gathering information and proposing alternatives that will be used by the Governor, Legislature, Cabinet Secretaries, and others in establishing policies for the direction and coordination of state government. The analysts must be able to work cooperatively with other staff and agency personnel. Proficient oral and written communication skills and analytical training and course work are essential. Please supply a resume and an analytical writing sample to James R. Richardson, Commissioner, State Planning Bureau, Capitol Building, Pierre, SD 57501. Telephone (605) 773-3661.

North Dakota reflects on successful 7th annual convention

by
Allan Merta
President
North Dakota Planning Ass'n.

Well, the Seventh Annual State Planning Conference is now history. Ahh...we can sit back, put our feet up, and rest for a couple of weeks before we have to start working on the next one.

This conference was termed a success. Not only did the North Dakota Planning Association and the Federal Aid Coordinator Office/State and Local Planning cosponsor the event, but so did the Business and Industrial Development Department. Of course, it was only fitting that all three should be involved since the main topic was economic development.

Yes, the involvement. The attendees had several dynamite sessions to choose from. The three concurrent session format gave everyone plenty to do, and each session was very well attended.

Particularly interesting was the information about municipal industrial

development bonds; utilizing HUD, EDA, Old West, and FmHA programs in local development efforts; the value and cost of citizen participation; the role of banks in the community and economic development process; the role of local development corporations; the coal severance tax issue; and technological changes in the agricultural industry.

We had a chance to hear about five case studies, transportation systems, water and soil conservation, and legislation as parts of future strategies.

We had a chance to hear about five case studies, transportation systems, water and soil conservation, and legislation as parts of future strategies.

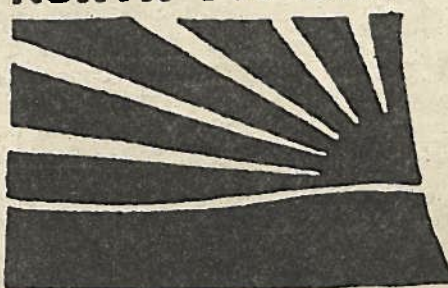
In a less serious tone, Mr. Warren Lotsberg was excellent in his Foster Brooks type of routine, posing as a nuclear waste disposal siting expert and an advisor to the Federal Energy Regulatory Commission.

Other activities included a reception to kick off the conference and awards for planner and publication of the year, all

conducted by the North Dakota Planning Association.

The Publication of the Year Award went to an effort that is unique, innovative, and

NORTH DAKOTA



PLANNING ASSOCIATION

has substantial impact upon people. The film, entitled "Change: Mercer County," is all about common, everyday people trying to deal with the tremendous impacts of rapid energy development. The film was

produced by Sue Certo with photography by Steve Uzzell.

The Planner of the Year Award went to Julius "Julio" Wangler, the longtime Executive Director of the Red River Regional Council in Grafton. Julius is a low key type of individual who you don't see very often, but he certainly gets the job done. In two counties, Julius has a 1/2 mill tax levy in which half of the funds are used for local matching funds and the other half is returned to the counties for local economic development projects. It's the only program of its kind in the state.

The Graduate Program of Community and Regional Planning in North Dakota State University was given a letter of commendation from the Association for their excellent educational program for training new planners, many of whom are working through the state. Julius Wangler is a graduate of their program.

After all of this and the State Planning Conference, I'm going to lean back and put my feet up...see you next month.

Hard-work sessions highlight Wyoming fall conference

A highly successful 1979 fall WYOPASS Conference was held at the Hitching Post Inn in Cheyenne, October 18 and 19. Panel-type forums, luncheon presentations and other conference activities related to the general theme, "Planning Issues for the 80's."

Fredrick H. Bair, Jr., delivered the keynote address at the banquet on the topic, "The Eutrophication of Planning." Bair is a nationally renowned planner and author of several well-known publications, including the delightful book, *And On the Eighth Day*. His presentation was equally delightful, being presented from the perspective of a former Wyoming planner.

Luncheon presentations were made by Do Palma and the Cheyenne/Laramie County Planning office on Historic Preservation Aids and by Rich James of the Institute of Energy and the Environment on Geothermal Energy in Wyoming.

Summaries of several of the panel sessions held at the conference were prepared by Wyoming Planners, as follows:

Is the Local Planning Office an Untapped Resource? by Rich Unger

The panel session given by Chuck Davis, Director of the Casper-Natrona County Planning Office, and Ernie Mecca, Chairman of the Rock Springs Planning and Zoning Commission, focused on the under-utilization of Planning Commissions and their staff.

It was pointed out by both panelists that the Planning Commission is rarely called upon to assist in growth and development decisions, outside of the necessity to review subdivisions and rezoning requests. On matters relating to parks and recreation, transportation, low-moderate income housing, capital improvements programming, budgeting and community services, including fire and police protection and sewer and water service, the Planning Commission is often left in the background. This is despite the fact the Planning Commissions have been given statutory authorization to develop community "Master Plans." These Master Plans become the major document upon which most developmental policy decisions are made.

What public body, other than the Planning Commission, is in a better position to coordinate the activities of other agencies so that communities develop according to the adopted Master Plan?

Both Davis and Mecca pointed out that the under-utilization of Planning Commissions and Staff clearly defines the need for substantial education in terms of what planning is all about and what role planning staffs and Commissions should play in coordinating orderly growth in Wyoming's communities. This educational process, suggested the panelists, should be directed toward all citizens, including elected and appointed officials. This educational process is clearly the responsibility of the professional planners.

How Effective Is The Industrial Siting Act? by Steve Achter

Blaine Dinger led off the discussion with an explanation of the Industrial Siting Act and the related administrative procedures. He discussed the way jurisdiction is determined and indicated the inflation factor has increased the monetary threshold to about \$63,000,000. He relayed the general feeling the Act was effective and cited the Town of Wheatland and Platte County as positive examples of the Act's effectiveness.

Terry O'Connor, representing a different point of view, indicated industry is afraid of the Act because of the broad scope of possible discretionary requirements. He used the extreme example of the Siting Council requiring industry to construct a domed stadium as an impact mitigation measure. He was quick to admit this extreme interpretation of the Act has not taken place. He was critical of the present criteria used to determine the threshold of jurisdiction. It was his contention the criteria should relate to actual impacts caused by increased employment and population rather than the dollar amount of construction.

The decision of Peabody Coal to pursue a certificate of insufficient jurisdiction for their North Antelope mine was discussed. O'Connor indicated that because of their experience he doubts if other companies will pursue this course of action.

In summary, O'Connor felt the Act was helpful but should be reconstructed towards actual impacts rather than the issue of construction costs as the measure of jurisdiction.

Citizen Participation: Do We Need It? How Can We Get It? by Ron Martin

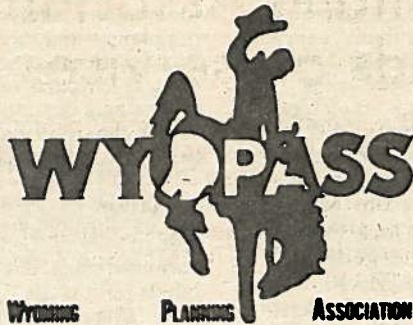
Citizen participation in the planning and decision making process has increased a great deal over the past decade. WYOPASS was fortunate to have four panelists from two Federal and two State Offices present a very informative conference session on the benefits and problems associated with obtaining meaningful citizen input into the planning and management activities of their respective agencies.

The four panelists were Don Bollinger, U.S. Forest Service; Dale Brubaker, Bureau of Land Management; Paul Schieger, Wyoming Department of Environmental Quality; and Gary Stephenson, Wyoming Recreation Commission.

It was generally agreed by the panelists that a citizens participation program had to be planned or structured if it was to be of any real value. In other words, "you don't just run out and get some citizen participation."

The process or method described by the panelists included the following basic steps.

1. Clearly identify the issues or problems that need to be addressed or solved.
2. Determine those persons or groups of persons who



will be affected or who potentially may be affected.

3. Conduct surveys, workshops, public hearings, open meetings, etc., to obtain as broad a spectrum of those affected as possible.

4. Arrive at as much common agreement on a proposed course of action as possible.

It was strongly emphasized that unanimous agreement was impossible. Instead, the goal was to arrive at as great a consensus as possible.

Some negative thoughts regarding citizen participation were also expressed. It was believed by one of the panelists that in some instances "citizen participation" was a myth in as much as many of the people attending meetings and hearings often had no knowledge regarding the issues or problems being discussed and that they were either not capable or unwilling to see beyond their own particular selfish interest.

FHA Subdivision/Approval Requirements by Joe Racine

J.D. Creger, Wyoming FHA subdivision appraiser, and R.C. Steele, an engineer with the FHA Denver office, presented a workshop at the conference on the FHA process and subdivision design criteria.

Creger discussed the FHA organization and the increasing emphasis on qualified subdivision review at the local level as a substitute for extensive FHA review. Local communities which can demonstrate the capability for thorough review of subdivisions can receive "standard city" designation which is a recognition of such capability by FHA. This can relieve the duplication of efforts and resulting delays in FHA reviews.

Steele discussed subdivision hardware design and common flaws he has observed in his years of experience in the field. Over-use of retaining walls and lack of attention to subsurface drainage are two common problems. These are among the problems which can be the cause of FHA denial of a subdivision application.

In light of high interest rates, tremendous housing demand and the dependency of WCDA mortgage financing on FHA approved subdivision, our dependence on FHA is increasing. Wyoming has recently gone through an extended confrontation with FHA over the manner in which subdivisions were being reviewed. As a result, the Casper FHA Office has been reactivated and the process of obtaining FHA approvals has been greatly simplified.

Condominium Conversion In Wyoming by Joe Racine

A well-attended session on condominium development in Wyoming was presented by Rep. Walter Urbigkit, a Cheyenne attorney and member of the State Legislature;

George Andrews, a condominium developer; and Frank Straler, a representative of the Veterans Administration. The attendance was indicative of the new and current interest in the state in condo development and conversions.

Rep. Urbigkit was the sponsor of the "Uniform Condominium Act" in the last legislature which passed the House but eventually died in a Senate committee. He discussed the bill and its implications for the state. Andrews discussed some of the problems he had encountered in developing multi-story condos in Cheyenne. Much of the problem appears to stem from a lack of statutory guidance and local regulatory understanding of that type of development. Straler discussed VA guidelines for approval of condominium projects and distributed copies of the current rules.

Disagreements ranged from the definition of condominium to the applicability of the subdivision statutes to this type of development.

In general, it was obvious that most planners around the state are hungry for information on the subject. Anyone having experience in the development of local procedures to deal with condominiums is encouraged to send it to WYOPASS for inclusion in future conferences.

Planning For Human Services by Sharon Kelsey

Human services agencies and their representatives are a resource often overlooked or ignored by "physical planners." Although the agencies were created and function by legislative mandate, for the most part community and citizen involvement in the delivery of services is encouraged. It is at this point planners can become involved and utilize the available agency resources when planning for the needs of the citizens they serve.

In order to facilitate this process, planners could maintain a staff member who devotes at least a portion of his time to human services planning and working as a liaison between the planning department and federal, state and human services agencies. Agency staff can be utilized as resource persons in community development efforts. They represent, and act as advocates for, groups such as the elderly and low income persons.

Additionally, their expertise provides essential input in comprehensive community development and planning.

How To Be a Good Bureaucrat by Joe Racine

In an early morning session Flip McConnaughey, Gillette City Administrator, and Don Axlund, former FHA regional subdivision appraiser, presented a professional development session entitled "How to be a Good Bureaucrat". The session included tips on how public officials should relate to the public, to other elected officials and to appointed boards. Basic "survival" techniques were presented including methods of dealing with conflict situations, conducting public hearings, improving responsiveness to the public and avoiding the natural tendency to react to pressure situations.

"Officials should not be too ready to give the public "no" for an answer when there may be alternatives to be explored." A public official's credibility must be maintained if he or she is to effectively carry out the duties of the position. Every time one of the principles outlined is violated in the eyes of the public or the elected officials another measure of this credibility is lost.

WYOPASS plans to continue to present these worthwhile management sessions at future conferences.

Wyopass elects officers, organizes for 1980

by
Dale Pernula
Chairman, Journalism Committee

The Wyoming Planning Association held its regular fall Business Meeting the morning of October 19, 1979, prior to resuming the second day of fall conference activities. One item covered at the meeting concerned the affiliation of WYOPASS with the proposed publication, *The Western Planner*.

It was reported to those present at the meeting that the newspaper would be published monthly and would deal with planning issues affecting the states of Wyoming, Montana, North Dakota and South Dakota. And, since a portion of the paper could be set aside for news of particular importance to Wyoming and WYOPASS, *The Western Planner* could replace the WYOPASS News as the official newsletter of the Wyoming Planning Association.

After discussion, a motion was approved authorizing the Board of Directors of WYOPASS to execute a contract with the publisher at its January meeting for a one-year period.

Committee Reports

It was reported by the Membership Committee that there were 63 paid members, individual and organizational, the day of the conference. President Joe Racine challenged the Membership Committee once again to push the membership over 100 during the following year.

Artie Scibelli was complimented by Joe Racine for his efforts during the past year on the WYOPASS News and as Chairman of the Journalism Committee. He noted that five issues of the newsletter were published and were exceptionally well-done.

Efforts of the Legislative Committee to amend state planning enabling statutes were a failure at the last legislative session, reported committee chairman, Mike Reese. He explained that the proposed legislation failed for lack of understanding by legislators and because of lack of support by local planners. Planners in Wyoming were strongly urged to become more actively involved in passage of needed changes in State Planning law.

Election of Officers

Election of officers resulted in the following WYOPASS members being elected to the Board of Directors for 1980:

- Rich Unger - President
- Ron Martin - Vice President
- Deb Roberts - Secretary/Treasurer
- Karen Boutain - Member-at-large
- Joe Racine - Retained on Board as Past President

Following the elections, appointments were made to the permanent committees. The appointed chairmen for the committees are Mike King, Membership; Ron Martin, Conference; Pete Inniss, Legislative; and Dale Pernula, Journalism.



Constructive involvement needed to allay distrust

Head-work

by
Hans Bleiker, Director
University of Wyoming
Graduate Program in
Community and Regional Planning

There's a lot to be said about lay citizens as planners. After all, communities with aspirations for protecting or improving their condition have always developed plans. They did this long before there were people who earned their living at planning. So, to find lay people involved in community planning is nothing new. In fact, what is new—at least relatively new—is to also have some professionals involved in it...

Community planning—whether it's carried out by lay people or by professional planners—can be a pretty complicated business. In fact, it usually is. But, when it involves both professional planners and lay citizens, it is a very complex business! The relationships between the citizens of a community and their planners—especially over the last 10-15 years—have become characterized by ups and downs, misunderstandings, wrong assumptions, skepticism, cynicism and mutual frustration.

Citizens Have Clout

A planner who has been around for more than a few years—or, if he's too young to have had extensive professional experience, one who has kept up with his colleagues in the profession through reading—can tell you that lay citizens have

clout. It may take lay people a while to catch on; in fact, it may take them years to understand what their planners did for them (or to them). And, in those cases where when they do catch up—they feel they've "been had" by their planners and other public officials, they tend to lash out in a rather angry way. They then try to stop, shelve, torpedo, etc., almost indiscriminately, all plans, projects, programs, bond issues, agencies, public officials, etc. that they can get their hands on...

Note that this kind of thing tends to happen not only when the public actually has been deceived; it is just as likely to happen when—in fact—the public has not been deceived but it *thinks* it has been deceived. Although these angered citizens do not always succeed in scuttling the plans they lash out at, they succeed remarkably often. What's remarkable about it is that they themselves are often surprised that they can stop things; they can fight bureaucracies—and win! In short, they discover that they have clout!

One problem with this kind of clout is that it's all negative clout: the clout to stop a project, to shelve a plan, to reserve a policy, to abolish an agency, to fire an individual... Unfortunately there are darn few important problems in a community that can be solved through negative clout. It takes positive action. Tons of negative clout do not add up to one single ounce of positive clout: all the methods and tactics

for stopping, shelving, reversing, abolishing plans—and there are a great number of these tactics that have been developed over the last 15 years—are of absolutely no help in getting a desirable plan implemented. That's the tragic part of all this.

The "Proposition 13 Mood"

This whole "negative clout" phenomenon has become more and more widespread over the last 10-15 years. It goes by various names; one of the best recognized labels for it is the "Proposition 13 Mood."

Let's be clear about one thing: California's passing of Proposition 13 did not give rise to a new anti-government phenomenon. It's the other way around. Lay citizens' distrust and alienation toward public agencies generally—and toward planners specifically—have been on the rise over the last several years. This, I suggest, constitutes a serious ailment in our system of self-governance. California's Proposition 13, and its innumerable local counterparts from coast to coast, are not the disease; they are a symptom of the disease. The distrust and alienation is the disease.

"Proposition 31"

There is a cure for the disease that's at the root of the "Proposition 13 Mood." At the risk of being cute, let's call the cure "Proposition 31."

Although the syndrome of symptoms that we generally refer to as the "Proposition 13 Mood" is rather simple to describe, the causes behind the alienation and dis-

trust that trigger a "Proposition 13 Mood" in a community or region are very complex. Astute observers of the public planning and decision-making processes in this country have seen—with growing concern—those causes develop over the last 15 years. They were not surprised by Proposition 13.

If we are to reverse the "Proposition 13 Mood", we better not confuse the effects of our lay citizen's distrust and alienation with the causes for that distrust and alienation, just as a doctor better not confuse the symptom of an illness with the causes of the illness.

I do not fully understand all of the reasons, causes, and complexities that have led to this unprecedented distrust and alienation on the part of the public toward the very people who try to serve them. However, because of the research and the practical planning experience that I've been involved in, there's no question in my mind as to what it takes to reverse the "Proposition 13 Mood," i.e. how to overcome lay citizens' alienation and distrust on a given project, program, or plan. The research I refer to has, since 1968, given me the opportunity to work with dozens of public agencies—at all levels of government. I, and a handful of colleagues, have had the good fortune to learn from the experiences of the many planners, administrators, other public officials, and citizens—through this research—what it takes to create and maintain a constructive planner-citizen relationship, and how one can create that constructive relationship without being manipulative.

I intend to use this column for the next several issues to share with you, the readers of *The Western Planner*—be you a lay citizen or a professional planner—the insights that I, and others who have worked on this problem, have learned from you and other practitioners.

You probably agree with me that the disease—i.e. the distrust and alienation that's at the root of the "Proposition 13 Mood"—that we're trying to cure has very complex causes. Therefore, please don't be surprised if the cure isn't very simple. The cure—our "Proposition 31"—is rather complex.

One major finding—if not the major finding—of how to reverse the "Proposition 13 Mood" is that Citizen Participation plays a key role.

But, please don't jump to premature conclusions! Not just any Citizen Participation will do. In fact, unless you design a constructive and effective Citizen Participation program, your Citizen Participation will probably do more harm than good; it very well may increase the public's distrust and alienation and, thus, further aggravate the "Proposition 13 Mood."

I welcome readers' comments on the ideas presented here and on other Citizen-Planner-related issues. Please send them to me, Hans Bleiker, c/o *The Western Planner*.

NDSU grad program combines teaching and service

by
Lewis Lubka
Associate Professor
North Dakota State University

The Graduate Program in Community and Regional Planning at North Dakota State University, Fargo, North Dakota, was officially recognized in November, 1979, by the National Education Development Committee of the American Planning Association. This means that we have met all criteria regarding faculty qualifications, course content, facilities, number of students graduated, etc.

Recognition puts a "feather in our cap" since we are the only recognized planning program in an area stretching from the University of Wisconsin (Madison) on the east, the University of Manitoba (Winnipeg) on the north, the University of Washington (Seattle) on the west, and the University of Iowa (Iowa City) on the south.

Our program is in its ninth year of operation. Thirty-one Master of Community and Regional Planning degrees have been awarded. These graduates, plus another 30 who have completed the course work but have not finished their final paper, are engaged in a variety of responsible planning positions all over the U.S. We have 25 degree candidates currently enrolled, of whom three are in a HUD-funded work-

study program for minority and low-income students.

To graduate, a candidate must successfully complete 72 quarter hours, which includes a thesis or "Plan B" paper, and also a summer's work in a planning agency. It takes a minimum of two years in residence to finish all the requirements. We have a joint degree program with Architecture and Natural Resources.

The program aims toward turning out generalist planners with a focus on smaller towns and rural regions of the midwest. While we do not spend much time on the planning of large cities, we do emphasize the planning process, and some of our students are on the staffs of agencies in larger cities.

Projects

I've just finished a manual and training program including a slide presentation for the U.S. Forest Service on "The Role of the Forester in Land Use Planning." Am finishing up a Wildlife and Recreation Management Study for the Standing Rock Sioux Tribe, which includes a hunting and fishing code for the reservation. I'm also doing a study of Fargo's downtown with special emphasis on the housing situation.

I recently conducted a workshop in Brookings, South Dakota, on Planning and Zoning for Rural Development for the S.D. Municipal League, S.D. Association of

County Commissions and the First Planning and Development District, a regional planning council.

Earl Stewart is involved in preparing a Fire Protection Master Plan for the City of Fargo and recently completed an "Index and Summary on Natural and Human Resources, Standing Rock Reservation." He also recently completed a major mapping project for the Standing Rock Reservation consisting of 24 mylar transparency maps at a scale of 1"=1 mile. Information shown on the mylars includes tribal and allotted land ownership, crop and grazing lands, irrigable soils, test hole locations for gas and oil and water resources.

Mort Mazaheri has recently published a study on historic preservation for Moorhead, Minnesota. The study deals with the significance of the buildings in relaying the values and preferences of the past and makes recommendations for preservation of the future. Also, he is completing a Plan for Public Participation in Moorhead. He is currently involved in a mobile home study in the Fargo-Moorhead area.

I'm enthusiastic about the new regional planning journal and hope that it will be well received by our planners. It can go a long way toward sharing ideas and experiences.

Fraternal notes: a new man at Douglas...while in Montana...

One of the newer faces on the local planning scene in Wyoming is Mike Sierz, City-County Planner in Douglas.

Mike arrived in Douglas this past June after spending three years as Planning Director in Sweet Grass County, Montana, and prior to that working as a planner in the Montana State Energy Planning Division. He was also active in the Montana Association of Planners, serving at the time of his departure as a member of the board of directors and chairman of the forest committee.

Contrasting his experience in Montana with his new opportunities in Wyoming, Mike said that the big issue in Sweet Grass County was the pressure for development of the forests, while in Douglas the challenge is in keeping up with growth from energy development.

The first task facing Mike has been to work on updates of the local plans. The potential for insitu mining of uranium in the area also has had his close attention. Mike observed that he enjoys dealing with state planning laws which have more local flexibility than do the laws in Montana.

Mike, his wife, Mary Ann, and their three children enjoy out of doors activities including hunting, fishing, and skiing. These outdoor interests have led him literally into the churning waters of international diplomacy. On a recent raft race on the Platte River, Mike was given the special duty of handing out beer to other race



participants and is now feeling a little guilty since a recipient of the brew he was passing out sank his raft. And it so happens that one of the unfortunate persons who found himself swimming was the ambassador of an African nation.

Mike originally hails from Michigan and has a BS from Montana State University in Geographical Planning and an MS from the same school in Earth Science Geography.

Nancy Fishering is the new Richland County planner. Prior to taking the county planner position Nancy served as criminal justice planner for a regional council in Loveland, Colorado.

Ed Musser has been hired as the Dawson County planner in Glendive. Ed developed an interest in land use planning while working on ranches at Three Forks and Big Timber and gained background in planning through self-study.

Pat Saindon has been hired as a program manager for the Transit Assistance Bureau of the Department of Community Affairs. She is administering the Bureau's Section 18 Small Urban and Rural Public Transportation program. Before joining DCA Pat headed the Council on Aging in Glasgow, Montana.

Dick Howell is the new Bureau Chief of the DCA/Transit Assistance Bureau. Dick is the former urban planner with the Montana Department of Highways.



Comment

Are housing costs now just out of hand?

by **Allen Merta**

Housing and Community Development Coordinator
Federal Aid Coordinator Office
State and Local Planning - North Dakota
Are housing costs out of hand? Have you tried to buy a house lately? Is your lending institution loaning money for mortgages? At what interest rate? Can you afford to buy a house? Many people are asking these very questions.

National statistics tell us that the average American homeowner pays more than \$400 per month for housing and that 45% of the households buying new homes have two incomes. Thirty-eight percent of the households buying new homes are spending more than one-fourth of their income for housing; 30% of the households buying homes for the first time had 10% or less down-payment; and 60% of all home-buyers had an annual income of \$25,000 or less.

What does all this mean?

In 1965, the top one-fourth of all families (in terms of income) bought 31% of the new single-family homes. Middle income families bought 53%, while the lower third purchased only 17%. In 1975, those proportions had changed to 58%, 38%, and 4% respectively. The affordability of the Great American Dream—owning your own home—is going down.

In the Bismarck/Mandan area, the average selling price of a home jumped \$18,000 in eight months. Inflation? You bet!

What's being done about it?

In early November, an economic summit conference on housing was held in Washington, D.C. One congressman said that every percentage point of unemployment costs the government \$22 billion in lost revenues and assistance payments and that in order to defeat inflation, the U.S. must achieve energy self-sufficiency, increase productivity, and reduce debt—both personal and national.

The National Association of Home Builders says that new residential construction in 1978 accounted for 4.4% or \$90 billion of the Gross National Product. The 2 million residential units started generated more than 3 million full-time jobs, \$43 billion in wages, \$5 billion in federal income tax revenue, \$2 billion in local real estate tax revenue, and \$825 in state income taxes.

While the Federal Reserve Board and the Federal Home Loan Bank Board tighten up credit (FHLBB's current lending rate is 16%), home builders are laying off construction crews (many lending institutions have totally stopped lending money for commercial purposes—the source of construction money), and housing starts are down one-third to half of last year's.

Of course, the experts at the national level are making suggestions on controlling debt, changing credit requirements, etc. But have you ever stopped to think that you, the local planner, could also do something about housing costs? Rutgers University estimated that 20% of the cost of a \$50,000 home was due to government over-regulation.

Have you stopped to look over your own regulations?

We have building codes, housing codes, mechanical codes, electrical codes, zoning, subdivision regulations, bonding requirements, energy codes, inspections, environmental impact reviews, plat reviews, shade tree permits, soil disturbance testing, sewer connection approval and fees, utility connection approvals and fees, water connection approval and fees, and site plan review—and that just at the local level!

Land and site development amounts to one-fourth the cost of a new house. We could certainly save here. Lot sizes could be reduced; streets, sidewalks, driveways, curbs and gutters, and water and sewer systems are generally over-engineered. We need to evaluate land dedication, municipal fees, and other fees. We need to evaluate the building codes, propose and use less expensive materials and methods.

We need to make housing affordable again, because as Edwin Darby of the Chicago Sun Times wrote: the only way to buy a house is to have rich parents, rich in-laws, or buy a mobile home.

Big, beautiful graphics of the Earth

by **George S. Freeman**
Director, Billings—Yellowstone
City-County Planning Board

"Nature to be Commanded. . .": Earth Science Maps Applied to Land and Water Management; Geological Survey Professional Paper 950; G.D. Robinson and Andrew M. Spieker, Editors; United States Government Printing Office, Washington, D.C., 1978. 97 Pages.

As the forward states, "Anyone familiar with Professional Papers of the Geological Survey will find this one very different". The differences are in style and appearance.

It is different in style because the survey is attempting to reach a different audience. The stated purpose is to "inform those who have not yet received the message that earth-science information in map form, applied early and consistently, has been of economic benefit, has aided conservation and human values in many communities and can probably do as much for theirs".

The appearance is radically different from that of a typical technical paper. The book has been printed in a magazine format with large pages, glossy paper and color everywhere in maps, photographs and drawings. It is an outstanding example of the use of graphic materials.

All the above makes for very impressive reading and it can fill a planner's head with new ideas and wishful thinking. But therein lies the weakness of the professional paper! There are few of the ideas contained in the paper which can be used by a planning office at this time with a limited staff and budget.

The paper is not a manual or handbook or even a textbook. Nor was it meant to be so. The editors make it very clear (in red ink) that "to use earth-science information effectively, it is necessary to have the help of earth-scientists", meaning geologists, engineers, hydrologists and geophysicists. This is not to say that the paper cannot be understood by a non-earth scientist. Some of the material is very elementary, for "in trying to reach so broad an audience we have simplified and condensed our material to the point where many professional planners, engineers and architects may find it too elementary".

The paper has been aimed at planners in the broadest sense, particularly those in an urban or urbanizing area. And, although it presents six different applications of earth-science information to urban problems the paper is full of disclaimers.

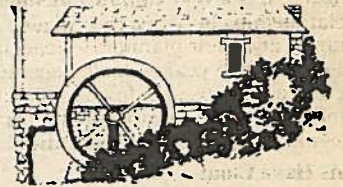
For example, "For its part the earth-science maps, however, are made specifically for working with urban problems, and therefore few can be put to urban use

Review

exactly as they come from the map maker." "Readers should be aware that their chances of finding all the earth-science maps they need are only fair." "It follows, then, that interpretive maps, like the many in this book, that translate earth-science information into forms and terms useful to planners and managers are even less widely available."

Nevertheless, the Paper does have six outstanding examples of how earth-science information can be used to deal with planning related problems whether simple or complex. It issues a challenge to use the information that is available to make better informed decisions. That information is going to vary from community to community. It may take some digging to find some of it.

I would urge everyone involved in planning to read the paper and to take up the challenge "Nature to be commanded must be obeyed".



IF YOU ARE A . . .

- Planner or planning board member
- Federal, state or local official
- Planning consultant
- Land developer
- State or local legislator
- Housing authority policy-maker
- Engineer, architect or surveyor
- Utility, energy-industry or transportation executive
- Educator or social planner
- Conservationist
- Attorney or financier

(or any one of a myriad of other private and public "types" interacting these days with planners—by choice or necessity)

the western planner

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Federal factors: a potpourri

Western Coal Planning Assistance

The Western Coal Planning Assistance Project (WCPAP) is a special project of the Missouri River Basin Commission, funded by the Resource and Land Investigations of USGS. The project began in September 1977 and encompassed the major coal areas of Montana, North Dakota, and Wyoming.

The first phase consisted of three major activities: 1) a detailed assessment of planning problems and needs in the three states; 2) the conducting of a workshop in each state; and 3) the development of a four-document Planning Reference System.

More than 250 planners and others participated in a survey to identify priority planning problems and needs and solutions. The **Phase I Final Report** summarizes the identified problems and needs and contains conclusions and recommendations which evolved during that phase of the project.

Workshops were held in Miles City, Mt., Bismarck, N.D., and Sheridan, Wyo., during November, 1978. The workshops focused on the major activities of WCPAP's first phase as well as some of the major coal planning issues. A **Workshop Report** has been prepared to provide a summary of the sessions at each workshop.

The documents of the Planning Reference System are designed to provide planners and others basic information which can be used to analyze and plan for the impacts of coal/energy development. These documents include:

1. **The Fact Book for Western Coal/Energy Development** which informs the reader about a wide range of coal-related facts. Among the topics covered in the document are: existing coal fields and mines; coal-related facilities; transportation; legislation; and primary and secondary impacts.

2. **A Guide to Methods for Impact Assessment of Western Coal/Energy Development** which surveys various methodologies for predicting environmental, social, and fiscal impacts. The document's presentation of a definitive method to estimate population changes induced by increased employment is especially valuable for local planners. Throughout this document, the applicability of the various analytical methods is emphasized.

3. **Forecasts for Western Coal/Energy Development** which provides area planners with a detailed explanation and comparison of coal/energy forecasts and forecast methodologies (e.g., the Yellowstone Energy Model and the Northern Great Plains Resource Program). The comparison of the forecasts stresses their utility to State and local planners.

4. **The Source Book for Western Coal/Energy Development** which contains a compilation of important sources of information, technical assistance, and funding that are available in solving specific coal/energy-related problems associated with facilities; transportation; legislation; and primary and secondary impacts.

The second phase of the WCPAP is now underway. Although the project area has been expanded to include all states in the Missouri River Basin, a greater emphasis will remain on western states with coal resources. As part of phase II activities, WCPAP will be putting on four additional workshops and developing a long-term maintenance plan for the Planning Reference System.

The six documents mentioned in this article are available at no charge from the Western Coal Planning Assistance Project, 208 N. 29th St., Suite 212, Billings, Mt

Energy-Impacted Area Assistance

United States Department of Agriculture
Farmers Home Administration
Box 850
Bozeman, Montana 59715

November 27, 1979

Mr. Stan Steadman
Western Coal Planning
Assistance Project
208 North 29th Street
Suite 212
Billings, Montana 59101

Dear Mr. Steadman:

Enclosed is a paper I have written about the 601 Energy Impact Assistance Program. The paper gives a general outline of the program and its capabilities.

In Fiscal Year 1979, Montana received approximately \$285,000 in 601 Grant Funds. These funds were awarded to seven counties in the state, with each of the counties receiving between \$10,000 and \$20,000 for compliance planning. This seed money will enable the counties to compete for future funding for Project Development Grants after their comprehensive plans have been put in compliance with the 601 requirements.

Also, six Project Development Grants were awarded to cities and counties which received, this year only, conditional approval of their now existing comprehensive plan. The grants were for site acquisitions for three sanitary landfills, site acquisition for a sewer treatment facility, site acquisition for a school site and a site acquisition for a bridge site. Additional funds necessary for the construction phase of these projects has been committed by other federal agencies or the local community itself.

If I can be of any further assistance, please feel free to contact my office.

Sincerely,
/s/ John E. Olerud
Community Program Specialist

Farmers Home Administration, USDA

Section 601 Energy-Impacted Area
Development Assistance Program

The objective of the program is to help

areas impacted by coal or uranium development activities by providing assistance for the development of growth management and housing plans and in developing and acquiring sites for housing and public facilities and services.

Planning for the orderly development of an approved designated area.

This planning includes, but is not limited to: planning for provision of resources to support housing, public facility needs, sewer and water needs; planning for the provision of additional public services needed; overall plans for the coordinated development of all approved designated areas within a State; the development of State Investment Strategies for Energy Impacted Areas; and coordination of development of approved designated areas at the interstate level where impact is interstate in nature.

Identification of present and future housing needs within an approved designated area and providing methods for developing needed housing. This planning includes, but is not limited to the identification of: housing sites; housing site development needs; data and resource needs; funding needs; acquisition methods; and agencies of government responsible for delivery of housing services.

Organizations eligible for grants include local governments, councils of local government, and State governments.

Grant Funds may be used for:

- The preparation of growth management and/or housing plans (or aspects thereof) for which financial resources are not available for approved designated areas as set forth in the grant agreement, including but limited to one hundred percent of the total cost of developing growth management and/or housing plans.
- Up to 75 percent of the actual cost of developing or acquiring sites for housing, public facilities, or services for which financial resources are otherwise not available as set forth in the grant agreement.

Application procedure for planning grants.

- Applicants may submit a preapplication for a planning grant upon

Regional Energy Impact Office

The Mountain Plains Federal Regional Council, formally established in 1972, was organized to assure closer working relationships between member agencies and state and local governments, to improve the coordination of activities and programs of the three levels of government, and to promote the implementation of Presidential objectives.

In keeping with this overall goal, the MPFRC felt more could be done in terms of assistance to energy impacted communities in dealing with Federal agencies and coordinating Federal programs themselves. Thus, the establishment of an Energy Impact Office was adopted as one of the Mountain Plains Federal Regional Council's primary objectives for 1978.

This office created a full-time staff available to states and energy impact communities within Region VIII to utilize in addressing energy impact needs. Staff members of the EIO act as a local lobby within the Federal system for energy impact communities. The office serves as a focal point where state and local officials can obtain information and assistance on Federal programs.

As the office has evolved, it has become involved in pre-impact planning, assisting in establishing community priorities, and the coordination of various funding mechanisms including Federal, state, local, and industrial.

The following people compose the staff of the FRC Energy Impact Office: Burman Lorenson, Director; Kathy Buys, assigned

from HUD; Polly Garrett, assigned from DOE; Mike Hammer, assigned from EPA; Dan Hickey, assigned from the city of Billings, Montana.

A catalog has been prepared by the Mountain Plains Federal Regional Council (FRC) for use by energy impacted communities. It contains summaries of Federal assistance programs which were selected due to their applicability to energy impact related problems. The FRC Energy Impact Office hopes that communities will use this catalog as a starting point in their efforts to coordinate Federal assistance programs with comprehensive, locally initiated planning.

This catalog is divided into functional areas such as HOUSING and EDUCATION and provides information on the various Federal programs that are available to fund activities in these areas. The purpose of this arrangement is to help communities identify the potential for "packaging" Federal programs. For example, a community in need of housing assistance will find in the Housing section programs funded by HUD, HEW, and FmHA.

Comments pertaining to funding have been included with each program. Budgetary information is given to present a general view of the viability of the program. Information is available from the contact person listed for each program.

To obtain a copy of this mini-catalog contact: Mountain Plains Federal Regional Council, Energy Impact Office, 1961 Stout Street, Room 1490, Denver, Colorado, 80294, (303) 837-2751.

designation of the area as an energy impacted area by the Governor. FmHA will not take final action on the preapplication until the designation has been approved by the Secretary of Energy.

- All applicants should notify the appropriate designated clearing-house(s) of the intent to submit an application consistent with OMB Circular A-95.
- Applicants shall file an original and one copy of Form AD-621, "Pre-application for Federal Assistance,"

with the appropriate FmHA office. A copy should also be filed with the Governor's office of the appropriate State. This form is available in all FmHA offices. Local governments and councils of local governments shall submit preapplications to the appropriate FmHA District Office. State governments shall apply to the appropriate FmHA State Office. The FmHA District Office will forward the preapplication with written comments within 10 working days to the appropriate State Office.

A call for participation

International Symposium On The Human Side Of Energy
July 7,8,9 - Laramie

The International Symposium on the Human Side of Energy will be hosted by the University of Wyoming and co-sponsored by a number of organizations, including the University of Wyoming Department of Social Work, the Wyoming Human Services Project, the Wyoming Chapter of the National Association of Social Workers, and the Canadian Association of Schools of Social Work. It is aimed at providing a forum for the exchange of ideas, research and information on how people are affected by energy, the energy crisis and energy development.

Participation may be in the form of papers, workshops, panels, innovation exchanges, exhibits, debates and media presentations. The Symposium theme is deliberately broad, and a wide range of submissions is expected.

Examples might include: the effect on vulnerable groups (e.g., aged, poor, women) of the rapidly increasing costs of energy, strategies for boom town problems, the ethics of energy development and consumption, energy and social policy, human needs and corporate perspectives, educational and training approaches, role of professional organizations, collaborative measures between the social scientist and the social service worker, intergovernmental cooperation and interdisciplinary approaches.

The Symposium should be of interest to a wide variety of people, including social workers, social scientists, government employees, educators, politicians, extension workers, planners, mental health personnel, energy company representatives, advocacy groups and ministers.

Abstracts of program proposals should be 200-500 words in length, and should indicate form (e.g., paper, workshop) and equipment needs (e.g., slide projector, chalk board). Two copies of the abstract are due April 1, 1980, and should be sent to: Joseph Davenport, III, Chairperson, Symposium Planning Committee, Wyoming Human Services Project, Merica Hall #312, University of Wyoming, Laramie, Wyoming 82071.

A Study-in-Depth: The Railroads & Community Planning

Rail traffic

CONTINUED FROM PAGE 1

doubling of coal production—which is sought by 1985—would be about a 25 percent increase in total ton miles, or an annual growth of less than 3 percent.

(This article was prepared by Mr. Boyce for *The Western Planner*.)

Chicago Northwestern Railroad
by Douglas A. Christensen, Director, Marketing, Chicago, Illinois.

We developed the projections that I'm going to provide for you this morning based on our expectations of electric utility companies' growth rates, the demands for coal conversion among a great segment of our utilities that are relying now almost entirely on petroleum and natural gas as fuel. And we see the future requirements of their converting to another fuel as being very real. We've reviewed the anticipated volumes of coal to be expected to be drawn from the southern Powder River Basin and expected to be moved to markets that are servable by our company or by our connecting carriers.

We filed in 1973 an application to build a line of railroad from our Omaha to Casper line north into the southern Powder River Basin coal deposits. About the same time the Burlington Northern filed a similar application. Subsequent negotiations and work with the Interstate Commerce Commission and other regulatory agencies led to a decision to combine our efforts and build a single line or railroad into the Powder River Basin. It is under construction. Northwestern is a partner

in the construction of that facility and it will be completed sometime in late 1979 or early 1980.

Working with the FRA (Federal Railroad Administration) and their consultants, we have talked to every potential customer. We have projected some tonnages which I know you're interested in hearing. I'll give you some of these projections as to what the Northwestern sees as the future for our coal traffic. We expect, hopefully, to have some early operations in 1981. We won't project any tonnages because it all depends on our timing and how successful we are in carrying out the program that we've outlined.

Now in 1982 we expect to handle about 5.6 million tons of coal over this new route. In 1983, about 12.4. In 1984, about 17.2 and in 1985, the date that we've been talking about this morning, about 22.2 million tons. Now that 22.2 million tons equate to approximately six or seven trains a day, six or seven loaded coal unit trains a day.

We do expect some modest growth in 1985 to the early 1990's. As has been mentioned, that will depend somewhat on what the final Clean Air Act regulations are on the federal leasing program and other things which will ultimately affect the burning of coal, the decision that the utilities made in the late 1980's. We are pleased, however, that our projections, which are now confirmed with the utilities with whom we have talked and are a part of the concrete plans of the utility industry, demonstrate that we do have a profitable and viable project which is clearly defensible and profitable under

FORECAST OF TONNAGE ORIGINATIONS
BY MAJOR STCC CODES--CLASS 1
RAILROADS: 1978-1990
(Millions of Tons)

STCC	(ACTUAL) 1976	1980	1985	1990	% CHANGE 1976-1990
01	133	139	146	156	17.3
10	97	102	107	111	14.4
11	397	409	421	436	9.8
14	133	133	139	139	4.5
20	99	119	130	137	38.4
24	99	108	112	118	19.2
26	43	52	64	76	76.7
28	98	112	122	135	37.8

Source: Commercial Systems' Transportation Model

FORECAST OF WESTERN DISTRICT
TONNAGE ORIGINATIONS FOR
MAJOR COMMODITIES
(Millions of Tons)

STCC Codes	Actual 1978	1980	1985	1990	% Change 1978-1990
01 Farm Products	93.26	95.36	100.13	106.93	14.7
10 Metallic Ores	93.19	95.52	100.20	103.91	11.5
11 Coal	121.82	123.65	127.23	131.68	8.1
14 Non-metallic Minerals	47.98	47.98	50.14	50.14	4.5
20 Food Products	60.64	66.76	72.91	76.77	26.6
24 Lumber	43.93	45.91	47.61	50.13	14.1
26 Paper	59.80	64.05	69.75	77.14	29.0
28 Chemicals					

conditions that can be clearly defined today.

(These remarks are excerpts from a talk given at the Socio-Economic Impacts: Increased Coal Train Traffic Workshop, Omaha, Nebraska, February 27, 1979.)

Union Pacific
by Lowell L. Turner, Director, Community Relations, Omaha, Nebraska

Now I'd like to put some things in their proper perspective. Union Pacific regards coal as a very important commodity, as do all western railroads, but we are not a giant among coal haulers. Rather, we handle a very broad mix of traffic which ranges everywhere from frozen pizzas to lumber to automobiles to fertilizer. During 1978, for example, for every carload of coal more than seven carloads of other materials were transported by Union Pacific. So while you can see that coal is important, unlike some other railroads it does not represent the bulk of what we haul.

Looking into the future, we're projecting that during 1979 we will haul about 29 million tons of coal. That's up from 23 million tons that we hauled last year. Our predictions beyond 1979 are less clear and it's due in part to the uncertainty of the national effort for coal conversion.

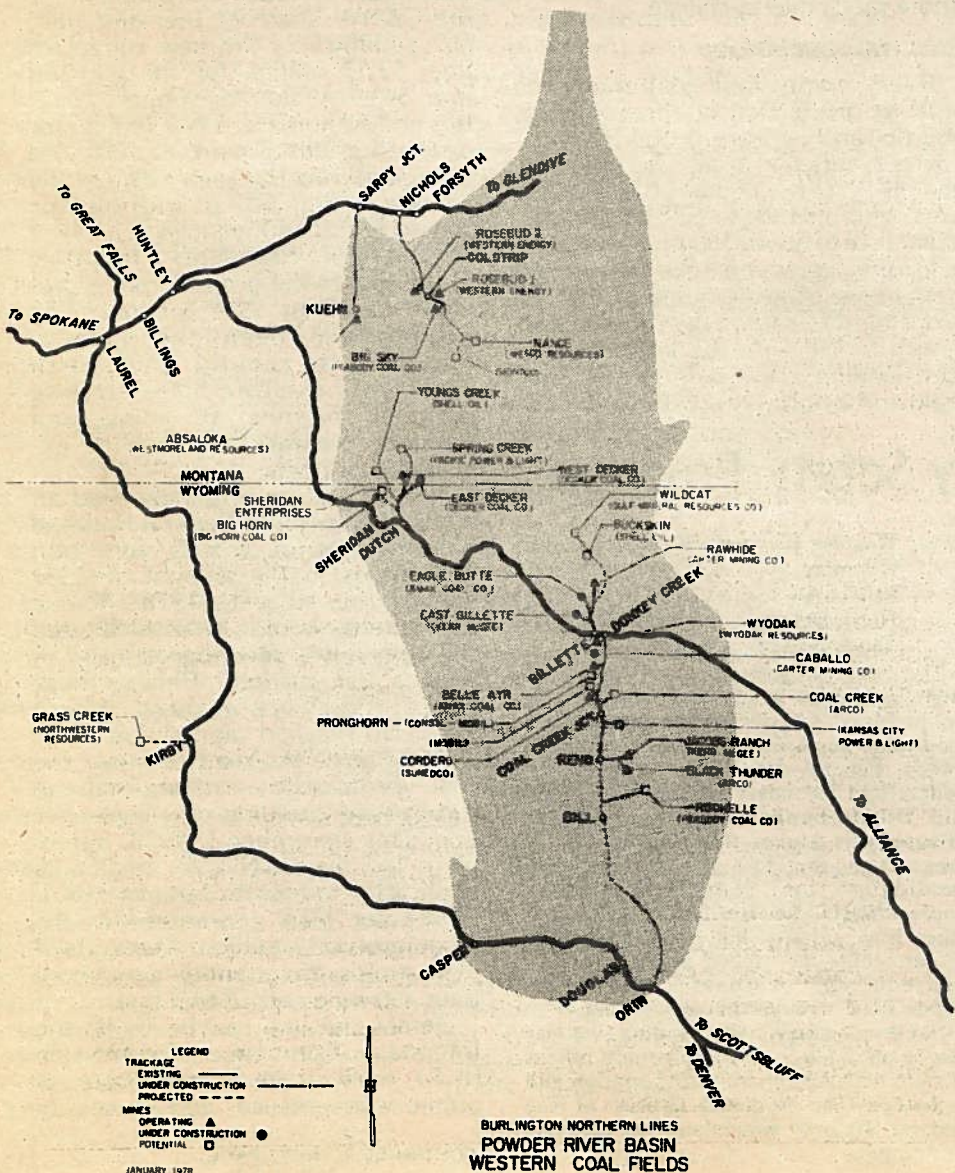
We do expect, however, that the planned connector to be constructed by the Chicago and North Western Transportation Company from Van Tassell, Wyoming, to Union Pacific at Joyce, Nebraska, will channel additional coal over Union Pacific. The Northwestern is currently in the process of making application and for approval of the construction and for federal financial assistance. The actual timing of these applications will govern the construction schedule, as I imagine Burlington Northern may have some things to say about that as well.

However, if the project proceeds on schedule, we expect that coal will

be moving out of Wyoming to Union Pacific rails sometime in 1982.

Consequently, when we're asked whether we expect to haul more coal in the 1980's, the answer very clearly is yes, we certainly do. However, when we are asked how much more, we find it very difficult to be definite. Currently, we project an increase to 50 to 60 million tons annually.

(These remarks are excerpts from a talk given at the Socio-Economic Impacts: Increased Coal Train Traffic Workshop, Omaha, Nebraska, February 27, 1979.)



Kisses on cue!

DEERFIELD, Ill. (AP) — Laurie Gordon drove with her husband to the train station and gave him a goodbye kiss — a clear violation of the town's no-kissing zone.

Had she been 50 yards away, in the community's kissing zone, she could have legally smooched all morning.

The kiss and no-kiss boundaries are clearly marked by signs. The first has a silhouette of a man in a hat and a woman in curlers touching puckered lips. The other is the same picture with a slash through it.

The point of governmental intrusion into domestic affection is to keep traffic moving in the drop-off point at the Milwaukee Road commuter station in this Chicago suburb.

The idea developed after the city put up a bunch of new signs — "one-way, no parking, don't do this, don't do that," said-city official Marge Emery.

"One engineer said the traffic was getting clogged by couples kissing goodbye," she said. "So we thought we'd put up a sign outlawing smooching."

But, she said, "It's just a joke. Of course, you can't enforce it."

("Our signs have become collectors' items! We can hardly keep 'em in place," Deerfield's director of building and zoning, Charles Smalley, complained recently. Inquiries about the effectiveness of his city's effort to regulate commuters' amour have been received from Florida, New York and other distant places, Smalley said.)



New C & NW line a-building, to move Powder River coal

by
Joseph P. Marren
Manager, Public Affairs
Chicago and North Western
Transportation Company
Chicago, Illinois

The Chicago and North Western will soon have a new line of railroad in Wyoming and Nebraska. Its primary purpose will be to haul environmentally acceptable low-sulfur coal out of the southern Powder River Basin to pollution-conscious utilities in the Middle West and South. But the new line is not just a single line of railroad; it is made up of three distinct segments—the joint line, the existing line or upgraded line, and the new connector line.

The joint line

The joint line is the new railroad being built through Campbell and Converse counties in the southern Powder River Basin of Wyoming. When completed in late 1979, it will constitute the main portion of a line running south from the Burlington Northern's line east of Gillette, Wyoming. The southern portion of this line, 106 miles long, will be jointly owned and operated by the C&NW and the BN. The two railroads will jointly serve all of the mines south of a point just north of the Atlantic Richfield Company's Coal Creek Mine.

The existing line

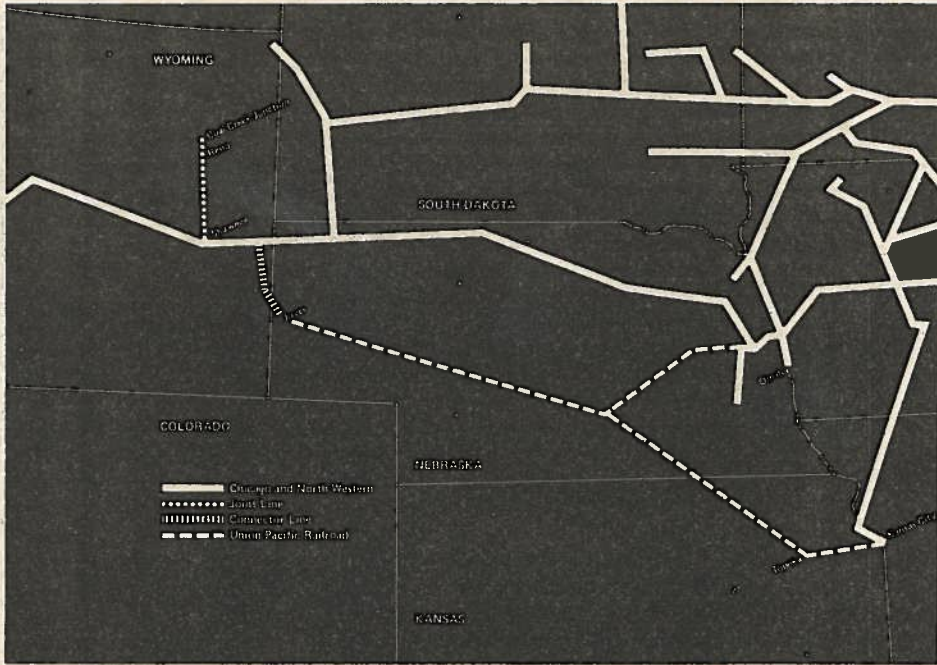
North-Western coal trains leaving the joint line at the south end will turn at Shawnee, Wyoming, onto existing Chicago and North Western right-of-way. A journey of approximately 45 miles will move the trains into and through Niobrara County to a point called Crandall, four miles west of Van Tassel. This line at present is lightly used. It must be completely renewed with new rail, ballast, and crossties in order to handle the loaded coal trains.

The new connector line

At Crandall, the trains will turn south again and into Goshen County. They will operate over an entirely new line of railroad to be built by the Chicago and North Western. Its right-of-way will roughly parallel the Wyoming-Nebraska state line until it crosses into Nebraska, touching Sioux County, entering Scotts Bluff County, and meeting the Union Pacific Railroad's North Platte branch at Joyce, Nebraska, west of Gering.

Physical characteristics of the line

Each segment of the new coal line is designed to handle unit coal trains 100 cars long, each car containing 100 tons of coal. The track will there-



fore consist of 136-pound (per yard) continuous welded rail (DWR), among the heaviest in use on railroads today. It will rest on pressure-treated number 5 ties set in deep rock ballast 18 feet wide. More than 770,000 crossties will be laid under the three sections of railroad, and more than 1.5 million rail anchors will be used to hold the rail in place.

At four different locations on the joint line between Shawnee and Coal Creek Junction, the coal line will be double tracked. That is, a second main line will run alongside the first main line for a distance of five miles. This double trackage will permit operation of trains in both directions at the same time. Four other double tracked portions of right-of-way will be situated on the line between Shawnee and Joyce. Each of these will be two and one-half miles long. Two will be located on the C&NW's existing line and two on the new connector railroad. The entire project will call for the laying of more than 56,000 tons of steel rail.

Right-of-way, crossings, fences, etc.

The width of the right-of-way will depend to a great extent on the nature of the terrain. In general, the right-of-way will vary between 100 feet and 300 feet. Provisions have been included in the North Western's plans for a certain number of grade separations (overpasses or underpasses). The right-of-way will be fenced, in compliance with requirements of federal and state law so as to keep the cattle off. The combination of fencing, grade crossings, and grade separations will provide sufficient mobility for cattle, deer, and antelope, as well as for human beings. Care will be taken to pre-

serve existing patterns of migration, pasturage, watering, and agriculture and to disturb existing property usage as little as possible.

Shops and other facilities

Shops and other facilities will be placed at three locations along the 207-mile line. In the area between Gering and Joyce, Nebraska, probably at South Morrill, a car repair shop will be built, with the capacity for repairing 10 freight cars at a time. Near the car shop will be a small locomotive repair shop. This facility will be able to provide light repairs, also called running repairs, to several locomotives. A locomotive refueling station and an office building and employee welfare facility will also be built near the car shop. The last-named facility will accommodate a crew caller, transportation and yard personnel, and supervisors.

At Lusk, Wyoming, the North Western will have a Centralized Traffic Control office and facilities for maintenance forces. In the vicinity of Bill, Wyoming, the railroad will have a facility for train crews and for a crew caller, an agent, and a mechanic-in-charge.

Coal train operations

Every empty unit coal train will stop for inspection at the refueling station and shops in the Gering-Joyce, Nebraska, area. The train will change crews, depart the Gering area, and operate to Bill, Wyoming, a distance of about 150 miles. At Bill, a loading crew will take the empty train to one of several mines, operate it during the loading operations, and return to Bill with the loaded train. The loading crew will get off the train and a third crew will handle the

loaded train back to Gering. The empty train will operate at 50 mph and the loaded train at 40 mph, maximum.

Initially, traffic on the line between Shawnee and Joyce will be about three trains a day each way. The installation of a Centralized Traffic Control system to control signals and switches on the line will expand the capacity of the line significantly. By 1990, traffic should be 12 trains a day each way. Although this traffic is appreciable, it is not comparable with that on the North Western's most highly traveled lines. One line through a densely populated area west of Chicago, for example, carries 20 to 30 freight trains and 50 passenger trains per day.

The speed at which trains operate has a great deal to do with the effect they have on the surrounding area. Even at peak operation, however, the North Western's coal trains will not be very much in evidence. The average coal train is 6,100 feet long. At 40 mph, it will pass a given point in one minute and 44 seconds. At 50 mph, it will pass in one minute 23 seconds. Even with an operation encompassing 30 trains a day, the coal line will have, on average, 58 trainless minutes per hour.

Construction of the line

Construction of the joint line is now proceeding under the direction of the Burlington Northern Railroad and is expected to be complete near the end of 1979. Renewal of the North Western's existing line will be carried on by C&NW engineering forces. Construction of the new connector line will be carried out by an engineering and construction firm contracted for the purpose. Depending on the timing of government approvals and financial arrangements, construction could begin in the spring of 1980 and be completed in the fall of 1981.

Costs, approvals, studies, etc.

The cost of the North Western's new coal line will total \$231 million. This figure includes \$52.2 million for the C&NW share of the joint line, \$52.1 million for the new connector line, \$27.7 million for the existing line, \$41.7 million for support facilities and equipment, \$44.2 million for operating costs and capitalized interest during the early years of the project, and \$27.6 million for construction contingencies. The \$231 million figure represents a reduction in the cost of the project from a previous figure of \$532 million. This would have been the amount required to rebuild the North Western's existing 500-mile line between Shawnee, Wyoming, and Fremont, Nebraska to haul the expected coal traffic.

North Western originally filed an application with the Federal Railroad Administration (FRA) for loan guarantees in the amount of \$532 million in August, 1978. These guarantees would have facilitated the company's securing of loans in the capital market. Before these guarantees were granted, North Western reached agreement with Union Pacific Railroad to move the coal via the UP's existing railroad through the building of a connector line. This December 4, 1978, agreement led the C&NW to modify its application to FRA in January, 1979, to ask for loan guarantees in the amount of \$231 million. The revised plan avoids the rebuilding of more than 450 miles of C&NW line.

Before the line can be built, the Interstate Commerce Commission (ICC) must issue a certificate of public convenience and necessity

Anti-hazard funds provided by Rail-Highway Safety Program

by
Stan Steadman
Assistant Manager
Western Coal Planning Assistance Project

The Rail-Highway Safety Program is an important source of funds for dealing with rail-community conflicts which do not require major capital expenditures. Aimed at eliminating hazards at grade crossings, this program is administered along with other Title 23, Federal-Aid Highway Programs by state highway and transportation departments. An understanding of this and other possible sources of funds can help local planners and decision-makers in considering their options when planning for mitigation of rail-community conflicts.

If you are looking for money to build an overpass or underpass, this program will not do you much good. Such structures can cost well over a million dollars. Considering the 1979-80 fiscal year's allocation to Wyoming (for example) is just over the million dollar figure, the funds must be stretched by the states to benefit the greatest number of people.

Hank Butzlaff and Art Phipps of the

Planning Bureau, Montana State Highway Department, explained in a telephone interview that a computerized Hazard Rating System is used by the states as a guide in establishing priorities. Such information as existing warning devices, grade, sight distance, traffic count, and train speed are fed into the computer to obtain the ratings. If a community requests a crossing project and the site is high on the priority list then further steps can be taken toward getting approval of a hazard elimination project.

It should be noted that there are federal standards as to the minimum protection required at grade crossings. Crossbuck signing, advance warning signs, and pavement markings are minimum and therefore are the type of improvements most likely to be funded. This year approximately 20 sites of the 300 crossings included in the inventory and Hazard Rating System will be designated for improvements in Montana.

This safety program has a nationwide funding for fiscal year 1979-80 of \$190 million. The apportionment for the states

in the Western Planner area is as follows:

Wyoming	\$1,069,860
Montana	2,056,071
North Dakota	3,311,932
South Dakota	2,294,443

The other categories of the Federal-Aid Highway Funds which may be used for rail-highway crossing improvements are the Bridge Replacement and Rehabilitation Funds, Federal Aid Primary Funds, the Federal Aid Secondary Funds, and Federal Aid Urban Funds. Funding in these categories is higher than for the Safety Program and therefore may be more likely candidates for overpass-underpass improvements. But the fact remains that other high priority highway and bridge requirements far exceed available funds. Consequently, overpasses and underpasses have a rough time competing.

More information on funding sources can be obtained from the planning offices of state departments of transportation and highways. The Regional Offices of the Federal Highway Administration can also be helpful.

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South Dakota 'Railplan' serves development

by
Arthur Wilner
Fifth District Planning Staff
Pierre, S.D.

Rail service in South Dakota has perhaps been an exaggerated reflection of trends in the railroad industry nationally. Public attitudes toward railway companies in particular and toward transportation policy in general have generally lagged behind current reality. The public desire for development of an agricultural frontier and competitive transportation services at first encouraged the over-building of the railway system and later the subsidization of non-rail transportation alternatives.

Rail lines in South Dakota were relatively late and marginal additions to corporate systems which were themselves comparatively weak. South Dakota has therefore been subjected to a somewhat longer period of cost-cutting railway management practices than was the case in adjacent states. Although the public expectation was that encouraging non-rail transportation alternatives would force an improvement in rail service, the response was more generally one of delayed maintenance, operation of fewer but heavier trains, and finally, abandonment of stations and lines.

South Dakota's efforts to retain adequate rail service were dealt a severe setback by the bankruptcy of the Milwaukee Road. Although many people in the state had been reconciled to the abandonment of a significant portion of Milwaukee road branch lines in South Dakota, the proposal to drop even the main line services through the state came as a surprise. Economic development prospects which had been predicated upon proximity to transcontinental rail service were dashed. Although the current compromise with the Milwaukee road trustees which will save the portion of the main line from Miles City, Montana to the Twin Cities is welcome, the fact remains that the line will no longer be a transcontinental service but rather a branch dependent upon the agreements for interchange at Miles City with a rival carrier. (1)

Other than the pre-reorganization mainline of the Milwaukee Road, there are two other segments of trackage in South Dakota along which transcontinental or inter-regional traffic flows. In neither case is there a service through major South Dakota communities or areas of significant agricultural production. Both lines are operated by the Burlington Northern.

One is a 12 mile stretch of track

New C & NW coal-line

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authorizing construction. In preparation for this an environmental impact statement (EIS) must be prepared to identify environmental effects of the proposal. This statement will be drafted by a team representing the involved federal agencies, including the FRA and the ICC. North Western is required to develop specific information for the statement and is in the process of doing so. The public will be given the opportunity to comment on the EIS.

Editor's note: Mr. Marren informed the *Western Planner* in a letter dated December 6, 1979, that the Environmental Impact Statement to be prepared on the project by the Federal Railroad Administration was not completed by the anticipated date of November 30. Also additional time beyond a November 30 deadline has been granted by the Interstate Commerce Commission to complete an application for loan guarantees.

near Sioux Falls which forms part of a through service between the Twin Cities and Omaha. From Omaha, the Burlington Northern has a service on its own lines to Kansas City and St. Louis, to Denver and southward to the Texas coast, and northward via Billings, Montana to the Pacific Northwest.

The main BN line to Billings from Omaha crosses the southwestern corner of South Dakota on a 50 mile segment of line and carries a major portion of eastbound coal traffic from mines in Wyoming's Powder River basin. The city of Edgemont, South Dakota, is a crew change point and has facilities for repair and maintenance of locomotives and hopper cars. There is no rail connection in South Dakota between points on the BN line in southwestern South Dakota and the remainder of the state's rail system. Although the line is significant to the local economy, it makes only a minor contribution toward meeting South Dakota transportation needs. (2)

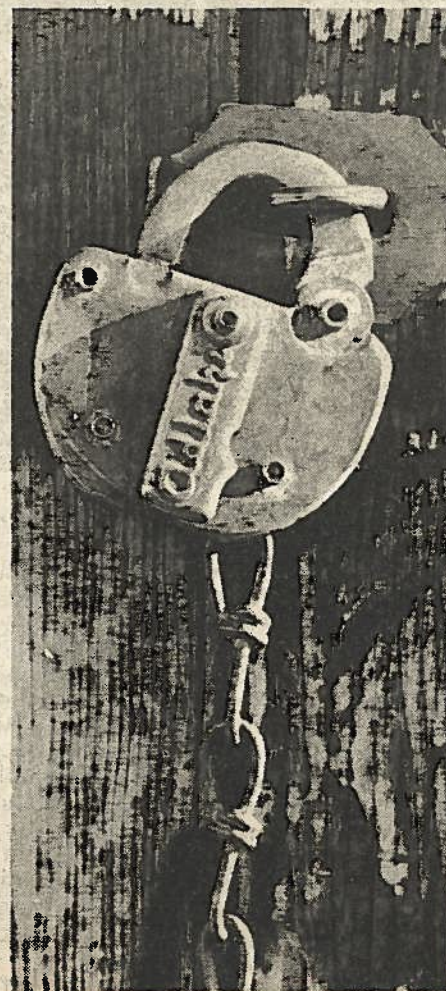
The continued viability of the Chicago and Northwestern Line from Rapid City, through Pierre to Huron, may depend upon the loss of a competing Milwaukee Road line through Chamberlain to Mitchell. Preservation of Soo Line branches in South Dakota may depend upon the abandonment of Milwaukee Road lines in northern South Dakota.

Rail Planning

Partly in anticipation of federal rail planning assistance and partly in response to the alarming rate at which abandonments were taking place in South Dakota, the state organized a rail abandonment task force in 1973 and established a division of railroads within its Department of Transportation in 1975. The initial charge to the division was to develop a rail plan for the state, using planning funds available under federal law.

The passage of the Railroad Revitalization and Regulatory Reform Act of 1976 (4-R Act) provided the funds needed to produce **Railplan South Dakota** which was published in 1978. The plan basically was a traffic terminal, and physical condition inventory of all segments of the five major carriers' lines in South Dakota. (3) The data was to be used as a guide in determining the position which would be taken by state government toward abandonment petitions.

With the change in state administration in 1979, rail planning took a new tack. Using a special pilot grant from the Federal Railway Administration, the Division of Railroads engaged the services of consulting firms to prepare a model of the rail



and connecting motor carrier service needs of South Dakota. The model, when completed, should enable the state to make changes in its rail plan in response to different economic development scenarios. By taking the view of rail services in relation to overall economic conditions, it may be possible to put public debate into the arena of economic development strategies rather than quarrels over individual abandonment petitions. In the event that current conditions do not support the existing level of rail service, the plan could specify the overall economic development strategies which would be needed to render it viable.

In order to specify what form of a rail system would be needed in the state, assuming an entirely new one

were to be built, the model considers the major sources of production of agricultural and other products and endeavors to make a realistic trade-off between truck and rail movements. Where insufficient traffic densities exist, the plan must interface with the state's highway planning process. The model would allow any changes in agricultural production and other economic sectors to specify a new optimum transportation (primarily truck-rail) system.

It is a dynamic transportation model designed to relate transportation needs to any hypothetical changes in production and consumption centers.

Conclusion

Although it is obvious that rising fuel costs will make a difference in the relative costs of truck as compared to rail transportation, the highway system itself faces a revenue-cost crisis. Revenues from taxes levied on each gallon of motor fuel decline when motor fuel is conserved. Highways, however, must be reconstructed to high load bearing standards as traffic from abandoned rail lines is diverted to them. The availability of a truck-rail transportation model should enable the making of the proper trade-offs.

Just as South Dakota is the only state aside from Hawaii and Oklahoma without rail passenger service, it could become one of the first states to suffer almost total loss of freight service. The pattern of railway corporate mergers over the next few years could be critical to South Dakota. Companies attempting to capture traffic movements over their own lines tend to be less interested in the adequacy of the overall network of rail service.

The state's rail planning effort must consider the effect of mergers or probable traffic flow and the ability of competing corporate structures to retain marginal lines.

FOOTNOTES

¹By virtue of its being re-classified as a branch line rather than a main one, South Dakota was able to use branch line assistance funds under the 4-R Act to provide \$2.3 million in rehabilitation funds and local match as part of the compromise agreement.

²Because of steep grades, a significant diversion of traffic away from South Dakota is planned when a new line between Gillette and Douglas, Wyoming is completed.

³Milwaukee Road, Chicago and Northwestern, Burlington Northern, Soo Line, and Illinois Central Gulf.

North Dakota acts to save distressed roads

by
Allen Merta
Housing and Community
Development Coordinator
Federal Aid Coordinator Office
State and Local Planning - N. D.

During the 1979 Legislative Assembly, several laws were enacted that directly affect railroads and their property. These laws were designed to allow the state to get involved in trying to reopen lines that were abandoned or were in the process of being abandoned.

The Legislature gave to the Public Service Commission (PSC) the authority to negotiate or aid in negotiations for the sale, transfer, or lease of railroad property being abandoned. The PSC can negotiate or aid in negotiations in cooperation with or on behalf of a railroad, but only at the request of the railroad. This authority was given to the PSC for the purpose of continued and future operation of a rail line that's in the public interest.

In related legislation, the PSC was given the authority to enter into

limited trust agreements with railroads. This amounts to the railroad executing a deed of trust that transfers the track, ties, right-of-way, land, buildings, appurtenances, and other property necessary for the operation to the PSC as a trustee. The purpose is to let the PSC attempt to reorganize or reopen the line. The trusteeship is limited to five years, after which if the line is not reorganized or reopened, the deeded property reverts back to the railroad. A railroad is not liable for the maintenance of railroad bridges and highway crossings that are held in trust by the PSC.

The Legislature also acted to provide landowners adjoining abandoned right-of-way options to purchase the property.

In cases where state-owned land was used for railroad right-of-way and later abandoned, the PSC has the first option to receive the property in trust. The adjoining property owners have the second option and may purchase the property.

Whenever abandoned right-of-way is offered to the State Game and Fish Department or the Department

of Interior for wildlife programs or projects, the proposals must first be submitted for approval to the Board of County Commissioners of the county or counties affected.

In other legislation, the State Highway Department was designated the state agency to apply for, receive, and administer any rail service assistance monies under the Railroad Revitalization and Regulatory Reform Act of 1976 with the approval and assistance of the PSC. The State Highway Department is charged with the preparation and administration of the state rail plan with the State Intermodal Transportation Team; equitable distribution of rail assistance grants; promoting and supporting safe, adequate, and efficient rail service for those railroads receiving assistance; maintaining adequate programs of investigation, research, promotion, and development, and to provide for public participation; and do all things necessary to maximize federal assistance.

These are the really significant new laws affecting railroads in North Dakota.

B-N's posture: Stop-look-listen, try to help

by
Alan R. Boyce
Assistant Vice-President
Burlington Northern

For more than a century, Burlington Northern and its predecessor lines have coexisted with the towns along their lines, depending upon them as the towns depend upon the railroad.

The residents of these cities know they need the railroad. This fact was demonstrated recently when 80 percent of the respondents to a survey done by the North Dakota State Highway Department and the Minnesota Department of Transportation said they believe their communities benefit from railroad operations.

But even the best of relationships have their conflicts, and such is the case of the railroad and the cities it serves. BN knows that it must be responsive to concerns about possible negative impacts of rail traffic upon communities. It knows that if it is not responsive to the negative impacts, people may forget the many positive impacts... the jobs provided, the purchases made and the taxes paid.

At the Unit Coal Train Community Impact Conference sponsored by the U.S. Department of Transportation and conducted in St. Louis in August, participants identified five major adverse impacts that might be brought to some communities by increased rail traffic: emergency vehicle delay, vehicular delay in general, safety hazards, inhibitions to community growth and economic viability and severance of community services.

"All participants recognized that these adverse impacts are serious problems for some communities. On the other hand, a difference of opinion emerged concerning how many communities currently face or in the future will face serious problems," the DOT's report on the conference states.

Burlington Northern representatives, through their work with impacted communities, are helping to answer that question. These representatives include a Director of Public Works, an Executive Department representative in the BN region most heavily impacted by coal train operations, a Special Representative in Wyoming, and members of the BN Community Relations staff in each of BN's five operating regions.

All of these people have one job in common. That is to listen. They are charged with listening to the concerns of communities about safety, about economic impact, and cooperating with the communities to solve their individual problems.

The Director of Public Works has the responsibility of seeing that all of this listening and talking does not go for naught. He works through the BN regions with the impacted communities and advises them on the steps that can be taken to relieve the situation—what they can do, what the railroad can do and what the state, local and federal governments can do. He keeps various departments within BN informed about problems developing along the line and works to assure that appropriate responses are made.

He has this responsibility systemwide, but he depends upon the BN Community Relations staff as well as the Denver Region Executive Representative and other BN personnel to assist him keeping in touch with the communities and being alert to problems that can sometimes be solved before they grow into one that leave bad feelings about the railroad. These BN representatives visit the communities in their respective areas and encourage the residents to inform them of their concerns about the railroad.

Frequently, Burlington Northern representatives encounter townspeople who are unfamiliar with what is involved in establishing

crossing signals or grade separations and are unaware of the costs involved in these operations or who is responsible for these costs.

These costs are sizable and cannot be borne solely by the railroads. Installation of automatic crossing signals today costs about \$60,000 each. They are installed at government expense but it is the responsibility of the railroads to maintain them. These maintenance costs are running about \$2,500 a year per signal and over the life of any given signal will total more than the initial installation. Burlington Northern has approximately 3,700 crossings protected by automatic signals and is adding new ones at the rate of approximately 230 a year.

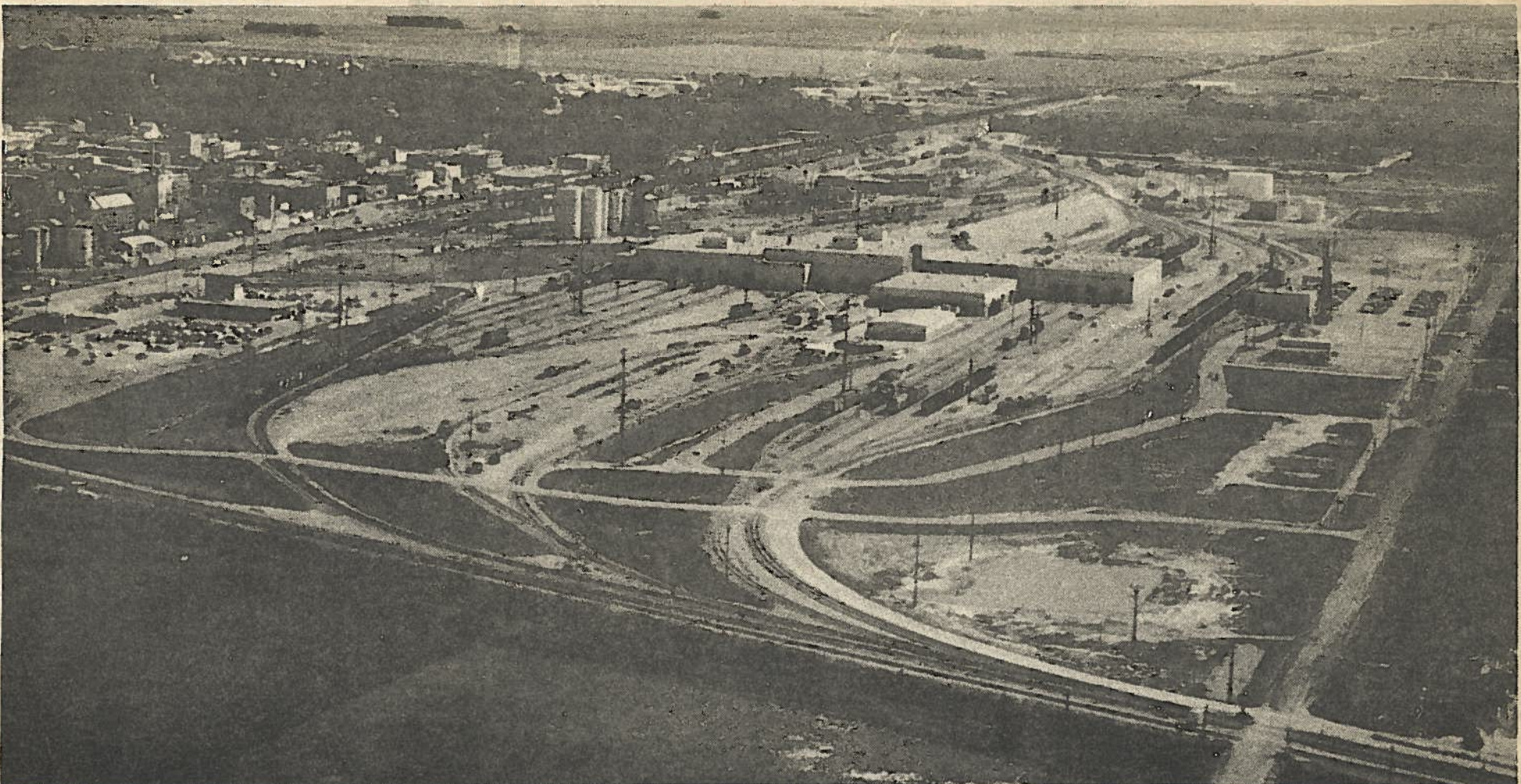
Still that leaves approximately 17,000 crossings on the BN line that are protected only by passive signs. Some quick figuring will show that establishing and maintaining these signals at each of these crossings would be at a cost prohibitive to both the railroad and the individual governments. Obviously, the only answer is to be selective and attempt to place the signals where they are most needed. It is the responsibility of the individual cities to determine where these greatest needs exist and to make the necessary fund applications for the signals. The ultimate decisions as to where signals are installed are made by each state.

Federal and in many cases state monies are available to fund signal installations as well as construction of grade separations, but the amount of money is limited. Again the need for selectivity comes into focus, especially in the case of grade separations, the construction of which make signals installation appear to be an almost minor expense.

Sometimes the suggestion is made that railroads reroute their tracks, and sometimes this is done, but it is often the most expensive of all solutions and can create new problems along the revised route.

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The Railroads & Community Planning



Alliance, Nebr., and B-N, cope together to ease growth impact

As Guernsey, Wyoming, Mandan, North Dakota, and other Western Planner communities plan in anticipation of impacts from new railroad facilities, Alliance, Nebraska's experience in coping with a new \$46 million-plus locomotive and freight car shop complex at Alliance may be looked at to see how a community has prepared itself.

Alliance lies astride BN's major coal routes from the Powder River Basin of Wyoming to the east toward Lincoln and to the south toward Denver and on to the major coal markets in the Midwest, South, and Southwest.

The new facility covers about seven acres. In

addition to repair shops, a new division office, wastewater treatment facility, and unit train parking lot were constructed. The project was begun in 1976 and has resulted in a population increase for the city of from 6,500 to 9,500.

The 27-month construction project and management of associated impacts involved close cooperation between elected officials, citizens, Alliance's City Manager Robert Palcek, and BN construction superintendent Donald Zeiss. Increases in population for both construction and operation phases resulted in typical impact town concerns. Housing was initially tight, new sewer facilities were needed, and street construction

lagged behind home construction. But solutions to these demands were achieved and joint participation between the city and BN may also occur in the construction of a grade separation structure on a key road which crosses the rail yard. So far engineering costs have been shared.

BN employment in Alliance is projected to increase from about 1,300 in 1977 to 2,250 in 1981. Considering there were only a handful of railroad workers prior to that time, the impact of this new facility on the community is apparent. Yet it is the manner in which the growth has been managed by the city and BN which has suggested this project can be used as an example by other communities.

...But City Hall sees unrepentant obstructionism

by
Michael B. Enzi
Mayor, City of Gillette, Wyoming

From my vantage point, the railroad is the only business that I can think of that makes the federal bureaucracy look flexible and expedient.

While railroads, at one time, were the reason for many cities' growth, today, they frequently divide communities by blocking transportation lanes. They have the potential for delaying and in some cases precluding water, sewer and other utility development. They can increase noise and dust pollution and present some unique safety situations by carrying of hazardous freight.

My first interaction and the beginning of my observation of the railroad began almost as soon as I took office.

The City of Rock Springs, Wyoming, had been told by the Union Pacific Railroad that some of the city sewer and water pipes would have to be moved so that the railroad might lay down another parallel tract. It became readily apparent to Rock Springs that they did not have easements along the railroad property, but rather licenses, licenses that can be cancelled on 90 days notice. They even found out that railroads have the right of condemnation over municipalities and not the other way around.

In response, a bill was introduced in the State Legislature and we testified at several of the hearings. The bill made it through the Senate and the first two readings at the House of Representatives with only token opposition. During this time the railroad announced that they were always good neighbors with the municipalities and that Rock Springs would not have to move their sewer and water lines. We became the only interested community and the bill died on third reading.

Immediately after the session of the Legislature, I began getting visits from representa-

tives of the railroad, starting with their sales representatives, and, slowly, on a two-week basis, working up through the chain of command. Each set of visitors contested the railroad traffic figures we presented at the legislative hearings and suggested that I make a request to the railroad for the things we thought needed to be done. They let me know that while they thought we had some good points, they did not have the power to make any decisions. (It seems that the railroad is set up so that no one has the power to make decisions).

I did as suggested and wrote a letter to the Chairman of the Board asking in order of priority:

1. That the railroad immediately cease switching operations across crossings during rush hours.
2. Another crossing to allow people to go around some parked trains.
3. Railroad participation in widening the underpass at what was the west edge of town.
4. Having most traffic bypass Gillette.
5. Railroad participation in an overpass.
6. Help in securing additional crossing arms and lights at all at-grade crossings.

Two weeks later I got an acknowledgement that my letter was received and two months later I heard that my requests were unreasonable and that none of them could be complied with.

Since a major discrepancy was over the number of trains, I suggested that since I could not agree with their 20 trains per day that were supposed to be coming through Gillette and they could not agree with my 60 trains per day found through our rudimentary research during the time of the railroad bill hearings, that perhaps we should compromise. As long as there were less than 30 trains a day through the community we would not ask the Burlington Northern to pay anything for a railroad overpass, but as soon as the trains per day exceeded

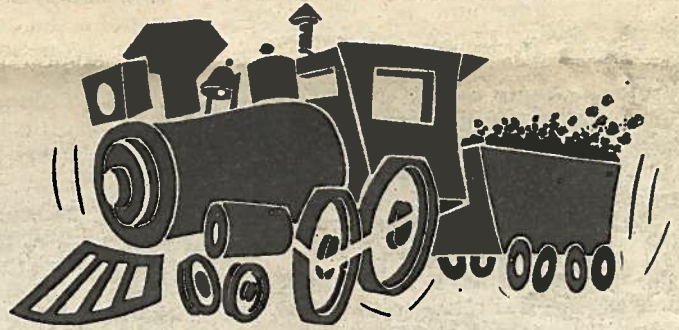
30 that they and/or the companies selling coal would be the providers of the overpass. I can only assume from their refusal that at that time they anticipated there would be more than 30 trains a day through Gillette. . . or they had forgotten empties on the way to be filled.

Our primary interest in the railroads came from crossings that were already being blocked for an unreasonable length of time four years ago. A city ordinance had been passed in 1967 that prohibited trains from blocking crossings for more than five minutes. The Council requested enforcement of the ordinance. Almost immediately the railroad was cited for blocking the crossing. In city court the train was given a warning and the case dismissed. Over the next several weeks several complaints were filed and judges levied the maximum fine of \$200 per time.

We then received a call from a railroad supervisor mentioning that our action was forcing them to take away our "rights and privileges". When I asked him what the rights and privileges were he reminded me of a parking lot at the end of Gillette Avenue the railroad would no longer let us use and promised that would upset merchants. He pointed out that snow was being dumped along Echeta Road in the railroad right-of-way and suggested that we not only quit dumping our snow removal there but that we were to move what had already been dumped there.

He suggested that three intersecting streets, one of which crossed the railroad, were available to the city only by a railroad license and could be cancelled on 90 days notice and suggested that a request from the city to beautify a railroad vacant lot at one of the major intersections could not be done. He also mentioned a probable law suit by the railroad since they had a lot of lawyers on retainer who weren't doing anything anyway. I asked him to put it in

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B-N's posture-

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BN encourages the cooperation of professional planners in working toward solutions to community problems. A key element of this cooperative atmosphere is the exchange of information. The planners must look to Burlington Northern to provide information on present and projected volumes of traffic, and BN is pleased to provide this information.

Planners can help Burlington Northern by documenting problems their communities are facing because of increased traffic. It is important, however, that in documenting these problems they are separated into areas that offer only a potential for concern and ones that have actually occurred.

Separating the information in this manner is necessary because, as the Unit Coal Train Community Impact Conference report pointed out, there is a diversity of opinion on the magnitude of these impacts. Documentation can help the railroads and other persons and agencies concerned with rail traffic impacts arrive at more concrete conclusions about the proper solutions.

Planners can also play a very important role in recommending zoning changes and community development patterns which will help to minimize future conflicts between community activities and rail operations.

There may be a tendency to look upon grade separations as the most obvious of solutions and assume that financial constraints are the only reason for their lack of construction. This is not always the case, particularly when the problem is caused by the main street district being located adjacent to the main tracks.

In both Torrington, Wyoming, and Moor-

head, Minnesota, two cities with central business districts impacted by BN traffic, residents have refrained from recommending that certain grade separations be constructed because the separation structures themselves would completely disrupt the present main street layout. BN continues to work with residents of both cities to find more satisfactory solutions.

There are many examples of actions that Burlington Northern has taken to relieve or prevent problems caused by increased rail activity, and all of them have involved communication and cooperation with the impacted community.

Goshen County, Wyoming—where Torrington is located—is one of those examples. The Denver Executive Representative took school officials in that county on a tour of all railroad crossings to look for possible hazards. Where visual obstructions were found, they were removed promptly. At private crossings used by school buses, stop signs were erected. And in some cases, loaded buses were rerouted to protected crossings.

Another relatively low cost and easy to implement solution was put into effect in Newcastle, Wyoming, where residents were concerned about the possibility of trains blocking emergency vehicles. The solution to the problem was the grading of a road under a rail bridge adjacent to a small creek about one-half block from the main crossing. If ever needed, this road can be used by ambulances, fire trucks and other emergency vehicles to cross to the other side of the tracks.

There are dozens of other examples. In Little Falls, Minnesota, rail congestion was eased when BN rerouted two trains away from the main part of town. In Brainerd and St. Cloud, Minnesota, the locations of "set-out" tracks were changed, thus reducing the occupancy of

crossings. In Beach, North Dakota, siding extensions are being constructed at stations located to the east and west of town, which should reduce the duration of the time trains are in Beach. A determined effort also has been made to educate train crews on the importance of clearing crossings.

In Fargo and West Fargo, North Dakota, BN has completed construction of a connection that puts much of the traffic to the north of those cities' main areas. In Grand Island, Nebraska, trains are sometimes held out of town until other trains have passed through so they can proceed through Grand Island without stopping. In Gillette, Wyo., BN is building a new siding, installing new crossing signals, reviewing plans for a proposed overpass and has changed its crew-change point. All of these actions should aid in preventing blocked crossings in a town heavily impacted by the coal boom.

Sometimes the congestion concern is not one of trains but of people. A railroad construction crew can outnumber the entire populations of certain small Western towns, and BN is aware of the impact this can have on a community. BN representatives work to prevent any problems that would be caused by the presence of a large construction crew by going into the communities in advance and talking with town leaders, telling them the number of workers, when they will arrive and the names of their supervisors. In at least one case BN, at the request of community leaders, held a crew out of an area until after the town's Fourth of July celebration.

Burlington Northern will continue to work with elected officials and planners in order to solve problems which occur as a result of rail operations.

The Railroads & Community Planning

Cheyenne involves many interests in rail-side redevelopment plan

by
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This article concerns itself with the planner who is dealing with a specific problem, or design opportunity, relating to the buffering of either existing railroad tracks and facilities, those which are being planned, or those in the process of being constructed.

Of primary concern to most planners is the separation of railroad operations from residential areas or downtown C.B.D. areas. This particular problem has existed for many years, however a major thrust to revitalize our inner-city neighborhoods and conserve our existing housing stock, in addition to downtown redevelopment activities, has moved the problem to the forefront of many planners' priorities. There are other examples of incompatible land uses, but this particular issue concerns many communities throughout the states of North Dakota, Wyoming, Montana and South Dakota.

The case study outlined in this article is typical of many situations planners will face. The design solution in itself is not unique, but the process by which the solution was arrived at may provide planners with a methodology with which to achieve positive results.

Design And Planning Criteria

The relationship of railroads to the environment in which they exist will obviously dictate the specific design parameters. However, design of a buffer area should also consider complementing the railroad side of the fence. By understanding that railroads are a vital mode of transportation and are urban form-givers we can learn to assimilate this giant and its tentacle of tracks into our new planning context. When planning any program that involves railroad tracks, operations or facilities it is necessary to plan the project by integrating each component as interrelated parts of the new design image.

Case Study

The City of Cheyenne designated a six (6) block area of its southside for a redevelopment project. The project involves the construction of high density townhouses, single family cottages and a number of public improvements such as a park, streets, utilities, and other amenities.

One of the major problems confronting the consultants was the railroad tracks and oil treatment facility located directly north of the project area. The tracks, yards, and treatment facility run the entire length of the redevelopment area. The adjacent railroad area had no physical aspects which made the area attractive to the project area; on the other hand, the facilities were extremely critical to the operating railroad. The area abutted a street which provided access for the railroad employees, and maintenance and service vehicles.

Part of the design concept for the project was to reduce the number of streets in the area for the specific purpose of reducing street maintenance and pedestrian automobile conflict. In addition, by vacating streets which did not serve any significant purpose additional land would become part of the project, thus enhancing the overall project.

With these parameters in mind, the following process was instituted to solve the planning and design question.

Process Summary

The process involved contacting the City and explaining the design question. We first concluded that working by ourselves, without involving the railroad, would result in a defensive posture by the railroad toward any design decision. Step two meant initiating discussions with the railroad and inviting them to participate in the overall planning process. Officials of the City established a liaison with the railroad in an effort to establish a working relationship.

During the planning process, a planning charrette was held in conjunction with a design workshop. Input from neighborhood residents, city officials, and the railroad indicated that although the street wasn't critical, access was necessary for the railroad and had to be



provided. The railroad people had also become involved in the project, and indicated that they would consider participating in the project financially.

The design scheme evolved into developing an access easement, which served the dual purpose of providing access to the railroad and access to the townhouse residences. A landscaped buffer was designed to facilitate a visual reduction of the railroad yard area, and noise reduction of railroad train activity. The final design and planning concept has been accepted along with a commitment from local railroad officials to present the proposal to their headquarters for approval and funding.

Tips

The criteria for accomplishing a mutually satisfying working relationship are to...

1. Ensure that all parties who are affected by a project of this magnitude are involved from the beginning to ensure total understanding of the project.
2. Approach the railroad as an ally, remembering that they provide a service, and if their facility affects the project, an atmosphere of negotiation is more conducive to getting the project accomplished than one of antagonism.
3. Realize the political ramifications involved in dealing with any large corporate entity along with City, County, or whatever officials must be part of the negotiations.
4. Maintain an objective approach to the project, be sensitive to the point of view of the railroad, and able to effect a synthesis of the goals and objectives of the railroad along with those of the project and the community.
5. Identify all of the actors, and their objectives, to try to create a partnership. This is necessary for any project to achieve its goals.
6. Create incentives for all the actors, so that the partnership, once created, can be sustained over the term of the project.
7. Obtain good base data pertaining to adjacent land values, noise levels, visual impacts and any safety conflicts. This data should be available to you at the time of initial contact with the railroad officials.
8. Articulate how inaction on the part of the railroad could impact the project, i.e. no financing for the project, reduction of new housing, etc. Remember railroads are part of the community and in most cases want to be contributors and not detractors.

The key to successful involvement is flexibility of approach, a sense of scale, and an understanding of the local structure. The railroads in our communities provide an opportunity for planning and design innovativeness and where appropriate should be incorporated in future planning and design efforts.

View from City Hall-

CONTINUED FROM PRECEDING PAGE

writing and must admit to this day I have never received that letter.

I did do some hasty checking and found that the parking lot had been purchased by the city some years ago. . . That the city had wanted to pave First Street along the railroad right-of-way adjacent to where we were dumping the snow. The railroad had not wanted to participate in that improvement district and in exchange for the city bearing the railroad half of the street cost, had given the city some right-of-way on the railroad side of the road which happened to be where we were dumping our snow. . . We also found that the three streets being used by railroad license were on property whose deed was being contested in court. . . And the vacant lot that we weren't going to be allowed to beautify was one whose photograph had been published in the newspaper because of its trash and weeds. But evidently what was said about the lawyers was true as we had several at our City Council meeting.

The lawyers suggested that our ordinance was too restrictive, only allowing five minutes of crossing blockage. The Council asked what a more reasonable figure would be. It was suggested that 10 minutes would be more reasonable. The Council requested that the lawyers look at the complaints that had been filed to see how many had been for 10 minutes or less. Of the complaints filed, not one had been for a blockage of less than 20 minutes and some as long as 45 minutes. We did have a good exchange of ideas with the lawyers and a councilman who worked by the railroad was able to suggest several different ways that they could switch cars and leave the intersections unblocked. Since that time we have had considerably less trouble from train switching.

Incidentally, further legal action resulted in our city ordinance being ruled unconstitutional, until it was re-written.

We do appreciate the railroad building a pedestrian overpass totally at their own expense. We do appreciate the railroad only bringing 93 cars on a unit coal train through Gillette so that they will fit between intersections when parked. We do appreciate the present efforts to try and keep train traffic from being switched during most of our rush hour-times. We do appreciate the railroad readily giving us licenses for sewer lines, water lines and electrical lines for a yearly license fee. Without those licenses our community would even be more divided.

Our first request is, of course, to have the railroad moved and we feel that that can be easily accomplished because of the spurs that are being constructed to the north and on to the west of our community. The spurs could be the start of a bypass.

We are not suggesting that it is totally railroad responsibility to build overpasses or relocate railroads. The increased traffic is from the mining of coal. Mining coal requires environmental impact statements. It seems as though the impact statement should address the impact from coal delivery as well as from coal mining, but it appears as though the environmental impact statements are bureaucratic exercises since they seldom address anything off the mine site itself.

I am gonig to close by mentioning what I have come to believe are two cliches. First, "if we build an overpass for Gillette, we have to build one for every town down the line." My response is "yes". The second cliché is somewhat more complicated. It says "the railroads built the west". I guess that is to imply they can do anything with it that they want to.

I have to admit that Gillette probably would not be a community had it not been for the railroad. The necessity for water to run the steam engines and I suspect a 100-mile point for crew changes led the Burlington Northern to build a 16-miles ditch to collect and transport water to a lake bed where it would be available for train water. The town is named after a surveyor for the railroad (this surveyor saved the railroad over a million dollars), but I call it a cliché because it is overworked and time worn.

My grandparents on both sides homesteaded in the west. I think they played a significant part in building the west, but I cannot and do not expect that to provide any special benefits to me today, and I don't think it lessens the railroad responsibility either.

The two "sides" can make music together!

New approaches urged in community-railroad controversies

by
Robert Taggart
Supervisor, Ernst & Whinney

The presence of railroad operations in a community can be a mixed blessing. On the one hand, communities have benefitted substantially from railroad operations. Indeed, many communities owe their very existence and continued well-being to the employment and essential freight transportation services provided by the railroad.

On the other hand, the location of rail operations within the community can cause serious problems. The types of problems that have been observed may be categorized as follows:

- **Emergency vehicular delay**—delay in gaining access to and providing emergency services.
- **Vehicular delay**—waiting in queue or circuitous movements due to blocked grade crossings, applies to all vehicles except emergency vehicles.
- **Safety**—applies to vehicle occupants, pedestrians, and persons residing or working near the rail right-of-way.
- **Community growth/economic viability**—land use conflicts, inhibition of economic development, inability to develop in preferred areas, inability to utilize existing public infrastructure (water, sewers, roads), social effects of subpopulation isolation from the rest of the community, destruction of community cohesion or identity, boom town syndrome, reduced rail service to local shippers.
- **Severance of community services**—separation of schools, recreation areas/facilities, social services, business and commercial areas from users; establishment of duplicate services to overcome such separation.
- **Railroad operations and capacity**—reflects conflict between increased use of facilities for one commodity such as coal and need for those facilities to provide other local and regional services.
- **Environmental**—air pollution (engine and vehicle emissions, dust/dirt), noise, aesthetics, and vibration.
- **Communications**—inadequate communication between railroads and communities, inadequate inter-railroad communication, lack of adequate information on the part of the public and the railroad.

Recently, these conflicts have received renewed attention as significant increases in unit coal train traffic are being experienced along major rail corridors, particularly those corridors providing access to western coal production areas.

The purpose of this article is to identify and highlight a variety of low-cost actions that may be effective in resolving these problems. These actions may be divided into those that are rail-oriented and those that are community-oriented. The following discussion uses this distinction throughout. The ideas presented here have been identified in a study of solutions to railroad impacts on communities which Ernst & Whinney is conducting for the States of Minnesota and North Dakota. The Burlington Northern Railroad is participating in the study, which is being funded primarily by the U.S. Department of Energy and Transportation.

Railroad Actions

The proposed solutions that railroads may initiate are designed to satisfy three objectives: (1) reduce the amount of time that rail operations block crossings; (2) reduce the number of times rail operations block crossings; and (3) reduce the number of rail operations that occur in the peak activity areas of the community or periods of the day.

The objective of reducing the amount of time that trains block crossings can be accomplished by increasing the speed of trains through communities. For example, an increase in speed from 25 to 35 mph will reduce the amount of time a crossing is blocked by a 100 car unit coal train by almost 30 percent. A change from 35 to 45 mph can result in a decrease in delay of about 22 percent.

There are several basic approaches to increasing train speed. One is simply to **increase community-imposed speed restrictions** on rail operations. Various types of rail facility improvements also can lead to an increase in train speeds: **reducing track curvature** and **installing power switches** in place of hand-thrown switches will increase allowable operating speeds. **Relocation of rail operations** such as crew change points outside of the community also allows trains to maintain higher speeds through the community.

Significantly, some of these measures also eliminate situations in which standing trains block crossings. Other actions that eliminate blockages are **breaking standing trains that straddle crossings** and **extending rail sidings** located in the community. The latter action is significant because the average train length has increased such that today sidings often are too short to hold the trains without blocking crossings. **Lengthening of spurs** also can reduce the amount of time switching operations infringe on crossings.

Most of the available railroad options respond to the rail/community conflict through a reduction in the amount of time trains block crossings.

Opportunities to reduce the number of rail operations, the location of the operations or the

time of day in which operations are conducted are more limited. **Rerouting trains** is feasible but usually not practical because of the enormous costs. **Scheduling trains** to avoid peak activity periods of the day is difficult because of the uneven demand for rail operations and the expense of downtime that crews may experience by limiting peak period operations. Rescheduling also is unattractive because it usually distributes problems from one community to another.

On the other hand, there may be opportunities to reduce rail operations in communities by taking advantage of capital improvements that the railroad has programmed for reasons other than the resolution of rail/community conflicts. For example, the **addition of sidings** is being pursued by some railroads in order to add capacity to their main lines. Insofar as possible, these additional sidings should be located at some distance from communities and should be designated for priority use over sidings located in communities.

Community-Oriented Actions

Communities also can pursue effective courses of action to alleviate railroad/community conflicts. Given the railroad's contributions in employment and in vital transportation services to communities, as well as the communities' share of responsibility for creating conflicts, it is incumbent on the communities to actively participate in the resolution process.

In the long run, the most effective strategy for a community facing continued rail traffic increases is to **direct development** in a way that will reduce future conflict between rail operations and community activities. Put simply, the objective is to direct as much development as possible to one side of the rail main line.

Planned development is not easily accomplished because institutional, political, and economic forces may counter the direction of planning agencies. Even if successful, the benefits of controlled development may not come to fruition for several decades. For example, if a community growing at two percent per year were successful in directing all of its growth to the side of the main line on which two-thirds of its current population is located, by 1985 the community population would still be split in a 70 percent/30 percent ratio. Further into the future, however, this strategy will have substantial results. In the example just cited, an 80 percent/20 percent population split could be achieved by the year 2000.

Waiting 20 years for conflicts to dissipate is not very gratifying to communities confronting serious problems now. Nonetheless, long-term benefits of controlled development are frequently ignored as communities build public facilities and promote industrial and residential development in areas that will exacerbate the rail/community conflict. To diminish future conflicts, community plans, ordinances, and development decisions should incorporate consideration of the rail/community conflict.

Several low-cost, community actions have more immediate effects on resolving conflicts. Like railroad actions, community actions can reduce rail/community conflicts by reducing the incidence and length of delays. The community also can take actions to reduce the number of people involved in conflicts. These actions are grouped in three categories: community services and facilities; transportation facilities; and behavior modification.

Community Services and Facilities

The **location of community services and facilities** contributes to the rail/community conflict to the extent that railroad tracks must be crossed to travel to or from the facilities. Consequently, the location of schools, recreation areas, social services, emergency services and other public facilities should be decided carefully.

Similarly, **relocating of public facilities** may significantly reduce conflicts. Relocation of firehouses or emergency medical services illustrate how this approach can reduce conflicts that jeopardize public safety. Most communities located along major rail corridors can support only one fire engine station, one ambulance and perhaps one medical center. Consequently, crossing the main line is often required in responding to emergencies. Relocating the emergency services on the side



of the main line with the probability of fewest crossings required can reduce the risk of delays.

One community in North Dakota could achieve a 30 percent reduction in emergency vehicle delays per year if it relocated its ambulance garage.

A **direct communication between the emergency service and the railroad operator** can substantially reduce and perhaps eliminate delays in responding to emergencies. In an ideal situation, when the emergency service received a call, it would inform the local railroad agent, who would in turn instruct the train engineer to take action to avoid blocking the designated emergency vehicle route (or at least to minimize the time the crossing is blocked).

Transportation Facilities

Community action in the form of public works can significantly reduce conflicts. The most obvious public project is **improving crossing protection devices** to reduce safety hazards to motorists. Gates and flashers at a crossing are proven devices that significantly reduce hazards to motorists both in terms of number of accidents and the severity of accidents.

Other types of public transportation improvements reduce motorist delays at crossings. For example, increased street capacity through improved channelization, **elimination of on-street parking**, and **street widening** reduce the time required to clear a crossing after the train has passed. **Storage lanes** for vehicles waiting at blocked crossings can lessen congestion and thus reduce traffic delays.

Synchronization of vehicle traffic signals with crossing protection devices also can reduce delays in clearing vehicles after the train has passed. Installation of **motion predictors** in place of distance circuits can both reduce delays for motorists and improve crossing safety.

The motion predictor activates the gates and flashers at a crossing between 20 and 25 seconds prior to train arrival, regardless of train speed. Distance sensors activate the gates and flashers when the train is a specified distance from the crossing; activation of protection device prior to train arrival in this case depends on train speed. Consequently, the motion predictor can reduce delays at crossings and reduce the number of times motorists risk crossing the tracks when a train is approaching.

Behavior Modification

Ultimately, the most important safety factor is the responsiveness of individual citizens. Cognizance of the danger at railroad crossings and in hazardous situations will prompt caution, good judgement, and obedience to signals.

One approach to developing community-wide cognizance is emphasizing safe habits by pedestrians and motorists through **educational programs**. Another approach is **enforcement of safety laws** or incentives to abide by safety laws. An example of incentives is the use of **school safety patrols** at grade crossings, which has proven tremendously successful for safety of children at street crossings.

Less proven techniques are programs designed to **overcome people's misconceptions of auto/rail conflicts**. Exaggerated expectations for delay or unfounded fear of accidents at grade crossings may inhibit people from using public facilities or patronizing commercial areas. Educational programs or marketing campaigns may help to change these misconceptions.

One final area of community action is **railroad/community communication**. Although poor communication may not create conflicts it worsens the situation and inhibits resolutions.

Communication channels established for the community to inform the railroad of aggravating or dangerous operating practices can provide information necessary for responsive remedial action.

Prerequisites to Implementing Low-cost Actions

While many of the actions highlighted above appear straightforward, deciding which actions may be most effective in a given situation, designing the specific implementation process, and obtaining the commitment and funding to implement the actions is a complex process.

Obviously, the physical conditions (railroad operations and facilities, community development and activity patterns, public facilities and services) must be amenable to the changes contemplated. An inventory of facilities, operations and activities will provide a data base to make this determination. The data base also will help in the preliminary design of the actions. This design must fit the physical environment and be responsive to modes of operation. Often this is a complex process.

For example, to be successful, a railroad/emergency service communication system must include precise procedures and well-trained individuals to insure quick and appropriate responses. Yet, the variability of train operations, speeds, locations and lengths and the number of persons involved on the rail and community sides make the contingencies complex and the possibilities for human error real.

Once feasibility and preliminary design are determined, selection of the most effective actions is required. Establishing the most effective actions can be difficult. There is little experience with the implementation of many of these actions in terms of resolving rail/community conflicts; similarly, there are few proven techniques to estimate the potential effects of the actions.

Further, while an action may be deemed effective in solving one problem, it may create others. Increasing train speeds may increase hazards at crossings and along the right-of-way while it reduces delays at crossings; directing development to one side of the tracks may destine the other side to gradual deterioration.

Commitment to the success of the actions also is required. Operational changes in particular require concerted effort on the part of the community and/or railroad to effectively initiate, maintain and improve. This commitment may not be established without effort. There is reluctance on the part of communities to try low-cost actions; they are often set on a more costly alternative such as grade separation. For the railroad, the benefits of implementing many of these actions are not apparent since in most cases the major benefits accrue to the community.

Documentation of the magnitude of the problems arising from rail/community conflicts including their significance to community well-being, and identification of well-designed, feasible alternatives and their potential effectiveness, can lead to the necessary commitment. Where benefits to the railroad are not inherent in the actions to be taken, closing of crossings and other additional actions can be identified as incentives for railroad participation.

Involvement of all affected parties throughout the process of identifying problems and deciding appropriate actions also will be essential to establishing commitment to action.

A final difficulty in addressing the rail/community conflict is funding. Despite the fact that actions such as those highlighted above are labeled low cost, funding them remains a significant obstacle to their implementation. As noted above, many of the communities located along major rail corridors are small; in the Minnesota/North Dakota corridor under study, 75% of the communities have populations smaller than 3,000. To communities of this size, a \$5,000 expenditure is a substantial budget item.

From the railroad perspective, an action may be low cost if implemented in one community; implementation of the action in communities along an entire corridor or throughout an entire system, however, turns a low-cost action into a major expenditure. Federal and State funding for many of the actions also is scarce.

The Railroads & Community Planning

Billings planners talk to people in tackling tracks

Since 1960 the City of Billings, Montana, has been studying ways of eliminating key at-grade crossings along the railroad tracks which border the downtown business district to the south. A barrier to downtown expansion, traffic delay times, safety, and a "bad side of the tracks" stigma for the south-side residents have been reasons that past studies have focused on overpass and underpass solutions to opening up traffic flow.

Gene Widmer, Director of Transportation Planning for the City of Billings, has tackled the problem again, but this time new options are being considered. Gene has been working with a transportation steering committee of railroad officials, city representatives, businessmen and other interested parties and with neighborhood task forces, to zero in on the most critical problems, identify community goals, and analyze possible alternatives.

This broad based participation is what the Director thinks was lacking in prior efforts that resulted in a zero score for implementation of recommendations.

An evaluation matrix has been designed and used in

assessing and prioritizing concerns of interested people and it has been determined that the economic development of the Downtown and south-side (South Park) districts come out as top interests.

The most popular option for action has been a track depression concept. A trench 100 feet wide by 30 feet deep would be excavated and prepared for the track. The road system would then be bridged at-grade across the trench. Benefits to this alternative include an anticipated increase in the tax base and the opening up of traffic flow along several key streets. On the other hand construction costs (still being studied) will likely be very high, operating costs to the railroad will be increased, some businesses will lose rail service, and underground utility lines will be disrupted.

Mr. Widmer cites the cooperation and leadership of Burlington Northern Railroad, businessmen, and local citizens as the factors which have been the impetus and will result in the preparation of a thorough analysis and draft report which should be available to the public toward the end of January.

The Railroads & Community Planning

Bozeman plans linear park on abandoned rail-route

by
Paul J. Bolton
Director, Bozeman, Mt.,
City-County Planning Board

The Gallagater Linear Park Feasibility Study was prepared by the Bozeman City-County planning staff in 1975. The study was funded by a grant of approximately \$20,000 from the National Endowment of the Arts, half of which was supported by in-kind staff services. The Gallagater Linear Park Study consisted of a historical, scientific and economic feasibility account for a 15.6 mile park proposed for the present Chicago, Milwaukee, St. Paul and Pacific Railroad right-of-way from Bozeman, Montana to Gallatin Gateway, Montana.

Aided by The Endowment, scientific natural resource inventories and analyses of existing soils, water and vegetation types were completed for the study. Also, the economic feasibility, detailing public opinion samplings as to preferred activities in the proposed park, need for the park, desire for the park and analyses of construction cost for various components of the park became a reality through the aid of the Endowment.

Outlined below are excerpts from the study, copies of which are available from the Bozeman City-County Planning Office, Bozeman, Montana.

History

Bozeman, the county seat of Gallatin County, is located in the heart of the Montana Rockies in the agriculturally rich, southwestern corner of the Treasure State. The town received its name from pioneer trail boss John M. Bozeman, who competed successfully with Jim Bridger in a race to discover the shortest route from Colorado and Wyoming to the gold fields in the vicinity of Virginia City more than a century ago.

Part of the city's colorful history was the development of Montana's one and only true interurban rail system—the Gallatin Valley Electric Railway.

Amid statewide interurban interest in the early 20th century, Bozeman investors stepped forward in 1907 with a solid proposal to construct an electric line to run from Bozeman to the upper Gallatin Valley. Local residents saw the line as bringing business in the form of freight and passengers to their city. The electric would link up with the Northern Pacific Railroad which already had a depot in Bozeman.

Talk of the line by local residents headed by Charles B. Anderson aroused the interest of outsiders, who envisioned the proposed railroad as a link between Bozeman and the Milwaukee Railroad, slowly making its way to Three Forks, some 40 miles to the west. Gallatin Valley residents probably didn't realize that the "outside" parties were directly or indirectly tied to the board room of the Chicago, Milwaukee and St. Paul Railroad Company.

The electric railway company moved slowly its first year. And then three Washington State men, who were reported by the Bozeman Chronicle to be "largely interested in the undertaking", arrived in Bozeman May 7, 1909. S.M. McKenna, manager of the Puget Sound Bridge and Dredge Co., F.R. Sweeney, a Spokane banker, and C.N. Jaquette, a Spokane engineer, toured the valley but had little to say for the record.

Jaquette remained in Bozeman, however, and headed a group of surveyors who arrived the next day and immediately began work. By early July

1909 their task was completed and GVER treasurer George Cox encouraged all individuals owning land along the right-of-way to come to Bozeman and place deeds to that land in trust for the railway's use.

The electric's route began at the Bozeman city limits, ran south, then west to Bozeman Hot Springs, passing on the way sidings called Patterson, Matthews, Chapman, Potter, Blackwood and Filroy. From the hot springs, the route turned south through Atkins siding to the town of Salesville, now named Gallatin Gateway.

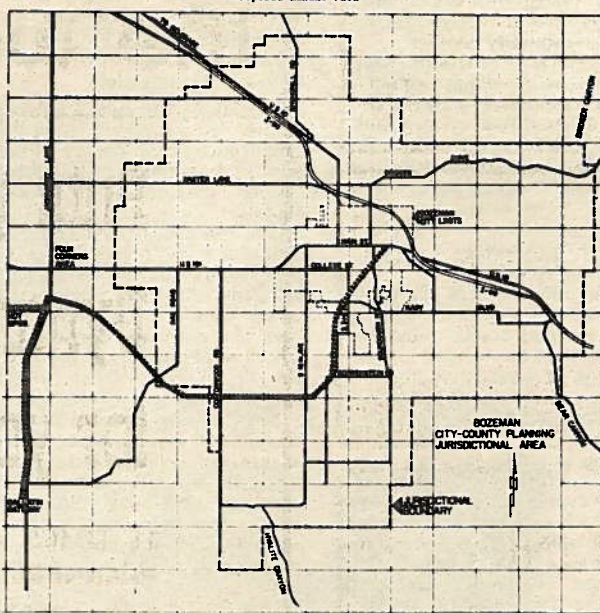
A big day was April 21, 1909, when a crowd of 1,500 witnessed the groundbreaking for the new interurban railroad. Miss Vera Anderson officially christened the enterprise "in the name of the people of Gallatin County" and broke a small bottle of champagne over the plow which turned the first furrow.

By September 23rd, the contractors had finished the entire line to Salesville, 15.6 miles. It was "a splendidly even roadbed," according to one observer. The right-of-way varied from 50 to 130 feet in width, was fenced and protected by cattle guards throughout its entire length, and had eleven sidings to accommodate the lucrative freight traffic from the prosperous ranches in the valley.

Gallatin Valley residents constructed their interurban line "without incurring one cent of indebtedness...which is a record unique in railroad building," proudly claimed the Chronicle on October 28, 1909. The first month of operation proved that the line could function profitably as well. But GVER's independence to enjoy its success was short lived.

On October 28, 1909, a number of Spokane capitalists associated with H.M. Hart purchased virtually all of GVER's stock, obtaining 7,994 shares of the company's 8,000 shares of common stock. The purchasers represented the Milwaukee Railroad, then building through Montana on its way from the Twin Cities to Puget Sound. Bozeman was not on the Milwaukee's main line; the closest this railroad came to Bozeman was Three Forks, about forty miles northwest. The new owners immediately announced plans to extend GVER at the soonest possible time to

GALLAGATER LINEAR PARK
SCHEMATIC LOCATION MAP
Proposed Linear Park



From this...on the old "Gallagater" right-of-way...to this



A LINEAR PARK

In the last 10 years over 10,000 miles of railroad track have been abandoned in the United States and in most cases the unused rights-of-way are an eyesore and a source of frustration to public officials. Those sites provide an excellent opportunity for the development of linear parks, paths and trails.

The uses of a linear park are only limited by the imagination of the community. Suffice it to say, citizens of all ages and walks of life can benefit from a linear park, and because of that such an amenity can be an influence in future city planning and a drawing card for business interested in locating in a city.

connect with the Milwaukee Road at Three Forks.

With the new ownership came also a new name. On September 8, 1910 the Milwaukee Road changed the name of its now-owned GVER to the Gallatin Valley Railway Company.

The first steam trains of the Milwaukee Road arrived in Bozeman on October 31, 1910, traveling between Three Forks and Bozeman Hot Springs over the new constructed GVR track; from the Hot Springs to Bozeman the steam trains rolled over the rails laid by the interurban company.

For the next two decades the Gallatin Valley Railway trackage functioned as a small part of the great Milwaukee Road.

That part of the GVR between Three Forks and Salesville (renamed "Gallatin Gateway") became the Milwaukee's principal access to Yellowstone National Park. Through Pullmans were operated over this line for many years. Included in this Yellowstone Park rail entry route were five miles of electric interurban trackage: from Bozeman Hot Springs to Gallatin Gateway. Thus, a trackside observer, until 1931, could watch the interurban car sharing its rails with the heaviest steam railroad rolling stock.

The freight-passenger interurban combo continued to make its runs between Bozeman and Gallatin Gateway for several more years. Gradually, its frequency of service was cut down as more and more people went over to the private automobile. From three daily round trips it was cut to two, then to one in 1927. By this time no through passenger service remained on the GVR between Bozeman and Three Forks. Three daily round trips from Three Forks to Gallatin Gateway were provided by a train the Milwaukee humorously dubbed "The Gallagater."

The final abandonment of electric operation between Bozeman and Gallatin Gateway is a strange story. The Milwaukee Road, it is reported, had long desired to convert the electric segment to steam, but held back in the fear of offending those, still living, who played such important roles in creating the old interurban operation some twenty years before. One day at a luncheon in 1930 of business leaders in Bozeman, a representative of the Milwaukee was jokingly asked why the railroad didn't get rid of the old interurban car. Delighted, this Milwaukee representative passed the suggestion up through channels and in due time the order came down to summarily cease electric operation. This was done late in 1930 and the trolley wire came down.

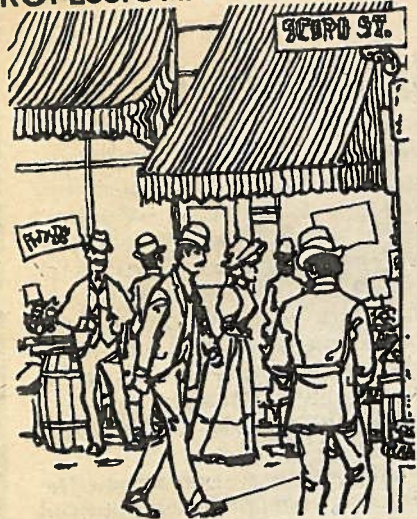
So ends the colorful saga of the Gallatin Valley Electric Railway. The rails have recently been removed and little remains as a reminder of a past era in Montana with its many promotions, its many dreams, and its lone interurban railway.

The Milwaukee Railroad has formally pursued required public hearings to abandon its line between Bozeman and Three Forks. Permission to do so was granted in 1978-79 by the various Federal regulatory agencies.

At the present time the City of Bozeman is pursuing a number of funding sources which could ultimately lead to land acquisition and actual linear park development. These funding alternatives primarily will be from local governing agencies—Montana State University, the local school district, various local private entities and the Montana Heritage Conservation and Recreation Service. At the present time the status of this funding source remains promising and awaits finalization of a comprehensive funding agreement that will initially allow purchase of approximately five to six miles of abandoned right-of-way at a cost of about two-hundred and twenty-five thousand (\$225,000) dollars.

For further information regarding this project, inquiries can be sent to Glen White, City Recreation Director, P.O. Box 640, Bozeman, Montana 59715.

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What happens at Harlowton if Milwaukee folds?

by
Adela Awner

Consultant in rural community planning
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of Community Affairs

"If the Milwaukee is not allowed to abandon lines west of Miles City, the entire railroad may eventually be forced into liquidation." So says the Draft Environmental Impact Statement prepared by the Interstate Commerce Commission (ICC).

In December 1977, the Milwaukee Railroad filed a petition for reorganization under the federal Bankruptcy Act. Thomas P. McMillen, the federal judge who is handling the Milwaukee case, appointed a trustee to oversee reorganization of the railroad into a profitable business. In August 1978, the Milwaukee Road announced its intention to cease all operations west of Miles City, Montana and petitioned Judge McMillen to abandon those lines on November 1, 1979, stating that the western operation was unprofitable and could drag the entire system into ruin.

Since that announcement citizens and officials in Montana have been fighting to maintain continued operation of the Milwaukee system in our state.

Why are Montanans so united in their effort to keep the Milwaukee's western lines in operation? What will happen in Montana if the abandonment is allowed to take place? According to the Draft EIS prepared by the ICC, "the net socio-economic and environmental impact of abandoning Milwaukee lines west of Miles City will be decidedly adverse."

Agriculture is the base of the entire state's economy. If agriculture in Montana is not healthy, it will have a ripple effect throughout the entire state economy. Even today, the Burlington Northern and Milwaukee railroads combined don't have the capacity to handle Montana's grain production. Loss of the Milwaukee would be a major setback.

Affected will be little towns like Harlowton, Montana. Harlowton, population 1,300, is the county seat of Wheatland County, in central Montana, one of the most productive grain growing and ranching areas of the state. Milwaukee track runs through Harlowton on its way west and the Milwaukee has a roundhouse in Harlowton where its engines are maintained and repaired.

At one time, the Milwaukee carried the mail and passengers as well as freight. They terminated their mail service during the fifties and discontinued their passenger service a few years later. In the early sixties, before Milwaukee service began its decline, Harlowton was home to 250 Milwaukee employees and their families. Only a year ago there were nearly 150 Milwaukee employees in Harlowton. Now there are no more than 75-80, and this number will continue to decline through layoffs and retirements.

The Milwaukee has always been Harlowton's largest employer. Economically, the town has grown around the railroad. Businesses opened and developed as the Milwaukee increased its crews in Harlowton. Dave Piper, executive officer at the Continental Bank in Harlowton, observes, "The businessman here has served them (the Milwaukee Railroad) for years. What



happens to him now?" Piper thinks some businesses in town will fold, the others will have to readjust.

Mayor Oscar Biegel is not optimistic. He says the town has lost at least 20 families since August 1978, and some businesses now are just hanging on. Should the Milwaukee abandon its western lines, Harlowton would lose an annual payroll of one and a half million dollars. Biegel says that, if this happens, Harlowton would lose 30-35% of its population, the schools would deteriorate, the hospital would close, and a lot of businesses would close. Furthermore, with working-age families forced to leave to seek employment elsewhere, the city's debt burdens would fall to the elderly and fixed-income persons.

Traditionally, the Milwaukee has been the biggest taxpayer in Wheatland County, paying over \$50,000 in annual property taxes. Loss of this revenue will "impair the county's ability to provide essential services," according to the ICC's Draft EIS. Especially hard hit will be the schools. In Wheatland, as in other counties in the state where the Milwaukee is a significant taxpayer, the school system has become very dependent on the railroad's segment of the tax base. Even though many families with children may leave Harlowton if the Milwaukee pulls out, the schools still will have approximately the same fixed costs. Without the railroad's taxes both educational programs and physical facilities are likely to deteriorate.

Needless to say, emotions run high in Harlowton these days. "There is a very bitter resentment against Milwaukee management," says Jerry Miller, editor of *The Times-Clarion*, the area's weekly newspaper. This sentiment has been echoed over and over by other citizens in Harlowton.

Loss of the Milwaukee would not just involve jobs and income. Harlowton is home to Milwaukee employees and their families. They enjoy the small-town lifestyle, and they have a sense of belonging to the community. "The most important thing to me is that I'm going to lose good neighbors," says Dave Piper.

Are the citizens of Harlowton simply the innocent victims of an unfortunate situation? People in Harlowton don't think so. There seems to be nearly unanimous agreement in Harlowton that the Milwaukee's present financial situation is due almost entirely to poor management. Dave Piper is convinced that the Milwaukee management wants to lose money to get rid of the western lines as soon as possible. He believes that the present Milwaukee management has no interest in running a railroad.

How has the Milwaukee responded to the plight of the community that will be without rail service, jobs and taxes, if they cease operations? They have said very little. "They have no feeling toward the City (Harlowton) at all," comments Dave Piper.

Many Montanans believe that the Milwaukee management never had any desire or intention to reorganize and run the railroad for a profit. According to testimony presented before the ICC by Joe Brand, Montana legislator and Milwaukee employee for 38 years, as the cracks deteriorated, Milwaukee service became slow and unreliable, causing some shippers to look for other means to transport their products. Brand explained that as the Milwaukee lost customers, they paid less and less attention to serving the accounts they had left, creating a vicious cycle in which an increasing number of Montana shippers were forced to find other, often more expensive, means of transportation which they could rely on to move their freight.

Just before the Milwaukee's November 1 abandonment was to go into effect, the U.S. Congress stepped in. Funds were appropriated to run the railroad's western lines in order to give the shippers and employees time to develop their own plan. Congress directed that the plan be submitted to the ICC by December 1, and allowed the ICC until January 1, 1980 to approve or reject the plan. Known as Employee, Shipper Ownership Plan (ESOP), it has been presented to the ICC.

If the ICC approves the plan, shippers and employees will have until April 15, 1980 to raise the approximately \$800,000 they will need to take over from the Milwaukee. Up until that time the Milwaukee will receive \$15 million in federal funds each month to operate their lines west of Miles City.

In Harlowton, everyone believes that ICC's acceptance of the ESOP is their only hope. And there is hope in Harlowton. If there weren't, says the Mayor, they already would have lost more families than they have.

The ESOP appears to be the last opportunity to maintain the railroad. It's not just a few isolated little towns like Harlowton that will suffer if the shippers and employees are not given an opportunity to make the railroad work. Montana is a sparsely populated rural state. It is made of of many Harlowtons. There are hundreds of small agricultural communities throughout the state that depend upon the railroad to get their products to nationwide and worldwide markets.

Harlowton needs the railroad, Montana's farmers need the railroad, the entire state of Montana depends upon a rail system through the state to the west coast.

