

PINEDALE ANTICLINE WORKING  
GROUP

**SocioEconomic  
Task Group**

***Report  
&  
Monitoring Plan***

APRIL 2005

Pinedale Anticline Working Group  
SocioEconomic Task Group

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**Monitoring Plan**  
**SocioEconomic Task Group**  
Pinedale Anticline Working Group

April 2005

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# Introduction & Overview

During the mid and late 1990's, natural gas exploration in North America and especially Wyoming was in transition from conventional sources, which had dominated the industry for decades, to unconventional sources that would come to dominate the exploration and production as the twenty first century emerged. The northeast quadrant of the state saw the development of coal bed methane. Southwest Wyoming and especially Sublette County saw the potential of economic gas supplies arising from the tight sand Lance formations. By 1994, technology evolved to make those tight sands productive in the Jonah field, 38 miles south of Pinedale. Knowledge of similar geology located in the Pinedale Anticline just south of Pinedale led operators to propose gas development on that substantial geographical area that is comprised of mostly federal lands.

As a precursor to developing this field, the Bureau of Land Management began (BLM) an EIS in the late 1990's. The Draft EIS from this effort was made public in 1999 and the Record of Decision was delivered in July 2000.

Oil and gas development is, by nature, inherently speculative. During the PAPA (Pinedale Anticline Project Area) EIS process, the highly speculative nature of the project was recognized. From that recognition a key component of the Record of Decision became the AEM, (Adaptive Environmental Management) process, which was designed to provide BLM managers with a vehicle to monitor real time impacts during the evolution of the project with the intent of adopting relevant mitigation measures.

To understand the significance of the AEM process it is informative to ask and answer a number of questions.

## **Why was AEM included in this Record of Decision?**

The answer is best explained in the words of Appendix C of the ROD.

*“PAPA Draft EIS contains a detailed description of the speculative nature of exploration and development in the PAPA. Indeed, based upon the limited exploration that has taken place to date, it is impossible to predict how future development will proceed...Some believe that development potential in the PAPA is enormous...Others believe that development potential is much more modest...All agree that there is a great deal of uncertainty about future development. Because of this uncertainty, a number of assumptions were necessary to predict the impacts associated with future development. Those assumptions may or may not be true.” (PAPA ROD p. C-1)*

It is the intent of this Task Group to demonstrate the full significance of this statement by pointing out a number of assumptions which have turned out to be very flawed.

In addition, the EIS recognized that the 1999 snap-shot look at projected impacts was not sufficient. *“The uncertainties....suggest that the one-time determination of impacts that is included in the EIS may not be appropriate for this project. However, a carefully prepared and thoroughly evaluated AEM plan and process may be suitable for dealing with these uncertainties.” (ibid.)*

Finally, NEPA law supports the AEM process. CEQ regulations require appropriate application of continual monitoring and assessment...*“which will insure that presently unquantified environmental amenities and values may be given appropriate considerations.” (42 USC 4332 (B))*

Paralleling this attention to changing conditions, NEPA's implementing regulations also direct that, *“Agencies shall prepare supplements to .... environmental impact statements if .....there are significant new circumstances .... relevant to environmental concerns and bearing on the proposed action or its impacts.” (40 CFR1502.9)*

### **What are the goals and objectives of the AEM process, and how are they relevant to the Socio-Economic Task Group ?**

For any AEM Task Group, a primary and initial goal is to develop monitoring plans for recommendation and implementation so that BLM can utilize relevant and timely information in the development of appropriate mitigation of impacts. The Record of Decision required AEM “resource monitoring plans” for “specified resources” and established six categories. Interestingly, the category of “Socio-Economics” was not included in the six.

There are at least three reasons for adding Socio-economics to the list of resources designated for rigorous monitoring: Firstly, in the Record of Decision it is specifically noted that BLM maintains a Geographical Information System for the PAPA “including all activities (natural gas, residential, agricultural, etc.) on Federal and non-Federal lands...” It is apparent from this statement that “activities” in the region would be suitable for monitoring through a GIS system, and that many of these activities are not appropriately included in the subject matter of the other Task Group categories.

Secondly, NEPA is clear in requiring federal agencies to analyze the effects of an undertaking on the human environment, and this is defined by regulation to include economic and social conditions (40 CFR1508.8). Regulation also specifies that indirect effects “may include growth inducing effects and other effects related to induced changes in the pattern of land use, population density or growth rate ...” (ibid.) And regulation requires that, “When ... economic or social and natural or physical environmental effects are interrelated, then the environmental impact statement will discuss all of these effects on the human environment” (40 CFR1508.14). Plainly the socio-economic realm is recognized as an important component of the human environment and lies under the wing of NEPA.

Thirdly, given the extent to which PAPA development has very quickly evolved towards the “enormous” potential of the field, it is intuitive that socio-economic impacts have occurred and should be accounted for in a monitoring program.

Appointment of a Socio-economic Task Group was recommended by PAWG and approved by BLM in 2004.

### **What were the key baseline assumptions in the EIS, and how have they played out ?**

Environmental consequences projected in 1999 by the PAPA EIS were based on assumptions reasonable at that time, but now clearly erroneous. At the root of the PAPA environmental impact analysis, a constant gas price of \$1.70 per MCF was assumed (PAPA DEIS p. 4-16). Currently, however, market prices are well in excess of \$7 per MCF, quadruple the original assumption.

Impact projections based on this erroneous assumption accordingly also went sour.

For example, this assumption led to the projection that under the Standard Stipulations (least restrictive) Alternative, an average of eight rigs would operate in the project area year round (PAPA DEIS pp.2-35 and 4-21). In fact, in 2004 an average of 25.6 rigs were working year round (308 rig months last year in PAPA divided by 12 months).

Then, based on the eight rig assumption, the EIS estimated a peak associated workforce in the project area of 320 persons and concluded that development would not increase housing demand above that available at the time, although some motel occupancy by workers was expected particularly in the winter (PAPA DEIS pp. 4-19, 4-21 and 5-7). In fact, informal inquiries of hoteliers found that over half of the County's ca. 500 motel rooms were occupied by persons related to gasfield development during the period May 15 - Nov 1, 2004.

In addition to the underestimated demand for hotel accommodations, the EIS concluded that housing would not prove to be scarce. Moreover, the EIS indicated that the operators did not intend to provide a worker camp, and that PAPA development would differ radically from previous ‘boom and bust’ scenarios that were based on man camps (DEIS pp. 2-6 and 4-15). In fact, however, due to housing demand created by the accelerated PAPA development, in 2004 Sublette County approved two applications for private land re-zoning to conditionally permit installation of 'man-camps' with a cumulative capacity of 1300 workers.

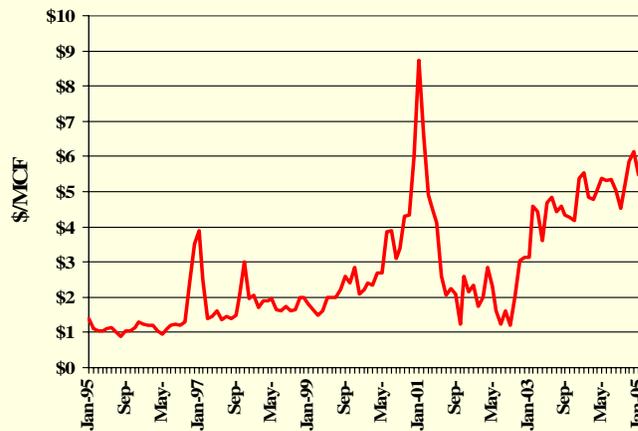
In sum, the significant new economic circumstance of high gas prices has resulted in a gasfield development pace far in excess of that analyzed by the EIS.

# Wyoming Monthly Oil Prices



Source: Marathon Oil Price Bulletin (WY Sweet) 1/81- 7/98  
 Conoco Crude Price (WY Sweet) 8/98-12/02, ConocoPhillips (WY Sweet) 1/03 and thereafter

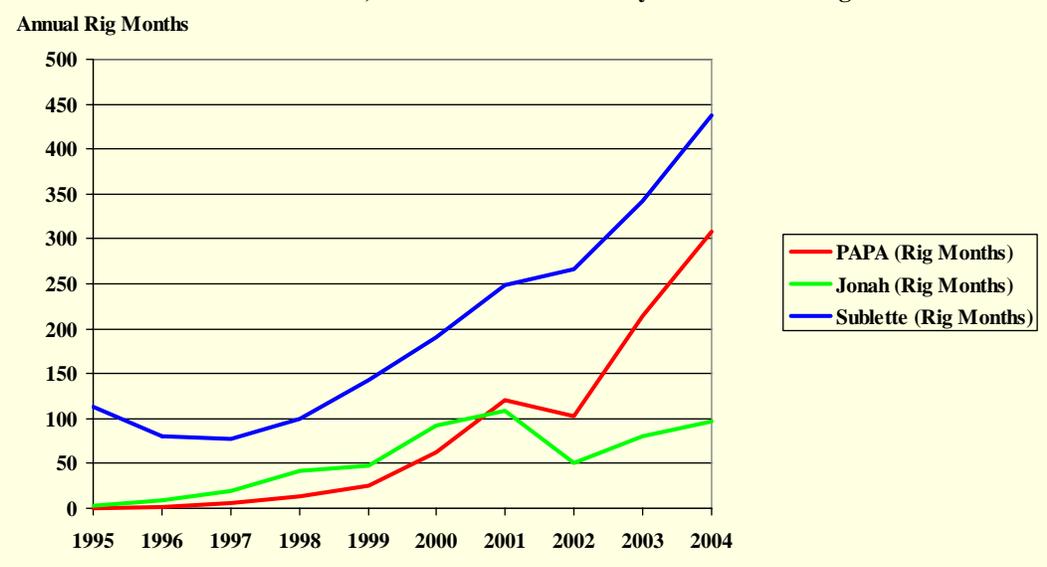
# Wyoming Monthly Gas Prices



Source: NW Pipeline, Opal, WY - Monthly Spot Prices 7/86 - 9/02, Enerfax.com for 10/02 and thereafter

# Historical Drilling

Pinedale Anticline, Jonah & Sublette County Historical Drilling



### **What is the significance of the pace of development ?**

Intuitively, *pace* of development is at the very root of socio-economic impacts. The impact of a workforce of 100 people sustained over a period of decades is totally different than the impact of a workforce of 1000 persons for a period of several years.

Recall that the PAPA Record of Decision stated that, *“The EIS proposed action and analysis inherently provides for control on the pace of development. Many factors enter into this including availability of rigs, availability of workers, market price of natural gas, budgetary constraints, etc. Therefore, the BLM will place no restrictions on the number of drilling rigs within the PAPA at any one time.”* (PAPA ROD p. 37)

This statement in the ROD refers back to the EIS which explicitly recognized the pivotal nature of the pace of development, and so formulated and analyzed a Resource Protection Alternative in which the BLM would have limited the number of drilling rigs operating in the project area at any one time to five (PAPA DEIS pp.2-35 and 4-21). BLM’s authority to regulate pace of development was also asserted in the impact statement, citing the 120 IBLA 47 decision (PAPA DEIS p. 2-43).

### **What is the significance of the time lag since the ROD was issued?**

The AEM process was required to begin within two months of the issuance of the ROD. Due to a legal challenge the process was stalled until 2004. The downside of this is, of course, the lack of definitive monitoring plans which would have been developed immediately upon issuance of the ROD, with the baseline data fresh relative to the analyzed impacts detailed in the EIS.

A positive aspect of the delay is that the Task Groups can look back at 4 years of development, development that occurred in a much more rapid and significant fashion than had been assumed in the EIS. That look back itself constitutes a form of monitoring, albeit after the fact, and is informative in providing guidance regarding the relevance of the variety of activities and impacts. In other words, it is easier to prioritize future monitoring plans based upon knowledge of the recent history of the field and, more importantly, of recent local socio-economic phenomena.

### **What is the focus of the Task Group to meet its objectives?**

At its initial meeting, the Socio-economic Task Group agreed that information in the 1999 EIS was outdated, that the document’s projections had been far surpassed, and that Significant unanticipated changes had occurred in the socio-economic arena. The group therefore determined to gather information to bring basic data current as a form of rapid review monitoring. Eleven topics of concern were identified for further investigation: housing, emergency services, social services, infrastructure, personal safety, health care, crime and drug issues, education, demographics, economic diversification and quality of life. Subsequently several of these topics were combined, resulting in nine subjects which are addressed by as many separate sections of this report.

The group recognized early on that there was little information specific to employment and employees in the PAPA (the number of workers, their current housing arrangements, etc.). Moreover, we had even less knowledge concerning the future, i.e. we were entirely lacking a description of the proposed action. To address these crucial data gaps, the group devised a survey plan to gather information about the number and type of PAPA employees working or living in the area and their plans. Details of the survey are presented in the demographics section of this report. Otherwise, the following report sections focus on the findings of our recent data gathering efforts, and then present recommended monitoring and mitigation plans.

Of note, the Task Group resolved that monitoring data should be gathered for both Sublette and Sweetwater Counties, as a goodly share of PAPA employment is tied to companies and housing in that County, particularly in Rock Springs. In some cases we were successful in this in our efforts to date, but the reader will note that Sweetwater County data is frequently missing from sections of this report. These omissions are not intentional, but rather are owing to time constraints.

# Demographics

**Background.** The driving force creating the socioeconomic impacts associated with PAPA development is the related employment. Understanding changes in population associated with that employment is crucial to the development of mitigation strategies.

**Available data.** Data relating specifically to the demographics of PAPA employees is exceedingly hard to come by. While only 8 companies have federal oil and gas leaseholdings in the PAPA, their contractors and subcontractors that provide the employees working in the field range from large companies all the way down to small independent contractors only employing a few individuals. As a result, the contractors who employ the workers of the field are estimated to be in the hundreds of companies.

**Past monitoring.** The PAPA ROD required no monitoring of socioeconomic impacts. But they did provide a benchmark identifying what, at the time, constituted a significant impact, which was a 10 percent change in employment from 1999. That benchmark has been surpassed. And to our knowledge there are no agencies monitoring the resultant oil and gas socioeconomic impacts and associated demographic shift to a useful level of detail.

**Findings of current monitoring effort.** Owing to the difficulties encountered in gathering both the PAPA employment and the demographics associated with that employment data ourselves, the Task Group developed a data-gathering plan that is described below.

**Proposed data gathering plan.** To address the challenge involved in estimating the magnitude of the anticipated employment change, the Socioeconomic Task Group recommends relying on the oil and gas industry to gather two basic types of information.

Firstly, PAPA operators/leesses will be asked to provide a 10 year annual drilling forecast in terms of estimated wells or rig/months per year. This forecast will form the basis for estimating the associated employment magnitude. This forecast would then be revised and updated annually by the operators to reflect operator plan changes due to shifts in economic conditions, rig availability, policy etc.

In addition to the drilling forecast by year, the oil and gas industry will be asked annually to provide the demographics of the industry's employment. This information is critical in understanding the nature of the labor force and anticipating where these people will be living. It will also be critical in anticipating not only the population impact of the oil and gas activity but whether or not the new people coming into the impacted region are planning on bringing their families and permanently locating in the area.

The result of this effort is to provide an ongoing, annually updated forecast of the anticipated employment and population impacts that would be distributed to the impacted local entities (e.g., schools, Sheriff's Office). These entities would then use this information to enhance their ability to do a better job of reacting to the forecasted impacts by developing and implementing the appropriate mitigation strategies.

Specifically, industry will be asked to provide the following data for 2004 and annual updates beginning in 2005. It should be noted that the data being requested is not specific to an individual company but is being requested on an aggregated basis for the entire industry. Moreover, if there is an opportunity to estimate some of these variables from representative sampled sectors or aggregated industry data, those elements will be estimated using industry recommended factors. For example, if the age distribution of the employees seems to follow a stable relationship that does not change over time, age distributions using an industry standard could be used to forecast the age distribution of forecasted employment.

**Requested Data.**

1. Forecast of the number of rigs operating in the Pinedale Anticline on an annual basis for a 10 year forecast period. This forecast will be revised and updated annually.
2. Estimated number of employees associated with each rig.
3. Age distribution of the employees
  - a. Percentage of employees 18-25 years of age
  - b. Percentage of employees 26-35 years of age
  - c. Percentage of employees 36 years of age or older
4. Employment-Related Housing
  - a. Housing for employees 18-25 years of age
    - i. Percentage of employees in man camps
    - ii. Percentage of employees in temporary housing (hotels)
    - iii. Percentage of employees in monthly rentals
    - iv. Percentage of employees purchasing a home
  - b. Housing for employees 26-35 years of age
    - i. Percentage of employees in man camps
    - ii. Percentage of employees in temporary housing (hotels)
    - iii. Percentage of employees in monthly rentals
    - iv. Percentage of employees purchasing a home
  - c. Housing for employees 36 years of age or older
    - i. Percentage of employees in man camps
    - ii. Percentage of employees in temporary housing (hotels)
    - iii. Percentage of employees in monthly rentals
    - iv. Percentage of employees purchasing a home
5. Employees commuting patterns
  - a. For employees 18-25 years of age
    - i. Percentage of employees commuting from Pinedale
    - ii. Percentage of employees commuting from Big Piney
    - iii. Percentage of employees commuting from Sublette county
    - iv. Percentage of employees commuting from Rock Springs
    - v. Percentage of employees commuting from Sweetwater county
  - b. For employees 25-35 years of age
    - i. Percentage of employees commuting from Pinedale
    - ii. Percentage of employees commuting from Big Piney
    - iii. Percentage of employees commuting from Sublette county
    - iv. Percentage of employees commuting from Rock Springs
    - v. Percentage of employees commuting from Sweetwater county
  - c. For employees 36 years of age or older
    - i. Percentage of employees commuting from Pinedale
    - ii. Percentage of employees commuting from Big Piney
    - iii. Percentage of employees commuting from Sublette county
    - iv. Percentage of employees commuting from Rock Springs
    - v. Percentage of employees commuting from Sweetwater county
6. Employees family decision
  - a. For employees 18-25 years of age
    - i. Percentage of employees commuting from Pinedale who plan on permanently locating their families in Pinedale
    - ii. Percentage of employees commuting from Big Piney who plan on permanently locating their families in Big Piney
    - iii. Percentage of employees commuting from Sublette county who plan on permanently locating their families in Sublette county
    - iv. Percentage of employees commuting from Rock Springs who plan on permanently locating their families in Rock Springs
    - v. Percentage of employees commuting from Sweetwater county who plan on permanently locating their families in Sweetwater

- b. For employees 25-35 years of age
    - i. Percentage of employees commuting from Pinedale who plan on permanently locating their families in Pinedale
    - ii. Percentage of employees commuting from Big Piney who plan on permanently locating their families in Big Piney
    - iii. Percentage of employees commuting from Sublette county who plan on permanently locating their families in Sublette county
    - iv. Percentage of employees commuting from Rock Springs who plan on permanently locating their families in Rock Springs
    - v. Percentage of employees commuting from Sweetwater county who plan on permanently locating their families in Sweetwater
  - c. For employees 36 years of age or older
    - i. Percentage of employees commuting from Pinedale who plan on permanently locating their families in Pinedale
    - ii. Percentage of employees commuting from Big Piney who plan on permanently locating their families in Big Piney
    - iii. Percentage of employees commuting from Sublette county who plan on permanently locating their families in Sublette county
    - iv. Percentage of employees commuting from Rock Springs who plan on permanently locating their families in Rock Springs
    - v. Percentage of employees commuting from Sweetwater county who plan on permanently locating their families in Sweetwater
7. Income
- a. Average income of employees that are 18-25 years of age
  - b. Average income of employees that are 26-35 years of age
  - c. Average income of employees that are 36 years of age or older

#### **Recommendations for monitoring.**

Once the data identified above is collected, the goal will be to estimate those elements that are still missing. For example, family size and age of the children in the family is a moving target that would be difficult for industry to gather in their ten year forecasts that are updated annually. It is envisioned that this information would be estimated based on the age of the employees moving to the area and whether or not they would be moving their families to the area. Moreover, it is anticipated there will be a number of variables that will be estimated from the base information provided by the oil and gas industry. So the total amount of information disseminated to the impacted entities will exceed the base data being requested from industry.

After the data is collected and the missing pieces of information are estimated, that information would be distributed to the impacted local entities. It is envisioned that they would then use that data to develop mitigation strategies that are specific to their individual needs. This would then allow them to plan for the anticipated impacts rather than simply reacting to an impact after the fact. For example, if the Sheriff's department had advanced notice regarding the estimated number of employees and associated family members expected to move into the area, based on past experience they could develop a mitigation strategy designed to handle the situation. Likewise, social services and the court system could do the same. Also, Planning and Zoning could be gearing up to accommodate the expected impacts, developing the infrastructure capacity, and drafting housing decisions that would be designed to accommodate the new people expected to be living in the study region.

In summary, the monitoring strategy is multifold. First, the goal is to develop an automated system and have industry use that standard system to gather the requested information. Secondly, the information gathered by industry would be used as a base to estimate the missing variables. Third, a standardized report would be produced on an annual basis and distributed to the impacted entities. Feedback would be gathered from the impacted entities to ensure that the data being collected and disseminated is useful. And finally, activities of the impacted agencies would be monitored to ascertain whether or not useful mitigation strategies are being developed based on this effort.

**Recommendations for mitigation.** None at this time

# Local Economy

**Available data.** The following types of data are known to be available (at least for certain years). Undoubtedly other sources exist but have not yet been encountered.

- Employment by industry sector and associated wages ( [http://doe.state.wy.us/LMI/toc\\_202.htm](http://doe.state.wy.us/LMI/toc_202.htm) )
- Sales, use, and lodging tax revenues ([http://eadiv.state.wy.us/s&UTax/Report\\_FY04.pdf](http://eadiv.state.wy.us/s&UTax/Report_FY04.pdf) )
- Local government tax revenues (<http://revenue.state.wy.us/PortalVBVS/DesktopDefault.aspx?tabindex=3&tabid=10> ) and <http://www.wyotax.org/fiscalfacts.htm>
- Total personal income, per capita personal income, employment (<http://www.bea.doc.gov/bea/regional/reis/> )
- Median household income (<http://eadiv.state.wy.us/wscd/wscd21.pdf> )
- Personal income by type (earned, investment, transfer) (<http://www.bea.doc.gov/bea/regional/bearfacts/action.cfm?fips=56035&areatype=56035&yearin=2002> )
- Income to non-employer businesses ( <http://www.census.gov/epcd/nonemployer/2002/wy/WY035.HTM> )
- The economic significance of tourism, hunting and fishing ([http://wyomingbusiness.org/pdf/2001\\_ImpactReport.pdf](http://wyomingbusiness.org/pdf/2001_ImpactReport.pdf) , <http://www.sportsmenslink.org/sportman/> and [http://www.asafishing.org/asa/statistics/economic\\_impact/state\\_reports\\_allfishing.html](http://www.asafishing.org/asa/statistics/economic_impact/state_reports_allfishing.html) )
- Also some amount of trend analysis (see, <http://www.pinedalerm.com/documents/PinedaleSocioeconomicProfile.pdf> , <http://eadiv.state.wy.us/wef/eps.asp> and [http://www.wyomingcda.com/PDFfiles/County\\_Profiles/Sublette\\_County.pdf](http://www.wyomingcda.com/PDFfiles/County_Profiles/Sublette_County.pdf) )

**Past monitoring.** The PAPA ROD required no monitoring of socioeconomic impacts. The above referenced agency websites present economic data that is collected principally for research or taxation purposes. To our knowledge, monitoring of the local economy for management or future manipulation purposes, however, is not being conducted.

**Findings of current monitoring effort.** Due to time constraints, the SocioEconomic TG has not been able to assemble and analyze as much data in the economic realm as we had hoped. Further, straight-forward tracking of local economic indicators is hampered by government re-classification of industry reporting codes during the 1995-2003 review period, by agency reporting lag times, and also by State summaries changing format from annual average employment levels and wages to quarterly data. Still, general observations can be made.

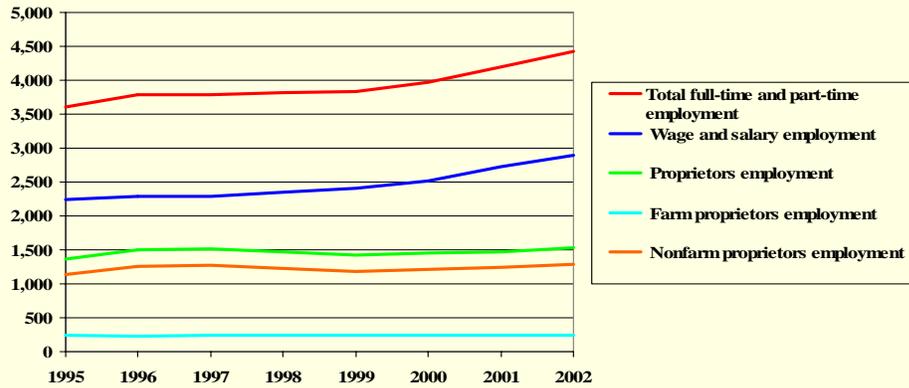
## Employment

Employment figures from the Regional Economic Information System (REIS) for 1969 – 2002 reflect the total full-time and part-time employment by county. These data are derived from a great variety of state and federal agency sources including unemployment insurance payment filings by employers and income tax reporting records. For a detailed explanation of REIS methodologies, refer to <http://www.bea.doc.gov/bea/regional/articles/lapi2002/employment.pdf> . According to this data, Sublette County total full-time and part-time employment has grown by slightly over 22 percent between 1995 and 2002. However, proprietor's employment has grown only about 12 percent during this period. Proprietors in Sublette County comprised about 35 percent of employed persons in 2002. Therefore, the majority of the employment growth in Sublette County has been in wage and salary employment, which sustained nearly a 29 percent increase.

As can be seen on the following graph, growth in Sublette county employment is relatively flat from 1995 through 1998. From 1999 to 2002, however, employment growth in Sublette County was substantial, generally correlating with the exponential increase in the County's rig month totals and other related gas field development activity. Obviously the increased employment in Sublette County is tied to oil and gas industry growth. This is substantiated by REIS data indicating that the bulk of the growth in employment in Sublette County is due to a nearly 29 percent increase in wage and salary employment, which correlates to the increased employment in the oil and gas industry. Employment by sector data, discussed below, also corroborates this conclusion.

# Employment

Sublette County Employment <sup>1</sup>

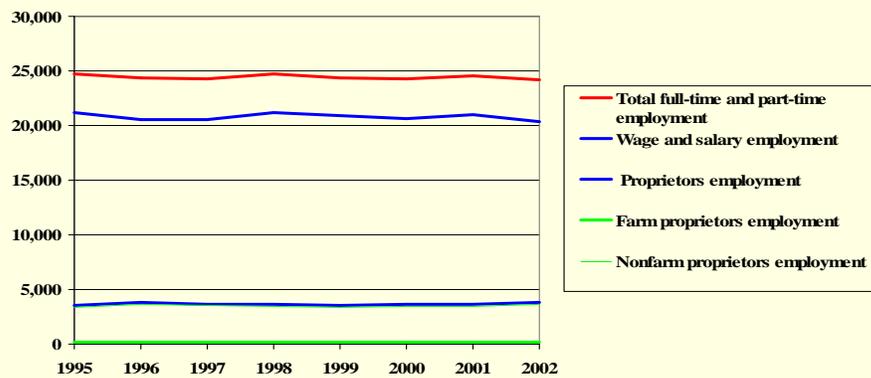


<sup>1</sup> Regional Economic Information System (REIS - 1969-2002)

By contrast, total full-time and part-time Sweetwater county employment went down by slightly over 2 percent during this same timeframe. Wage and salary employment declined by about 4 percent, while proprietor’s employment increased by about 7 percent. Proprietors in Sweetwater County comprised about 16 percent of the employed persons. By volume, the decline in wage and salary employment in Sweetwater County overshadowed the increase in proprietor’s employment, and the result is an overall decline in employment in Sweetwater County for this period.

# Employment

Sweetwater County Employment <sup>1</sup>



<sup>1</sup> Regional Economic Information System (REIS - 1969-2002)

In addition to the REIS data, employment by County is estimated and reported by the Wyoming Department of Employment in two ways: 1) by place of residence (e.g., employment of persons who are residents of Sublette County including proprietors and no matter where they work) (at <http://doe.state.wy.us/lmi/laus/toc.htm>) and 2) by place of work (e.g., employment of persons who work in Sublette County and are covered by unemployment insurance, i.e., employees only) (at [http://doe.state.wy.us/LMI/toc\\_202.htm](http://doe.state.wy.us/LMI/toc_202.htm)). These employment figures are largely a composite of estimates based on voluntary surveys of employers, data from State unemployment tax collections, the US census department's population estimates, and other factors. Periodically 'benchmarked' and checked for quality control, these figures are considered quite reliable overall (personal communication with Brad Payne, Senior Statistician, Department of Employment Research & Planning Division, 473-3827). Given the fact that the REIS and State data track different variables, they cannot be compared directly. The general trends illustrated by tracking both data sets, however, are similar enough that general observations are offered about the trend of the State's employment estimates for Sublette and Sweetwater Counties

Paralleling the trend of the above presented REIS employment data, Sublette County employment by both State measures grew only slightly from 1995 through 1999. From that point forward, however, there was a substantial upturn in employment by all measures. After 2002 (the most recent year for which REIS data is available) State employment data indicate that the employment growth rate rose. It is anticipated that when it becomes available, REIS data will also reflect the increased growth in employment in Sublette County from 2002 to 2004.

Again, paralleling the trend shown by REIS data, State data indicate that Sweetwater County employment generally fell from 1995 until 2002 (the most recent year for which REIS data is available), and following 2002 it shot up steeply. It is anticipated that when it becomes available, REIS data will also show a major reversal of trend and will show Sweetwater County employment burgeoning in 2003 and 2004.

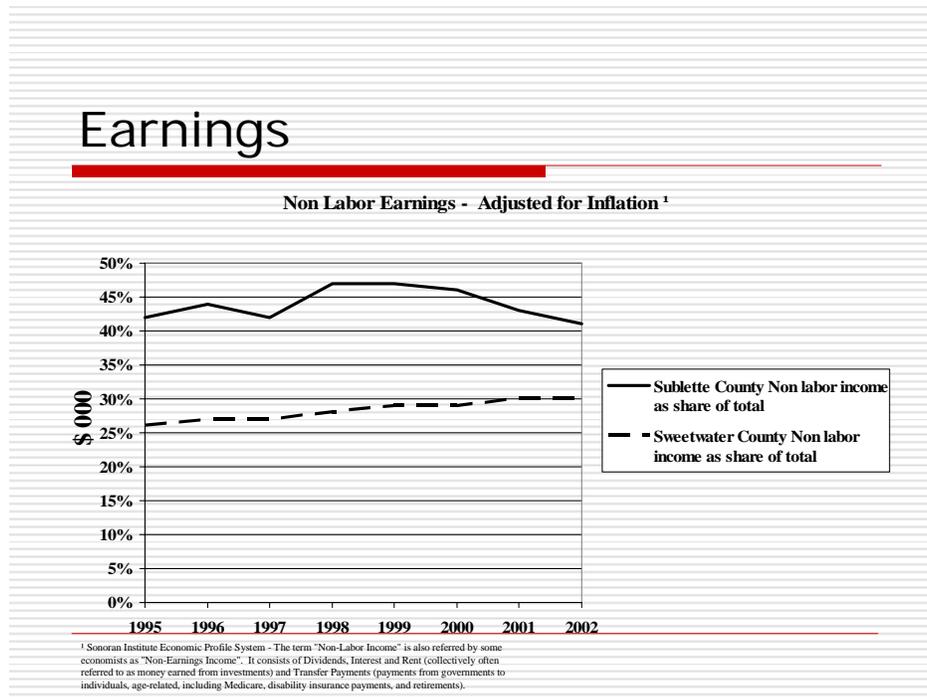
The PAPA EIS specified that "a 10 percent change in county government revenues or in county-wide employment" would constitute a Significant impact (1999 PAPA EIS p. 4-14). Since BLM's issuance of that statement, county-wide employment has in fact well exceeded the specified 10 percent change on all fronts related to employment. The REIS data presented in the graphs reflect that total wage and salary employment surpassed this threshold by rising 15.2 percent between 1999 and 2002. The more current State-generated estimates indicate that the upward trend in employment accelerates after 2002, so the threshold of a 10 percent increase in county-wide employment has been far surpassed regardless of the data source. As manifest in other sections of this report (i.e., crime, social services), the SocioEconomic impacts of PAPA development have been significant.

Employment by sector. In Sublette County, government (including school) was consistently the largest employer during the tracking period, according to Wyoming Department of Employment statistics regarding jobs covered by unemployment insurance ([http://doe.state.wy.us/LMI/toc\\_202.htm](http://doe.state.wy.us/LMI/toc_202.htm)). In the private sector, mining-related (overwhelmingly oil & gas-related) employment was consistently high relative to other sectors over the review period, and accounted for 558 (23%) of the 2389 persons employed in private industry in the third quarter of 2003; of note, a sharp upturn in mining employment is apparent in 2003. Employment in the accommodation and food services sector wavered somewhat but generally rose during this period, employing 424 people in the third quarter of 2003. Construction employment (including heavy construction and dirtwork) fluctuated considerably over the period, and accounted for 338 persons in the 2003 third quarter. Employment in agriculture is both relatively low and steadily declining, occupying only 126 people in the County in the third quarter of 2003. Combined finance, insurance, and real estate (FIRE) industries are also a rather small employment sector, but grew steadily over the review period, employing 89 people in the County in the 2003 third quarter. Employment by automotive and service stations in the County was steadily on the rise while recorded specifically, and likely substantially outstrips employment by either FIRE or agriculture, but no specific data is available due to reclassification of industry codes midway during the review period. Manufacturing comprises a relatively minor employer in the County and fluctuated slightly upward during the period, but lost ground as percentage of the overall employment market, employing 48 people in the third quarter of 2003; manufacturing has been targeted as one of the most underrepresented industries in Wyoming that pays a living wage (see article at <http://doe.state.wy.us/lmi/0503/a1.htm>). In sum, the both already large government and mineral extraction sectors gained market share over the period, further narrowing the local economic base.

Per capita income. Regarding average earnings per job in Sublette County, the mining sector pays best (\$1089 per week in the last quarter of 2003), followed by the federal government (\$870 per week) and then finance and insurance (\$738 per week). With the relative rise of these sectors, average earnings per job in the County rose over the review period. Including all sectors, average earnings per job in Sublette County in 2002 was \$587 per week. ([http://doe.state.wy.us/LMI/03Q4\\_202/03q4t86.htm](http://doe.state.wy.us/LMI/03Q4_202/03q4t86.htm) )

It should be noted that personal income to County residents is a function of both earned and unearned income. Sublette County is unusual and differs substantially from Sweetwater County in its relatively high and growing rate of unearned income, largely a reflection of late-middle aged immigrants bringing portfolios of investment income with them. In 2002, Sublette County had a per capita personal income of \$31,331. Per capita, this was made up of an average of \$18,512 net earnings, \$9,550 dividend, interest and rent receipts, and \$3,269 retirement, government assistance, unemployment and other transfer receipts. (<http://www.bea.doc.gov/bea/regional/reis/action.cfm?catable=CA30&areatype=56000&years=2002,2001&fips=56035&format=htm> )

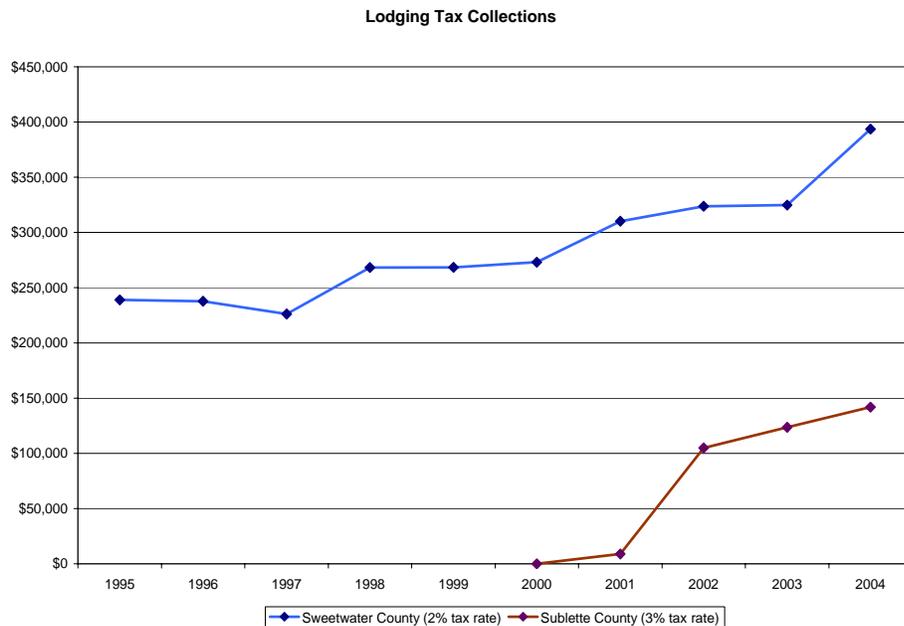
In 1998, Sublette County’s unearned income as a share of total county income began to decline, as illustrated on the graph below. Declines in non-labor income to Sublette County residents could serve to reflect a waning immigration rate among amenity-seekers, and so may signal that the area is less ‘desirable’ than previously. Other factors, however, such as a rise in average earned income by residents, could also affect the proportion of unearned income in the County. Considering the gravity of the former scenario and its adverse implications for a sustainable economy, further investigation of this phenomenon and identification of contributing factors is warranted.



Local tax collections: Wyoming permits the application of **lodging taxes** at rates ranging from 1% to 3%. The tax may be applied to an entire county or to specified incorporated municipalities within it, dependent on local elections; a local election passing the tax is required. This is a tax on accommodations (at motels, bed-and-breakfasts, etc.) for stays less than 30 days in length; room rentals in excess of 30 days such as occurs with gasfield employees are exempt from this tax. ‘Outfitters or Hunting Guides’ are exempt from collecting lodging taxes, with some dude ranches qualifying under this exemption. All collections (less a 2 percent state administrative cost during the first year the tax is imposed, and a 1 percent thereafter) are distributed to the cities, towns and counties of origin. At least 90 percent of the tax distributions must be used to promote travel and tourism within the county, city or town imposing the tax. The amount remaining, not to exceed 10 percent of the total amount distributed, may be used for general revenue within the governmental entity imposing the tax.

A 3% lodging tax was instituted in Sublette County in 2001. Lodging tax collections have risen considerably over the 2001 through 2004 period, with by far the steepest jump occurring in 2002. Given that the tax is relatively new, it is suggested that appropriate collections by all accommodations services in the county may not have been made since its inception. It should be noted that lodging tax collections would not be an accurate measure of lodging occupancy rates, owing to the exemption of stays over 30 days, which are believed to have been common lately. The significance of these lodging tax collections, thus, lies only in the tax revenue to the county.

In 1991, Sweetwater County adopted a 2% lodging tax. Lodging tax collections in Sweetwater have risen steadily and generally moderately throughout the 10 year monitoring period, but with a sharp rise apparent in 2004. It is not understood why the 2003-2004 trends in Sublette and Sweetwater County are so different.



Since 1993, the state-imposed **sales and use tax** rate has been 4 percent, with 72 percent allocated to the State General Fund and the remaining 28 percent going to the county of origin. The portion returned to the counties is divided among county government and incorporated municipalities based on population. Unincorporated towns such as Boulder, Daniel, Cora and Merna are administered by the county. Since July 1, 2002, the state share reduced to 70.5 percent.

Beginning in 1973, Wyoming counties were granted the option to impose an additional 1 percent sales tax and use through public election. The optional sales and use tax revenue, less administrative costs, is returned to the county of origin.

In addition to the aforementioned county optional tax, any county, through public election, may impose an additional excise tax of up to 1 percent on retail sales made within the county. The revenue generated from this tax is designated solely for the planning, construction, furnishing, equipping, and debt servicing for any capital improvement project as authorized through public election. This tax is referred to as the 1 percent capital facilities option tax. Distribution of collections of this sales and use tax are made in the same manner as the optional tax, with collections, less only administrative costs, returned to the county of origin.

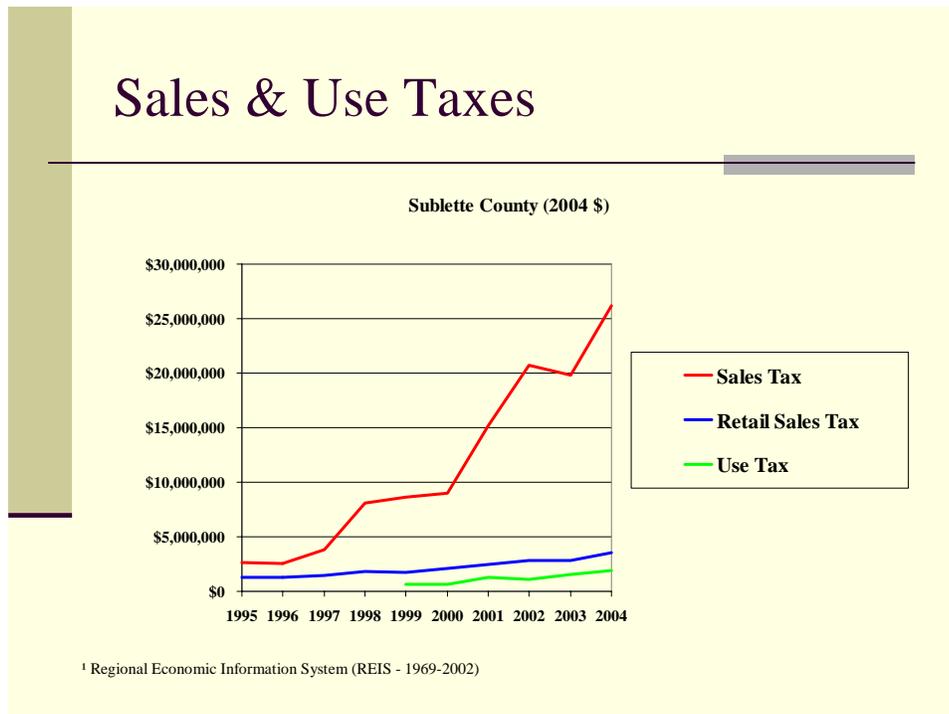
Sublette County has not added to the State base tax rate; sales and use taxes are at 4%. Sweetwater County in 1974 adopted a 1% additional general purpose tax and in 2002 adopted a 0.5% specific-purpose tax; sales and use taxes in Sweetwater County are currently at the rate of 5.5%.

In Sublette County, sales tax collections since 1999 have risen 234% (more than tripled). County sales tax collections rose each year between 1999 and 2004, with the largest gains occurring in 2001 (why ??) and in 2004 (apparently a reflection of the gas drilling activity boom).

In Sweetwater County, sales tax collections since 1999 rose 29% (are 129% of what they were). County sales tax collections rose each year during this period, with the biggest jumps in 2002 (when the capital facilities tax was added) and in 2004 (with the surge of gas field activity ??).

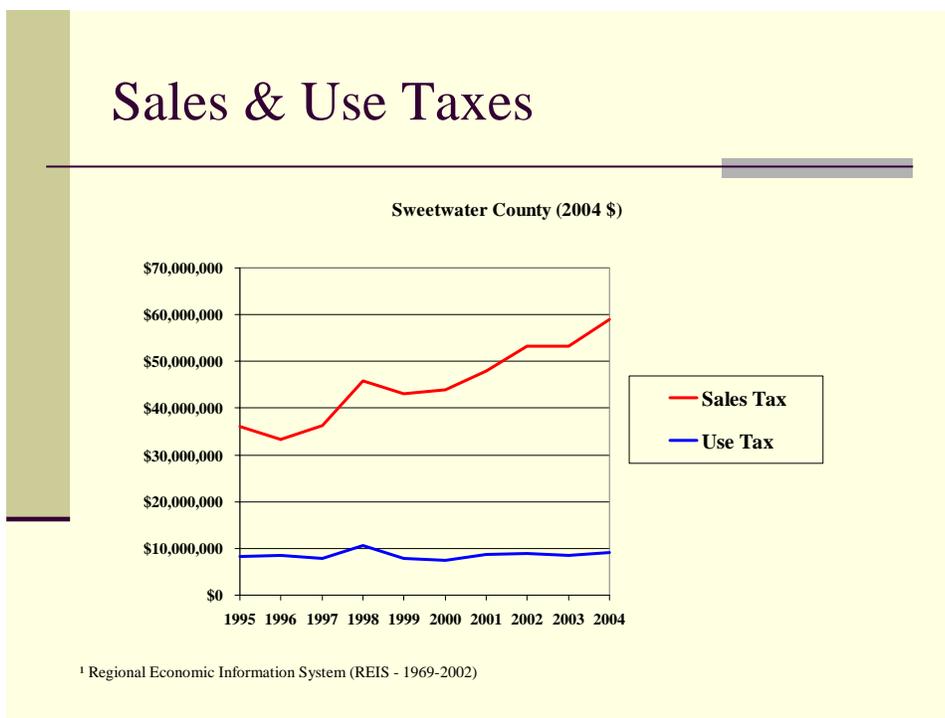
State use tax is imposed on purchases made outside a taxing jurisdiction for first use, storage, or other consumption within that jurisdiction. Thus, the use tax prevents sales tax avoidance, or payment of a lesser tax rate by making purchases outside of the taxing jurisdiction where first use, storage, or other consumption will occur. Wyoming taxing jurisdictions are the State of Wyoming, and/or each Wyoming county. State use tax is shared between state government and the county of origin on the same distribution basis as sales tax.

In Sublette County between 1999 and 2004, use tax collections have risen 255% (nearly quadrupled). In 2002, use tax collections in the County dropped, but otherwise collections rose each year. The biggest gain occurred in 2001 (why?). In 2004, the ratio of use taxes to sales taxes collected was about 1: 14 for the County.



In Sweetwater County between 1999 and 2004, use tax collections rose 51%. Collections rose fairly steadily each of these years. In 2004, the ratio of use taxes to sales taxes collected is about 1: 6 for the County.

## Sales & Use Taxes



The ratio of sales to use taxes collected varies appreciably between Sublette and Sweetwater Counties, for reasons not discerned. The discrepancy appears to bear some investigation.

The collection of sales and use taxes is overseen by the Wyoming Department of Revenue, Excise Tax Division which maintains 9 field offices. The Thayne office (883-2934) oversees Sublette County collections and the Rock Springs office (352-5291) administers Sweetwater County. The TG would like a clearer understanding of how the collection system works, how compliance is assured, and the level of confidence in compliance with both sales and use tax submissions.

Ad valorem taxes, minerals taxes, and property taxes, along with more minor cigarette, liquor and miscellaneous taxes, are also collected and distributed. These comprise the lion's share of local government revenues, but due to lack of time, statistics associated with these taxes have not been collected for this report.

**Recommendations for monitoring.** Local economies are being increasingly overtaken by gas-extraction related business (e.g. motels, restaurants, gasfield support services), and their direction and very existence are generally driven by immediate market forces. In order to be prepared for the inevitable 'bust', however, local communities must work toward sustainable economies that would gradually take over as the energy-extraction economic base subsides. Monitoring of the local economy is the first step toward development and implementation of an economic diversification plan.

The TG recommends that economic diversity monitoring efforts be undertaken, consisting of identifying and adding monitor variables beyond those currently included in the SETG monitoring spreadsheet, as well as gathering annual update data for items identified. Due to lack of time, many data items for Sweetwater County were not collected for incorporation in this report; this should be done. Of note, the economy and related dynamics of Sublette County are not homogeneous across the County. With an eye toward possible application to development planning, it is strongly recommended that conditions and trends in the Big Piney/Marbleton and Pinedale areas be tracked separately wherever possible. Investigation of the factors contributing to and causes of the decline of unearned income as a share of personal per capita income in the County is also needed. The Sublette County Chamber of Commerce would appear to be the logical local entity to monitor or collaborate in monitoring the economies of communities in Sublette County in preparation for work toward economic diversification. Funds to support economic diversity related monitoring might be available through the Wyoming Business Council.

The importance of recreation, tourism, and hunting and fishing to the local economy has historically been great, particularly in northern Sublette County. As part of the economic diversity monitoring effort and separately with an eye toward assessing PAPA development impacts, levels of these activities should be closely monitored. Some economic data is available in the Game & Fish Dept. annual Herd Unit Reports and may prove a useful measure. Any loss or degradation of wildlife habitat resulting in significant game population drops would directly impact the local economy. Considering the already wide scope of

charge for the SocioEconomic TG, it is recommended that a separate Recreation TG or a sub-TG for Recreation be established, and that recreation planning professionals as well as interested citizens be found to populate it.

Collection and analysis of tax revenue data beyond what we have accomplished is also recommended. Taxes *collected* in Sweetwater and Sublette Counties by type (and within that by industry sector or other source) should be tracked and examined. Equally important is the *distribution* of those funds among the various local entities and issues identified for monitoring. Figures of total annual revenues (including liquor license sales etc.) to the municipalities, Sheriff's and fire departments, Health Care Board, SAFV/SASH, mental health services, and so forth should be gathered and compared with trends in impacts to those same resources.

#### **PAPA ROD recommendations for mitigation - discussion.**

The PAPA ROD (p. A-34) recommended five mitigation and monitoring opportunities' to operators and the State of Wyoming, two of which are pertinent here and read as follows.

- *The operators could require that all contractors and subcontractors obtain a sales and use tax specifically for Sublette County and require that all purchases of materials be made on a Wyoming license and taxes remitted under the Sublette County license. This is generally known as the Direct Payment of Tax Technique. This technique would maximize local receipts of sales and use taxes.*
- *The operators could track local and state tax payments from their activities on the Pinedale Anticline and report these payments during the annual development review workshops.*

The current status of Direct Payment of Tax procedures is currently being investigated by the TG. The TG may wish to make a recommendation on this topic in March.

#### **Current recommendations for mitigation.**

After establishing economic diversity baseline monitoring, it is recommended that community business development plans to enhance diversity, sustainability, and TG-monitoring-identified Quality of Life indicators be initiated and implemented. It is also recommended that the Chamber be encouraged to continue and expand their employee recruitment services to local businesses.

# Education

The State's founding fathers had very strong feelings about the need for education throughout the State of Wyoming. They further felt that educational issues were best handled at the local level. They wished to create a system that provided for adequate funding of schools, established parameters requiring some allegiance to a State authority and yet, allowed for local control of educational programs. Thus, we have evolved to the system that we have today. Each of the 48 school districts in the State of Wyoming is an autonomous political subdivision of the State. As such, each one has its own elected body of trustees and develops its own organizational structure for operations. So long as the district works within parameters established by Wyoming Constitution, abides by statutes developed through the Wyoming legislature and complies with rules/regulations promulgated by the Wyoming Department of Education, the district is able to steer its own course in history. And while each district is able to "steer its own course", regular periodic compliance reports submitted to the Wyoming Department of Education by each district generally assures availability of regular and consistently reported demographic data. Each district is then able to best assess its own needs based upon strong historical information in its possession. Under present development scenarios (PAPA, Jonah and Jonah II), what the districts are lacking is the ability to accurately forecast "bust and boom" enrollment data. Both of these could have significant effects on area schools.

**Available data.** Sublette County has two school districts operating within its borders: Sublette County School District Number One, Pinedale, Wyoming generally serving the northern population of the county and Sublette County School District Number Nine, Big Piney, Wyoming generally serving the southern population of the county. School enrollment graphs for both districts are included in the task group's report. The graphs were generated from historical demographical data within the task group's spreadsheet. In an effort to aid future analysis of school district demographics, the following items are included in the spreadsheet as well:

- a) School enrollments by grade level (elementary, middle school and high school);
- b) Numbers/percentages of identified special education students;
- c) Year-end average daily membership (ADM) numbers;
- d) Numbers/percentages of identified free/reduced lunch recipients.

**Current monitoring effort findings.** For Sublette County School District Number One, one can see that for the period of 1995 through 2001, enrollments in Pinedale's schools were relatively flat. Then, coinciding with increased energy development in general, we see a gradual upswing in student enrollments. While the numbers for 2002, 2003 and 2004 may not represent significant impact, we must consider the nature of development in the area's energy fields. Most of the significant **gas** development in the PAPA is within the physical borders of the Pinedale school district. Increases in the historical enrollment generally reflect the quality of life items in the Pinedale area and peoples' wishes to live here. Greater enrollment increases are reflected after 2002 and are attributed to the increase in gas field activity.

For Sublette County School District Number Nine, one can see that for the period of 1995 through 2002, enrollments in Big Piney's schools were actually on a downward to flat trend. Then, in 2003 their enrollments also came back up somewhat. The difference in the enrollment statistics between the two districts is felt to be the nature of energy development in each district. Historically, the Big Piney school district has been the district with the greatest amount of **oil** development occurring within its borders. Hence, as oil development declined in the mid to later nineties, so did school enrollments in Big Piney.

Both districts have some ability to handle some growth within their present facility configurations. These configurations are dependent upon educational programs administered and student enrollments. Over the years, each of these two districts has been independently affected by energy development within its political borders. Both have been through "boom and bust" times. While historical demographic data of various types are available for each of the districts, the educational leaders of both districts intimated that they have two major concerns resulting from Pinedale Anticline Project Area development: 1) an accurate forecast of student enrollment growth or decline within their district and, 2) policy implementations by major employers in the PAPA which would have a significant affect on the growth or decline of the district's student enrollment. Ideally, each district would like to have data provided to them detailing the number of children (ages 1 through 18) of PAPA employees who will be residing within the boundaries of either district. The districts would prefer to have that information provided along with the age distribution of those numbers. It is only with this information that the districts would be able to accurately determine operational education needs (teacher contracts, supplies, materials) as well as capital infrastructure needs (facilities).

While the Wyoming Department of Education, the Wyoming School Facilities Commission and school districts presently have enrollment forecasting methods (Cohort-survival method), this forecasting tool utilizes birth and death rate statistics and does not take into account rapid shifts in population resulting from energy development or changes in the rate of energy development(up or down). Through school year 2003-04, neither district has experienced a major shift, up or down, believed to be attributed to PAPA development. However, it is felt that the reason for this is the evolutionary nature of the PAPA

development and the restrictions that have been previously placed upon PAPA operators by federal agencies (restricted winter drilling). It is not presently known what effect the recent changes in restrictions on those operators will have on area demographics. It is also felt that impact in the Sublette County area will be experienced through the “accumulative effect.” That being, that Sublette County has several major energy development activities taking place (PAPA, Jonah Infill, South Piney CBM, Schute Creek Sour Gas Addition, etc.). It is generally felt that all of these activities combined will have a greater effect than what we are presently seeing. This will be especially so with recent changes in the numbers of wells being developed and changes in the distances between well heads being revised.

**Recommendations for future monitoring.** To best enable the local districts and agencies to make decisions based upon the best information available, it is our feeling that the various demographics provided in our task group’s baseline spreadsheet need to be updated and monitored on an annual basis. Doing so will enable ongoing analysis particularly with the significant shifts in development taking place in the energy fields(almost on an annual basis field operators are increasing the numbers of wells, the location of well pads and the rate of extraction of product desired).

To monitor the quality of education in the two districts and what, if any, effect the increasing enrollment numbers may have on that quality of education, it is suggested that annual Wycas testing results be included in the demographics as well. Wycas was adopted by the State Department of Education as the standardized testing product required of all Wyoming school districts approximately 4 years ago. The aggregated results of the testing by district is released each year.

And again, as intimated by both districts, accurate forecasts of student enrollments is the most important information needed to help plan for future school needs. It is felt that the best information of forecasting future enrollments would best be provided through a professional socioeconomic analyst hired or contracted to collect, analyze and interpret the data. It is also felt that the best demographic forecasts based upon rig counts and PAPA employer surveys need to be developed to be able to provide accurate, reliable data concerning significant increase (or decrease) in school student population.

**Recommendations for mitigation.** At this time, due to the evolutionary nature of the development taking place in the energy fields, a significant impact on the schools does not appear to be occurring. However, it is felt that significant impact will notice to start taking place in the very short future and that the impact will continue. Mitigation requirements will have to be identified and interpreted as we see what trends start to emerge.

# Housing & Infrastructure

## NOTES REGARDING THE PAPA EIS

The 1999 PAPA EIS, under section 4.4.2 Significance Criteria, the following is stated:

*“For socioeconomic resources, a significant impact is defined as follows:*

- *Increased demand for housing resulting from project activities which exceeds supply;*
- *Short- or long-term increases in demand for local government facilities or services which exceed existing capacity and are not offset by adequate revenues from continued exploration and development; or*
- *A 10 percent change in county government revenues or in county – wide employment”.*

In the same section of the document, the EIS concluded:

*“... increased direct and indirect local employment is expected to be negligible. Continued exploration and development is not expected to increase housing demand above that presently available, although some workers may decide to occupy motels in Pinedale, particularly in the winter when rates and occupancy are low. With the exception of ambulance service, increases in demand for local government facilities or services are not expected to exceed capacity. Adequate revenues should be generated by the project to cover any additional costs incurred by local governments.”*

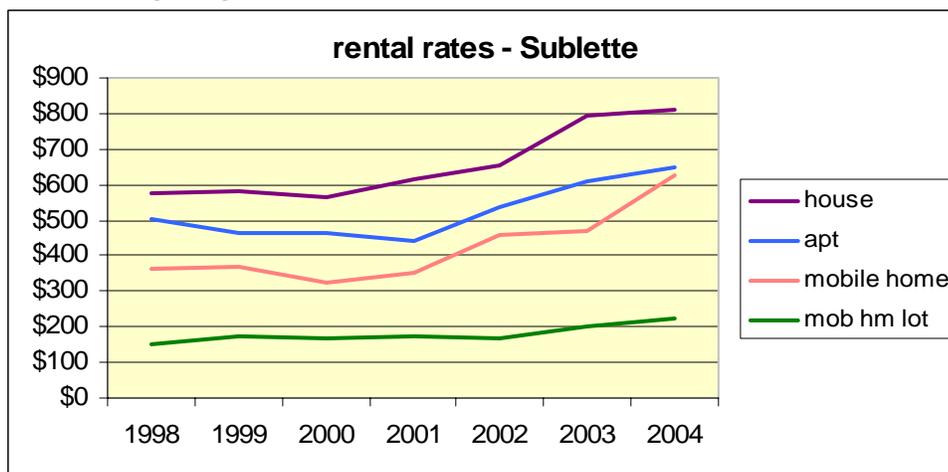
Given the data and analysis presented below in this report, the PAWG board can clearly see that the above statement is erroneous at best. We clearly show that impacts as defined by the EIS for Socio-economics have been significant. Projections into the future show yet greater impacts in these regards.

## FINDINGS OF CURRENT MONITORING EFFORT

The task as defined is to determine what is currently being monitored, suggest what areas need to be monitored, and how that monitoring should be done so as to measure possible future project impacts. The following discussion references and presents housing and infrastructure-related data which are currently being monitored in some form by State and local agencies and entities. Trends shown by these data are also illustrated.

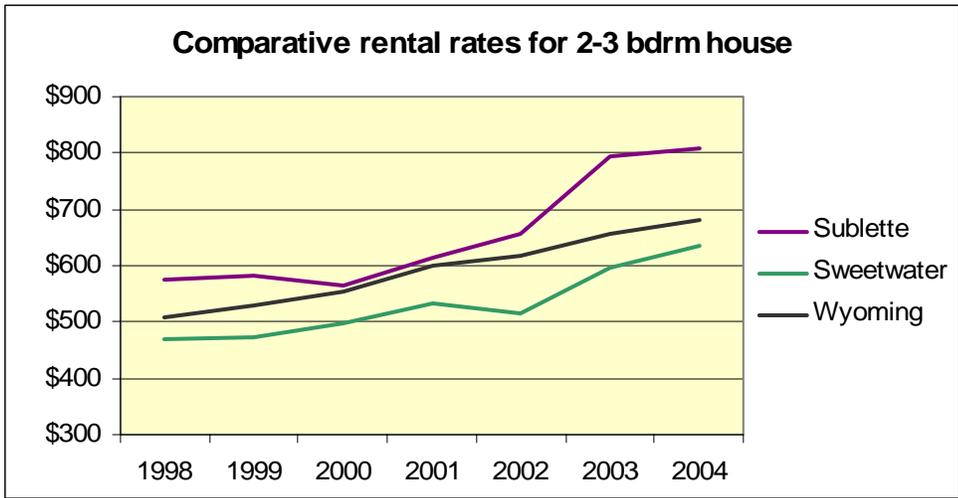
## RENTAL MARKET

State semi-annual survey data on housing rental rates in Sublette County were examined ( <http://www.wyomingcda.com/PDFfiles/Profile-Vol-II-06-02.pdf> ) . Similar to other trends seen in this report, noticeable upward jumps are discernable beginning about 2001.



Source: [http://eadiv.state.wy.us/housing/Rental\\_rates4Q02.pdf](http://eadiv.state.wy.us/housing/Rental_rates4Q02.pdf)  
with some years provided by Justin Ballard, Dept of Econ Analysis, 777-7504

Sublette County average rental rates for a 2-3 bedroom house were compared with Sweetwater County and the State. As reflected on the graph below, a marked upturn occurred in both Sublette and Sweetwater Counties beginning in 2001.



Rental prices and availability are sampled via a semi-annual State survey, but the local rental market is without comprehensive monitoring as there is no clearinghouse that would include all activity. Semi-annual rental vacancy surveys conducted by the State (ibid.) report that in Sublette County there were no residential vacancies and a waiting list of 28 in spring 2002, and that one vacant single-family house and a waiting list of 86 existed in spring 2004.

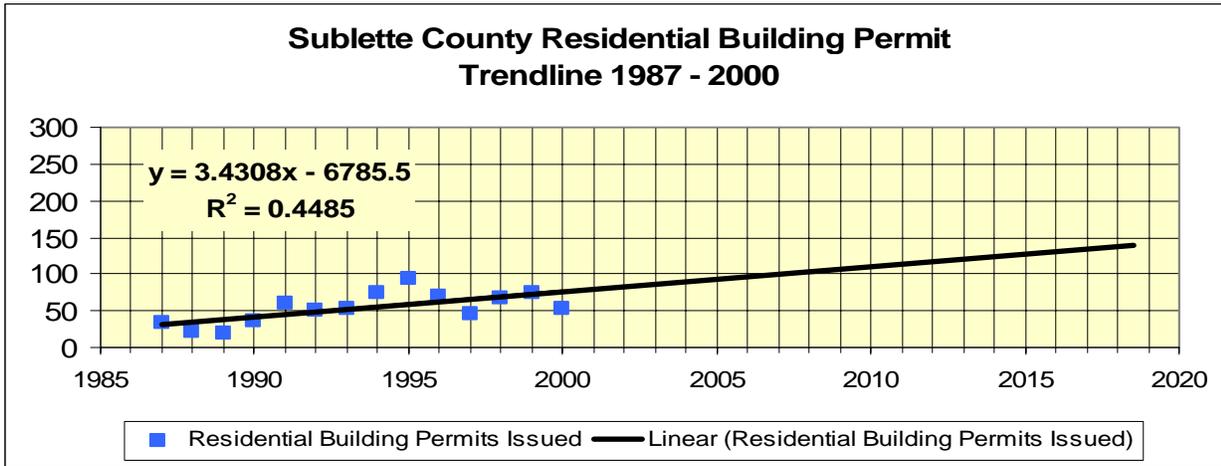
In addition to this rental availability information, the Task Group was able to get an overview of rentals handled by one of our members, inclusive of long term (1 year lease), short term (month to month lease), and weekly rentals (1-2 week stay). Currently few to no vacancies were found to exist. It was reported that long term units continue to be used mainly for the rental family unit. Use of the short term units is dominated by the service companies with a significant appearance for seasonal employees within the community and the gas field. Weekly rentals are occupied primarily by service companies and temporary employees mainly related to the gas field. Clearly there is a shortage in the area in markets for all types of rentals. The hotel/motel environment experiences steadily occupied rooms with generally low vacancy rates. Vacancies occur mostly during the winter months. The recently approved year round drilling seems to have had some significance thus far with a relatively low vacancy rate this winter. Confoundingly, increased winter tourism such as associated with the hockey rink and school sports have also influenced the vacancy situation. With more hotel/motel rooms available, the Pinedale School System now hosts regional sports events that they weren't able to in past years. With the current lack of room availability, there becomes a definite concern for the tourism market.

In sum, the rental market vacancy rate is essentially zero. Businesses are having to supply employees with housing. Specific examples of this are: White Pine Ski Area converting a building into apartments for employees. Sinclair Gas station building an addition for employee housing. Sublette County School District Number One buying housing for teachers and also creating plans for a planned unit development west of Town for teacher housing. Numerous instances of people converting garages into apartments and renting them out. Camping trailers parked on town streets with people staying in them. The timing of this report appears to be at the beginning of significant housing impacts.

**HOUSING GROWTH**

Pre-PAPA Housing Growth (1987 - 2000)

Historical statistics for Sublette County regarding the number of residential housing units authorized by building permits were examined for the years 1987-2000 (data at <http://eadiv.state.wy.us/housing/annlbdg.htm>). Collectively, these reflect the growth in housing during that period. A trend analysis was done of this data to illustrate the number of residential units that would be projected through the year 2020 as part of the County’s ‘natural’ growth scenario. The trendline is based wholly on the linear regression of housing units permitted over those 15 years. The resulting graph is presented below.



Based on the pre-PAPA historic trendline, an estimated 2318 new residential building units (including both single and multi-family dwellings) would be authorized in Sublette County between 2000 and 2020. Of these 1215 would be issued in the next 10 years (2005 through 2015 inclusive). For comparative scale, 3005 residential building units existed in the County in 2002 ( <http://www.wyomingcda.com/PDFfiles/HousConds03FNL.pdf> ).

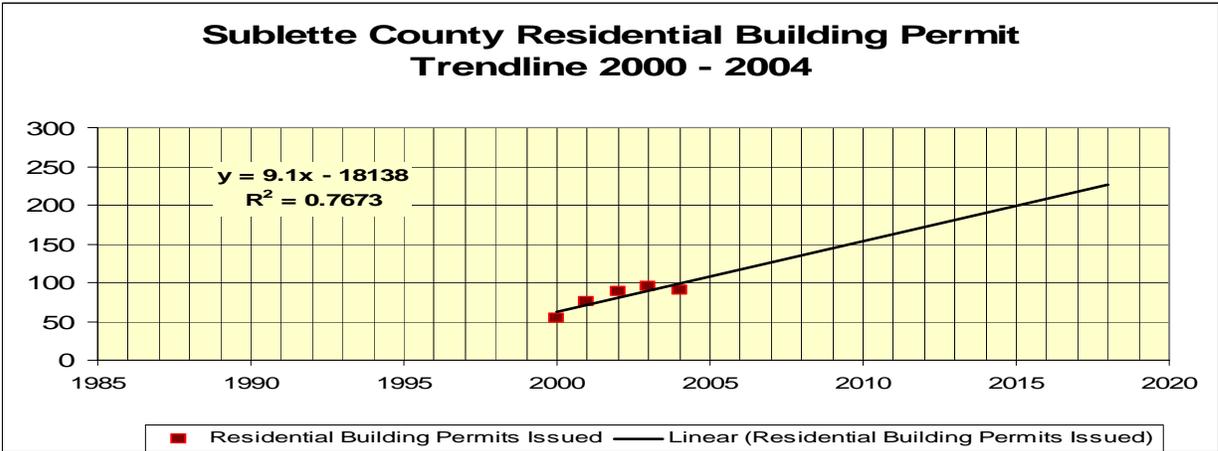
year	projected permits issued	Total since 2000
2000	76	76
2001	80	156
2002	83	238
2003	86	325
2004	90	415
2005	93	508
2006	97	605
2007	100	705
2008	104	808
2009	107	915
2010	110	1,026
2011	114	1,140
2012	117	1,257
2013	121	1,378
2014	124	1,502
2015	128	1,629
2016	131	1,760
2017	134	1,895
2018	138	2,032
2019	141	2,174
2020	145	2,318

Sublette County exhibited a 3.4% annual growth rate over the pre-PAPA period from 1987 – 2000. In other terms, roughly 38 percent more residences are added every 10 years according to this trend. This growth rate is relatively high. For reference, the US population annual growth rate is only 0.6.

( [http://www.prb.org/?Section=Data\\_by\\_Country&Template=/customsource/countryprofile/countryprofile.cfm](http://www.prb.org/?Section=Data_by_Country&Template=/customsource/countryprofile/countryprofile.cfm) )

Post-PAPA Housing Growth (2000 - 2004)

Housing permits issued from 2000 through 2004 were also subjected to a trendline analysis as depicted below. Clearly, the already substantial housing growth trend became steeper after 2000. This trendline projects that 3213 residential building units would have been authorized between 2000 and 2020. Of these, 1684 would be issued in the next 10 years (2005 through 2015). Based on the divergence of the pre and post-PAPA historic trendlines, an estimated 469 new residential building units (including both single and multi-family dwellings) would be authorized in Sublette County in the next 10 years as a result of PAPA influences (1684 minus 1215). Owing to the small number of years establishing this trendline, projections at this point must be considered very tenuous, but still do deserve consideration. Monitoring / updating this data annually is recommended.



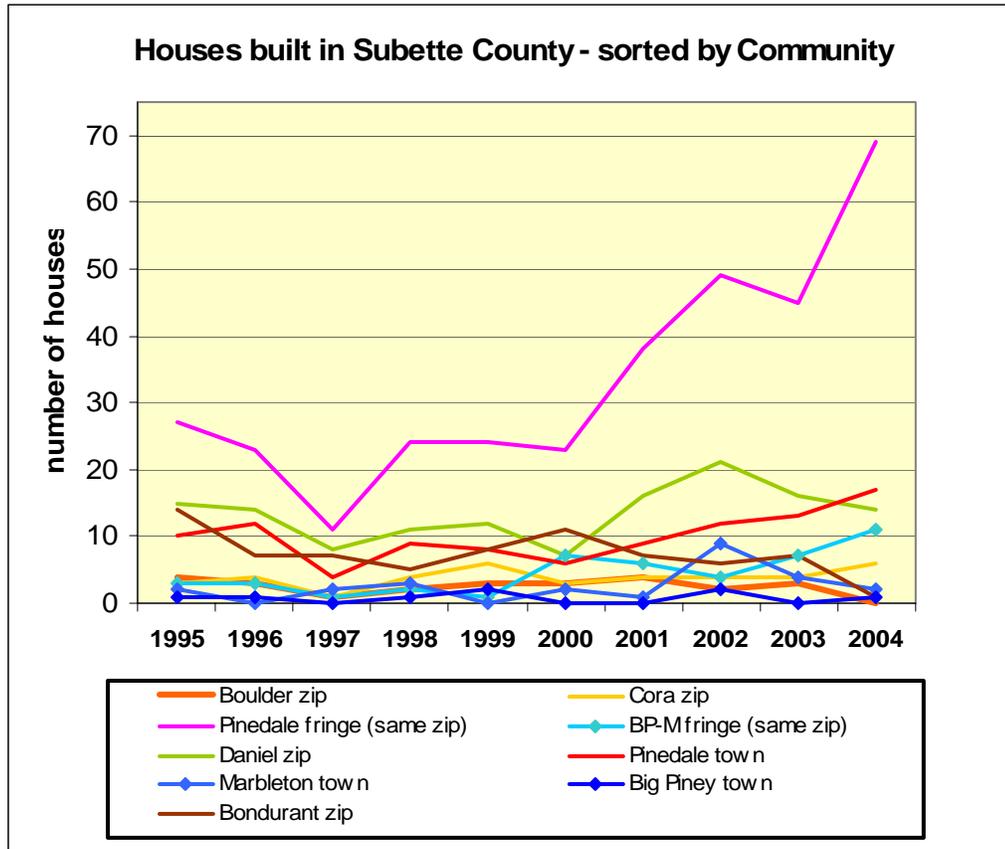
The recently released 2005 Wyoming Housing Needs Forecast final report ([http://www.wyomingcda.com/PDFfiles/FRCST\\_2005\\_FINAL.pdf](http://www.wyomingcda.com/PDFfiles/FRCST_2005_FINAL.pdf) ) and the draft Profile of Wyoming Demographics, Economics and Housing Semi-Annual report through December 31, 2004 were also examined regarding housing growth predictions for Sublette County. We have learned, however, that the Sublette County forecasts are currently under review for possible revision upward (personal communication with Robert Gaudin, Western Economic Services for WCDA, (866) 937-9437). If revisions are to be made, they should be available within a month or so (ibid.)

Housing permit issuance data could be found only on a County-wide basis. Because this data covered the longest time span, it was used for the above trendline analysis.

Housing construction data was also gathered as discussed below. (Housing permits do closely follow houses constructed, and a graph correlating these is available upon request.) In the course of obtaining the most recent permit and construction data, a complicating factor was encountered: manufactured homes, including both mobile homes and modular homes, are not uniformly issued construction permits (personal communication with Darlene Staley, Sublette County Zoning Office). For residential monitoring and projection purposes, this tracking gap is particularly problematic since permit applications for 49 manufactured and 11 mobile homes were received in the County in 2004 (ibid.).

Housing Growth by Community

Housing construction data sorted by community was provided by Sublette County for the years 1995 – 2004 and is graphed below. Examination of this data indicates that growth in housing is highly variable geographically within Sublette County. The Pinedale area is clearly receiving the most growth, with the great majority of this occurring in the ‘fringe’ area beyond the Town limits.

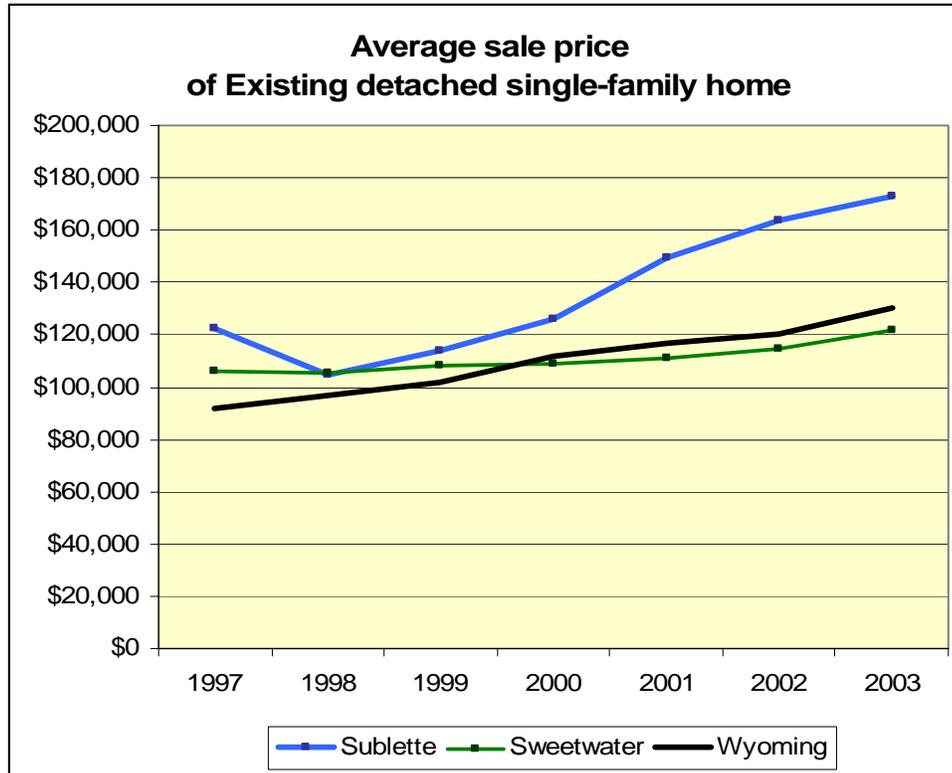


Municipalities also keep building permit statistics. Building permits filed with the municipality of Pinedale from 1998 onward were examined by the Task Group to see if any impacts could be observed. These permits are required for construction of fences, garages, sheds, commercial buildings etc., in addition to residential units. While residential unit growth thus is not directly measured by these figures, trends in construction activity in the Town are reflected. Review of the data (please refer to the SETG spreadsheet) indicates that construction in Pinedale undertook sharp growth in 2001 and again in 2004.

Overall, the most significant increases in building are in single-family housing, multi-family housing, motel/hotel units, and the large amount of land being developed around the Town of Pinedale. The percentage increases are extreme. The “fringe area” land development is particularly alarming, due to water quality issues arising from a large increase in septic systems.

### Housing Purchase Cost

Average sales prices of existing detached single-family homes in Sublette County were examined and compared with Sweetwater County and the State, as reflected on the graph below. As with other trends noted in this report, a distinct upturn occurred in Sublette County in 2001, generally correlating with the County rig month count.



Housing price data available to licensed realtors through the Multiple Listing (MLS) Market Statistic Report was also consulted. These statistics do not include FSBO (for sale by owners) sales, however those sales likely reflect similar values as the sellers and buyers operate under the same basic criteria (i.e. appraisal market based values; lender requirements, similar fees with the exception of Real Estate Commissions).

Concerns with averaging residential lot sales prices are recognized. For example the 'Building Sites Sales' summarized below include simple seasonal lots within the Barger Subdivision selling between \$3,000 and \$7,000 per lot, as well as river frontage building sites that sold at \$350,000. Similar to any statistical report, we must tolerate the term "average sales price", fully realizing the origin of that data and interpreting it accordingly.

**Statistics from the Teton Board of Realtors Market Statistic Report  
Area: Boulder, Cora, Daniel, Pinedale**

2003		2004	
Residential	94 homes sold Average Sale Price of \$184,646	Residential	99 homes sold Average Sale Price of \$237,729
Multi-Unit	1 sold \$122,500	Multi-Unit	4 sold Average Sale Price of \$92,250
Building Sites	125 sold Average Sale Price of \$57,138	Building Sites	161 sold Average Sale Price of \$70,316
Commercial	5 Sold Average Sale Price of \$241,300	Commercial	14 sold Average Sale Price of \$145,554

Currently there are 61 homes on the market with an average list price of \$448,350.00 and 184 building sites with an average list price of \$293,902. Comparing the current average income level per household with the current average listing price is a little overwhelming. The basics of economics has displayed itself with a lack of supply and the demand climbing. To keep up with the current growth, not even accounting for increased growth, we see a definite lack of affordable housing.

#### Housing Cost by Community

The most recent housing and residential lot sales prices reported to the Sublette County Assessors Office are presented below. As can be seen, housing purchase costs are not uniform across the County.

2004	# houses sold	avg house price	price of single family lots sold
<b>Pinedale town</b>	34	\$192,208	\$45,000 - \$110,000
<b>Big Piney-Marbleton town</b>	19	\$114,284	\$17,000 - \$24,500

#### **INFRASTRUCTURE**

Along with the increase in housing has been the local need to expand public services to meet these housing demands. An example of this is the project undertaken by the Town of Pinedale to increase the sewer lagoon capacity to handle the growth. This alone is a \$2.3 million dollar project. For the Amerihost Hotel that has broken ground, significant infrastructure development had to take place, including but not limited to; expanding the sewer line and water line, replacing a lift station and installing streets. With the increase in growth of the town, an increase in the operating expenses is observed not just in infrastructure but also in routine maintenance i.e. snow removal, street repair. The municipality is impacted with the upfront development costs of the infrastructure, and on an ongoing basis for operation and maintenance of said infrastructure.

Another example of an infrastructure impact is the street of South Tyler, which has deteriorated beyond repair due to the increase in heavy truck traffic. In March 2004, a traffic counter placed on South Tyler at the town limit, had daily traffic averaging 725 vehicles a day. The population of the town is 1400; clearly the main vehicle traffic was destined for the gas field. South Tyler at the time was the only access to that part of the gas field due to winter restrictions.

The Town currently has approximately \$11 million in infrastructure need incurring a shortfall of approximately \$5.5 million dollars. It is difficult to even fathom a municipality of 1400 people coming up with \$5.5 million in matching funds. A municipality can handle a steady growth rate, however with a boom of this magnitude the demand for the services to keep pace comes all at once. The municipality receives a very small portion of revenue from the natural gas field development.

In 2003, the Town of Pinedale is projected to receive \$213,000 in direct mineral/severance tax revenue. (Please refer to the Town of Pinedale for a hard copy of the budget). The majority of the Town's revenue comes from Sales Tax. This is not sufficient to offset the expenses incurred by the development, given the shortfall as stated previously. In 2002 the County budget was \$15,877,497, the 2003 budget was \$18,245,344 for a change of 14%, and the 2004 budget was \$22,291,362 for a change from 2003 of 22%. It is recognized that, owing to state statute, it is difficult for the County to "give" money to the municipalities. Therefore impacts at the municipality level are extreme given the lack of revenue generated by the development for the municipality. In essence the municipality takes the brunt of the impact yet receives little of the revenue.

### **RECOMMENDATIONS FOR MONITORING**

That local municipalities monitor housing construction statistics as currently identified in the spreadsheet.

That housing-related statistics be further investigated (to avoid the pitfalls of modular homes being omitted from construction permits etc.), that a monitoring strategy amenable to the County and municipalities be devised based on results of that investigation, that the identified data categories be gathered for years past to the extent possible and incorporated into the automated SETG monitoring program, and that the monitoring data be updated annually at a minimum. County Planning & Zoning Office records, County Assessor records, municipal permits, septic tank permits and / or water well permits may prove to be a useful way of tracking.

That a general form be developed and distributed to all hotel/motel, cabins, and property managers, asking for their cooperation on monitoring vacancy and demand for all rental term housing. Since the majority of the rental market lies within the limits of incorporated Towns, the municipalities appear to be a logical interim collection point for this data, which would periodically be reported to the socio-economic Task Group. This process would assist the City Planning and Zoning Board in providing knowledge relating to future expansion for rental housing needs.

That the budget of the municipalities, shortfalls in public services such as sewer, water, and street maintenance be incorporated into the socio-economic impact monitoring effort.

### **RECOMMENDATIONS FOR MITIGATION**

That the operators and impacted entities work collaboratively to resolve housing and infrastructure shortfalls.

That a Revolving Loan fund be established in each Sublette County municipality to qualify them for WBC and other grant programs.

That PAWG actively encourage Sublette County Commissioners and Municipality officials to collaborate and cost-share on land use planning and development issues.

That the feasibility and potential benefits of establishment a local Housing Authority be investigated.

# Emergency Response Services

Emergency care is defined in this section as fire fighting and health care delivery. These two social and quality of life services are provided throughout the county in customized ways. This section will address both of these social services and applicable monitoring processes.

## Firefight Services

Each of the major communities within Sublette County is served by volunteer fire fighting departments. These communities include Big Piney/Marbleton; Pinedale, Daniel, Bondurant and Boulder. The major element of their funding is derived from the county budget.

**Available data.** Each department has a chief, who is responsible for reporting the number of calls to the state of Wyoming Fire Department. Information recorded by (at least some of) the fire departments includes number of total calls, number of wildland fire calls, number of structure calls, number of rescue calls, a variety of details concerning cause of fire, and number of volunteers. The Big Piney/Marbleton department has some 40 to 50 volunteers, all from the oil and gas industry or the oilfield service industry.

**Current monitoring effort findings.** Only total number of calls by department could be gathered by the TG to date, with Daniel and Bondurant not reporting. Review of the TG spreadsheet indicates that the number of calls rose from 40 in 2000 to 133 in 2003 (the latest year of data).

It is difficult to categorically state that increases in calls are all related to increases in the oil patch. Increased tourism and secondary housing for the aesthetic home buyer have impacts on the services and demands of the fire fighting organizations

Discussions with fire chiefs indicated that Boulder VFD volunteers are heavily called on now. Boulder Dept is currently seeking volunteers in anticipation of personnel shortage. Marbleton VFD is also interested in recruiting.

The Pinedale firehall will be expanded as mil levy revenues allow more (needed) fire trucks to be purchased. This may occur in approximately 2 years. This future garage expansion will eliminate the Pinedale firehall public meeting room, which is in frequent use by public groups. The community may want another meeting room to replace the Pinedale firehall meeting room once expansion begins.

Mil levy revenues are meeting general firehall, equipment, and training needs, and are expected to continue to do so.

**Recommendations for monitoring.** Monitoring of fire fighting activities will remain with each individual fire department. The state fire office is the ultimate recipient of data from each individual reporting department.

**Recommendations for mitigation.** While having information regarding future oilfield drilling may have some value, it was the feeling of the Big Piney fire chief that their greatest need was more volunteers. The Big Piney chief was quick to point out that the oilfield industry in general and the oil and gas companies in particular have been very accommodating to their organization. Programs and efforts that would promote more volunteers are at the top of the list of desired objectives.

Another area that may be helpful to address is the potential of Hazmat training. One of the fire chiefs indicated that a clearer understanding is needed regarding what types of emergencies (wellhead fires, pipeline breaks) gas field operators will be relying on county fire services for response to. The Big Piney Dept has over the years acquired expertise and equipment to handle oil and gas field fires. The other departments have not. If O&G operators in other fire districts of County plan to call the County fire departments for emergencies, specialized training and equipment in those districts would be a good idea. If, however, operators plan to rely on contract specialists (Red Adair etc.), this is not relevant.

The PAPA ROD (p. A-34) recommended that the operators consider sponsoring training for all of the county's fire departments. Response techniques for oil and gas fires are different than those used to fight other types of fires. Hence specialized training in this facet of fire fighting along with improved communications with operators has mutual benefits. Further, operators assisting volunteer the fire fighting departments in attracting new volunteers is something to consider.

It is recognized that field facilities store flammable materials, thereby providing a potential emergency situation. Training on responding to production facility fires is a potential benefit for all concerned. Adjacent landowners should be adequately informed and know what to do in the event of an emergency situation and how to notify the proper officials. Landowner information and education could encompass both drilling and production activities and their attendant potential hazards.

### Health Care Services

Health care in Sublette County is administered through the Rural County Health Care District (District), an autonomous political subdivision of the county. This special district was created in 1987 as a mechanism to coordinate healthcare delivery in the county due to the absence of a hospital. Funding is received through a 2 mil tax levy and occasionally grants from the State Land Investment Board. The District is governed by a five person elected board whose members serve staggered four-year terms. The District has recently hired a full-time Director, and has a full-time clerk.

Presently the county is serviced by two clinics: one in Marbleton and one in Pinedale. Both clinics are administered by physicians under contract with the District, providing 24/7 emergency care on an on-call basis. The contracts provide monies for service fees, malpractice insurance, continuing medical education, locum tenens and EMS medical directorship. In addition, the District provides a building, utilities, equipment, and a designated amount for medical supplies. Each physician is then allowed to operate a private practice utilizing the facility and equipment provided.

The ambulance service is directly provided and administrated by the District. It operates both the Pinedale and Marbleton ambulance services on a 24/7 basis. This service is composed of salaried personnel (presently 7) for the daytime hours and a core of compensated volunteers (presently 35) for the evenings and weekends. Although the EMT's have formed their individual member organizations, both are separate from the District's ambulance service. All EMT's are employees of the District.

Relations between the District, the physicians and EMTs have historically been strained. In fact, at the time of this report the Big Piney doctor running the Big Piney clinic has elected to leave the District and set-up his own private practice. Presently the District is considering the construction of one clinic located in Daniel to help alleviate the after hours on-call time that has contributed to the decision of the above physician.

While the impact of increased oil and gas activities has had an increase in service calls, it is difficult to fully determine what amount stems from the oil patch and what is driven by other factors.

Discussions with the Big Piney/Marbleton EMT coordinator indicated that the most pressing need is more volunteers. Becoming an EMT volunteer is a huge commitment for an individual in terms of the many hours spent training. Further, being an EMT is also challenging given the nature of the service in responding to accidents and tragedies. Its service appeal is to a certain element of the community. The District recognizes its important need to continually assess the staffing needs in order to ensure a crew for each of the six ambulances in the county. The District's ambulance service will eventually move towards becoming a paid service on a 24/7 basis. As an indicator, the Big Piney division has begun to cover weekend daytime hours with one salaried personnel. Further plans for increases include building ambulance facilities with four bays instead of three and designating funds for additional ambulances.

There is benefit by having predictive data about demographic changes for Sublette County.

**Available data.** Basic activity and budget data is provided by the clinics and the EMTs to a District clerk, who compiles the data for presentation and monitoring to the District board of trustees. This data, as well as District meeting minutes and operating budgets, are filed with the county libraries. Available clinic statistics are limited to the number of patients seen during office hours and after office hours each month in each clinic. All available ambulance service statistics are included in the TG monitoring spreadsheet.

**Current monitoring effort findings.** As with other social service agencies, health care delivery systems have been stretched. For example, total county ambulance service runs have gone from 463 in 2000 to 629 in 2004. It is difficult to identify how much of the increase is driven by the oil and gas activities, versus tourism and the advent of older individuals moving into the area. Monitoring of key health service activities will be continued by the District clerk.

**Recommendations for monitoring.** Working closely with the District and seeing if the information associated with monitoring oil and gas activities could be of assistance.

One area of focus that may be improved is for the District and its clerk track patient count by the two county clinics. Information beyond patient count may be difficult due to the confidentiality issues surrounding health care delivery.

**Recommendations for mitigation.** The need for EMT volunteers is significant. Having operators continue to promote volunteerism in this area is something to consider. It is again noted that the oil and gas industry already provides a number of volunteer EMTs, particularly in the Big Piney area. Another possible mitigation measure would be to provide more salaried personnel to provide better coverage where volunteers can't. Finally, coordinated training with fire fighting and response to field facility hazards could be beneficial.

The PAPA ROD (p. A-34) recommended that if significant development occurs that there may be a need for an additional 4-wheel drive ambulance. The operators, working with the EMTs, could monitor this need and situation. At the time of this report the county property tax receipts are fairly robust. If another ambulance becomes necessary a collaborative effort to fund the ambulance from the county, the municipalities and operators could be implemented. One other possible avenue to pursue is to recommend that the mineral industries provide their own ambulance and crew. This may encompass developing a contract between the District and the operators to facilitate better response times in the oilfield/gasfield.

# Crime & Drugs

## BACKGROUND INFORMATION

To understand how criminal statistics should be gathered to be of the greatest help to the Socio-economic Task Group, it is helpful to have a basic understanding of criminal procedures. Crimes charged in violation of Wyoming law are done so by citation or criminal information. A law enforcement officer can write a citation or "ticket" for a misdemeanor crime. A law enforcement officer may also write a report on the crime and forward that on to the county or district attorney to be filed by Criminal Information or "long form" as it is often referred to. Oftentimes law enforcement will arrest someone and write a citation charging the person with a particular crime and the prosecutor will dismiss the citation and file a Criminal Information which will make additional charges, each one being a separate criminal count on the Information.

Circuit Courts have jurisdiction over all misdemeanors, small claims and family violence protective orders, among other things. They also "screen" felonies by advising a felony defendant of the charges against them, advising them of their rights, and hearing a preliminary examination which serves to ensure the defendant probably committed the crime. It is at that time the defendant is "bound over" to district court to begin the felony criminal proceedings.

## STATE DATA AVAILABLE

The two main sources of data already available to the Task Group are the Uniform Crime Report (UCR) that is gathered by the Department of Criminal Investigation under the Attorney General's Office and the reports on victims of domestic battery and sexual assault that are gathered by the Division of Victim Services under the Attorney General's Office.

### **UNIFORM CRIME REPORT (UCR)**

The UCR presents data on reported crime from records submitted by contributing law enforcement agencies, representing 98.6 percent of the jurisdictions in the state. The UCR program collects data on offenses which are categorized as Part I and Part II crimes. The Part I crimes include the "Index Crime" offenses of murder, forcible rape, robbery, aggravated assault, burglary, larceny-theft, motor vehicle theft and arson. These Part I, Index Crime, offenses are collected by way of a monthly report filed by the individual agencies and are supposed to provide information on the incident report and arrest.

Part II crimes consist of assaults where no weapon was used and did not result in serious injury to the victim, drug violations including felony violations, driving under the influence, sex offenses, offenses against the family such as abuse, neglect, and non-support, and all the offenses which are not a part of Part I crimes. Part II crimes are reported by arrests only. Sublette County has seen the greatest increase in the Part II crimes.

Procedures employed by the UCR require that an arrest be counted on each separate occasion an individual is taken into custody in an agency's jurisdiction. Although several charges may be placed against a person at the time of arrest, only one arrest (*usually* the most serious) is counted each time the person is taken into custody. So if, for example, a person was arrested for one Part I crime and three Part II crimes, only the Part I arrest would show up on the UCR. And, according to the UCR, differences in arrest practices, policies, and enforcement emphasis among agencies influence the volume of arrests for various offenses. Additionally, as in the example of Sweetwater County, when the jail facilities are full, people will not be arrested as there is no place to secure them, and if the crime is a Part II crime, there will be no record of that in the UCR.

As the UCR acknowledges in the first page of their quarterly reports, a major problem with the report is that the manner in which the incident reports and arrests are tracked varies from agency to agency. The problem was illustrated here in Sublette County recently when Undersheriff Henry Schmidt explained to this committee that in the past month, he has become aware that the manner in which statistics have been reported to the UCR by the Sublette County Sheriff's Office (SCSO) have resulted in a substantial under reporting of crime for a number of years. For example, the number of domestic battery arrests were reported to the UCR as nine for the year 2004. The Sheriff's office later reported to the Socio-economic Task Group that 29 arrests had been made for Domestic Battery in the year 2004. Sweetwater County Sheriff Dave Gray echoed those reporting inconsistencies.

A further problem with relying on the UCR is that it only addresses arrests and no other dispositions of the incident. An example of this is Domestic Violence Statistics, which are reported by arrests within the main UCR database but are broken out in a separate section pursuant to a Wyoming statute. In the third quarter of 2004, the number of dispositions of domestic violence was 805. However there were only 398 arrests made so that is all that will show on the main UCR. Other dispositions were: 1) mediation by officer - 88; 2) offender not found - 55; 3) papers filed against - 52; 4) referred to social agency - 16; 5) separated by premises - 120; and, 6) other - 76. While the arrests noted in the main UCR will reflect a portion of the domestic violence crime rate and time and effort expended by law enforcement, the reflection is only fractionary, and a jurisdiction such as Sweetwater County will show the arrest rate substantially lower than normal due to their inability to house inmates.

## **DOMESTIC VIOLENCE REPORTS**

The statistics required to be reported to the Division of Victim Services have been changed numerous times in the past ten years. Robin Clover, Director of SAFV in Sublette County, reports that there are inconsistencies in reporting from county to county. Clover did state that the Family Violence Program is attempting to rectify the inconsistencies in reporting and seems to be making some inroads.

The most accurate statistics reported by the Family Violence Program, according to Robin Clover, are the 'Unduplicated Number of Victims Served' by provider. This means the victim has been counted only once during the year. That would include whether the victim had separate incidents on a weekly basis which she was seen for with the same perpetrator or if she had numerous incidents throughout the year with a number of different perpetrators. At Clover's suggestions, those statistics have been reported on our database.

"Services Provided" was the statistic Clover addressed to show differences between counties. In Sublette County, with scarce victim resources, SAFV provides a victim an average of 22 services. In Sweetwater County, where many more resources are available, SASH (their SAFV) provides a victim an average of only 5 services, as they are cared for by other agencies. So each victim in Sublette County will be provided considerably more services requiring substantially more time by SAFV than SASH in Sweetwater County. Clover felt it inappropriate to use the services provided number as it is exceedingly difficult to compare county to county.

## **OTHER DATA AVAILABLE**

### **INDIVIDUAL LAW ENFORCEMENT AGENCIES**

Individual law enforcement agencies keep their own statistics. Sublette County Sheriff's Department was able to provide the committee with a number of breakouts such as number of arrests and number of calls, number of citations issued and so forth. They were able to further break out the number of arrests by drug, alcohol and domestics. Sweetwater County Sheriff's Department was able to provide the committee with the detail of arrests, contacts, stops, etc. for their department. They informed us that Green River Police Department and Rock Springs Police Department have similar data collection systems. Each year the Rock Springs *Rocket-Miner* prints these statistics in their annual Progress Report Edition.

Wyoming Highway Patrol keep their statistics by fifteen divisions. Sublette County is in Division K along with Teton and a portion of Lincoln Counties. Sweetwater County is Division E and H which encompasses the western portion of Carbon County. Statistics are not broken out by county. The Socio-economic Task Group did not attempt to gather crime or incident statistics from this agency. To put together a complete drug case / arrest picture, this should be done and the data incorporated in the socioeconomic impact monitoring program.

The Department of Criminal Investigation (DCI) also operates and makes arrests in Sublette and Sweetwater Counties which are not included in County statistics reported by UCR. The DCI Southwest Enforcement Team covers Sublette, Sweetwater, Carbon and Uinta Counties. The Task Group did not get DCI statistics for Sublette and Sweetwater Counties, but this should be done.

## COURTS

The Wyoming State courts are comprised of municipal, circuit and district courts. These courts do keep their own statistics as to crimes charged by both information and citations. The circuit courts break these charges out by misdemeanor and felony. They also track family violence protective orders (FVPO) which include stalking. These FVPOs are often without companion criminal charges filed or contacts with SAFV. The circuit courts generally would be the only court in which highway patrol citations would be charged. Any felony charge involving the highway patrol would be done by Criminal Information. District Court has exclusive jurisdiction over juvenile matters.

The Circuit and District Courts report statistics to the Wyoming Supreme Court. The Supreme Court then makes these statistics available to the public.

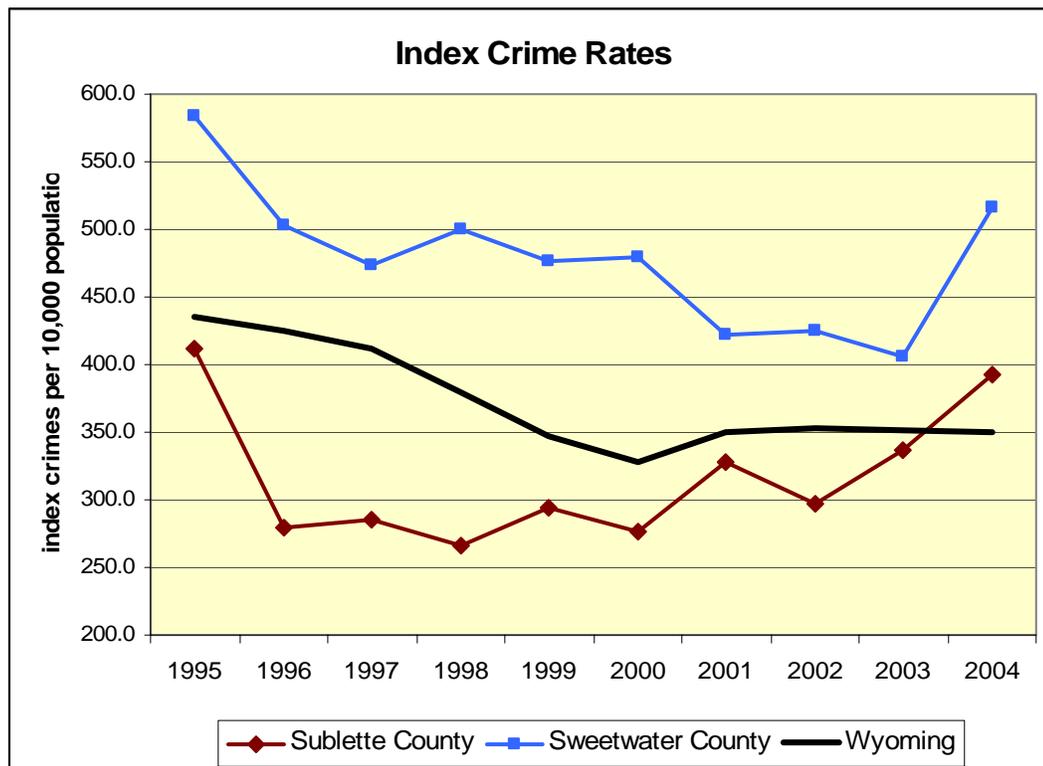
## DRUGS

The UCR addresses drugs only in the Part II Crime section which is by arrest only. It further lumps both misdemeanor and felony charges together and does not distinguish between types of drugs. As stated above, if one person were to be charged but not arrested on twenty counts of delivery and 20 counts of manufacture of methamphetamine, it would be reported as one arrest of a drug crime.

Data collection needs to be undertaken to accurately report the amount of drug crimes along with delineating the types of drugs being used. This should include incidents, arrests and convictions from all pertinent agencies. Southwest Counseling in Rock Springs is gathering a number of statistics on drug use and addiction in Sweetwater County and is willing to partner with Sublette County to gather statistics as directed.

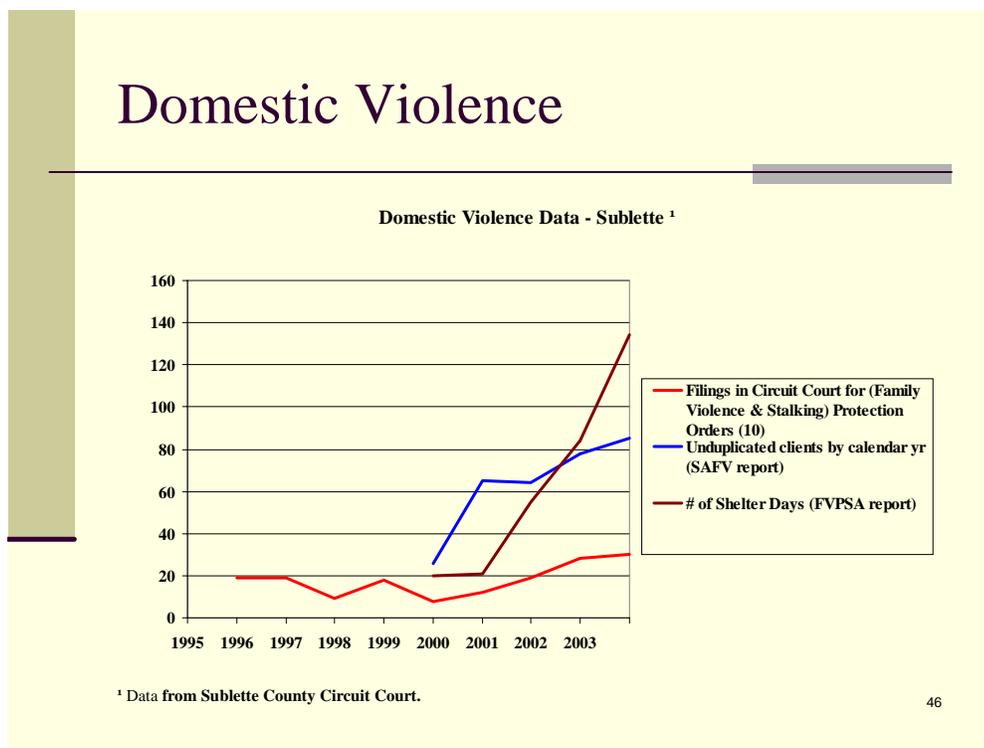
## TRENDS SHOWN BY MONITORING DATA COLLECTED

Review of the monitored crime statistics can discern several basic trends. In Sublette County, the Index Crime rate (adjusted to the level of 10,000 persons) has climbed substantially over the review period, with the bulk of the increase occurring in 2001 and after, most sharply in 2004. Following years of being well below average, Sublette County's crime rate for index crimes was very nearly at the Wyoming State average, and in 2004 it crossed to be above the State average. The overall Index Crime rate in Wyoming meanwhile dropped substantially, whereas the rate in Sublette County rose substantially.



In Sublette the rate of both index crimes against people (murder, forcible rape, robbery, aggravated assault, simple assault) and index crimes against property (burglary, larceny, motor vehicle theft, vandalism) rose. Index crimes against property rose by roughly 25% over the monitoring period, while index crimes against people nearly doubled, mostly due to rise in assaults. Assaults and motor vehicle theft showed particularly strong rises.

In Sublette, indicators of domestic violence (including arrests reported by the SCSO and the number of protection orders filed) have roughly doubled since 2000, while the number of clients served by SAFV more than tripled over this period. The number of shelter days provided grew generally over time, with a sharp upturn in 2003 and 2004. This may reflect the neediness of clients as well as low availability of affordable rentals to move into.



Forces affecting Sweetwater County are more varied and complex than Sublette; while increased rig count in the PAPA might have a significant effect on employment, earned income, and population in Sublette County, effects to Sweetwater County are more difficult to discern.

Sweetwater's crime rate was higher than the State average in all monitored years, a dubious distinction. In Sweetwater, the index crime rate did drop considerably over most of the review period, with 2003 exhibiting the lowest index crime incidence. The latest (preliminary) UCR data for 2004, however, indicates that the crime rate trend in Sweetwater County reversed in 2004 and began climbing sharply. Final UCR annual total summary statistics are expected to be available by summer. (<http://attorneygeneral.state.wy.us/dci/>).

Domestic violence incidents reported via UCR over the 10 year review period in Sweetwater County progressed fairly steadily upward, with a fairly sharp jump occurring in 2003. Sweetwater County population during this same period declined.

In sum, far in excess of population growth, crime in Sublette County has escalated significantly over the monitoring period. Crime in Sublette rose most sharply in 2003 and generally follows rig month trends. Sweetwater County socioeconomic qualities are affected by many factors other than development of Sublette County gasfields. A significant rise in crime in that County, however, occurred in 2004.

### **CRIME & DRUG MONITORING RECOMMENDATIONS**

1. Recommend to the State that both the UCR and the Domestic Battery Statistics be made consistent in their gathering and reporting and that the data be kept in the same time frame, whether by calendar year or fiscal year. Recommend that all law enforcement agencies including Highway Patrol and DCI be made 'contributors' to the UCR County summary tables.
2. Socioeconomic impact monitoring should be done locally in Sweetwater and Sublette Counties, with law enforcement reporting the variety of contacts with the public such as calls, incident, stops, arrests, and so forth. Law Enforcement reports need to include employer and location employed.
3. Monitoring should include gathering data from the municipal, circuit and district courts. These courts need to begin keeping information on place of employment.
4. Drug charges need to be broken down by type of drug, separate charges etc. Data should be collected as to employer and where specifically employed.
5. Results of employment-related drug testing should be gathered and analyzed. Operators are requested to provide aggregated drug test result data for workers in the PAPA.
6. The State and BLM should continue to gather back data wherever possible.
7. A position should be created and funded by the State and/or the BLM to gather and analyze the above-identified data, determine what data needs to be gathered to show impact, and then implement that process.

### **RECOMMENDATIONS FOR MITIGATION**

1. That all PAPA operators adopt and vigorously enforce a 'Zero Tolerance' policy relating to illegal drugs. This policy should encompass everyone involved in their PAPA field operations. As part of their contracting process, each operator should assure that all of their contractors have adequate programs in place also. Required drug testing programs should include both pre-employment screening and random screening. '*Zero Tolerance*' here is intended to mean that anyone testing positive for illegal drugs, or found with illegal drugs in their possession, shall not be allowed on field locations. Although a program may include a rehabilitation process, personnel in rehab should not be allowed in the field during this period.
2. That the State of Wyoming develop incentives for adoption of the Zero Tolerance policy as defined above.
3. That a series of drug / drug-testing policy 'best practices' workshops be developed and presented in Sublette County. PAPA operators, operator insurance representatives, drug-testing contractors, local 'prevention' specialists, law enforcement, and others would be invited. Working toward uniform application of 'best-practices' and logistics such as search policies would be addressed.

# Social Services

In this report, Social Services are defined as composed of two agencies, the Department of Family Services and mental health service agencies. Other social services and agencies could be included in this section in the future as time and relevancy dictate. Note that health care is addressed in its own section of this report, and that sexual assault and domestic violence services are addressed in the Crime section of this report.

The Department of Family Services (DFS) is a State agency which administers a host of federal and state programs described at <http://dfsweb.state.wy.us/programlisting.html>. WIC and POWER, formerly known as AFDC, are among the more recognized programs administered by the agency. Divided into 10 regions across Wyoming, DFS's District 3 Office is located in Rock Springs. District 3 is comprised of Sweetwater and Sublette Counties. Two service offices are in this district, one each in Rock Springs and Pinedale.

High Country Counseling and Resource Centers are private, nonprofit, community mental health centers, organized under the laws of the state of Wyoming to provide accessible, affordable, and high quality Mental Health and Substance Abuse Treatment Services in Lincoln and Sublette counties, Wyoming. Services are available to anyone on a sliding fee scale basis. High Country's office in Sublette County is located in Pinedale.

A parallel non-profit organization, Southwest Counseling Services serves Sweetwater County, with offices in Green River and Rock Springs. A larger operation, SCS offers mental illness treatment, substance abuse recovery services, child, adolescent and family services, therapeutic foster care services, psychosocial treatment services, psychiatric services, and twenty-four hour crisis intervention.

## Available data.

Dana Ward, DFS regional coordinator for Sublette and Sweetwater counties and Jeff Swain of High Country Counseling of Pinedale have assisted the TG monitoring assessment effort to date and have indicated that data is available from their respective agencies in the following areas:

<b><i>DFS- separately for Sublette County and Sweetwater County</i></b>
Total allegations of child abuse or neglect
Number of allegations assessed or investigated
Number of children where allegation was substantiated
Number of children removed from the home
Number of children born testing positive for meth
Number of children in foster care
Number of children placed out of the community
Total dollars expended for services
Food Stamps only
Medical assistance only
POWER only
Food Stamps and Medical
Food Stamps and POWER
Total dollar value of public assistance (does not include medical)
<b><i>High Country Counseling – Sublette County</i></b>
Hours of mental health counseling provided
Hours of substance abuse counseling provided

## Current monitoring effort.

No statistical data has yet been received from DFS nor from Southwest Counseling Services. Jeff Swain, director of High Country Counseling Services' Pinedale office provided us the number of counseling service hours given since July 2001, as reflected on our TG spreadsheet. Examination of this data indicates that between 2002 and 2004 there has been a 178% increase in hours of counseling for mental health and a 314% increase in hours of counseling for substance abuse. During this same period, the population of Sublette County rose only a few percent (Census Bureau county intercensal population estimates are available at <http://www.census.gov/popest/datasets.html> ).

Swain also offered the following (paraphrased) observations. Over the past several years, High Country Counseling has become increasingly busy in general. Of note, in the second half of 2003, the number of substance abuse treatment hours exceeded the number of mental health treatment hours. Emergency on-call services have increased, especially in relation to substance abuse emergencies, in particular methamphetamine incidents. In the second half of 2004, service hours rendered dropped somewhat due to loss of one therapist. Now HCC has four therapists again, and substance abuse and mental health service hours are expected to go back up and remain relatively close to each other. This pattern runs contrary to most similar agencies around the state, where mental health service hours tend to significantly outnumber substance abuse hours.

HCC moved into a larger facility about a year and a half ago, and is already considering adding on to the building to provide more therapy offices and a larger group room. The office is currently considering hiring a fifth therapist to meet growing demand. "The growth in Sublette County has put extra demands on us, and I project that at recent rates of growth, we could add an additional therapist to our staff each year for several years, if we could generate the funding to do so. As it is, in many cases we recommend and provide less services to some clients than is optimal for their well-being, due to our current caseloads and time limitations."

Generally paralleling these trends, DFS's Dana Ward imparted the following information and opinion.

DFS caseworkers provide the front line crisis intervention and case management for child and adult abuse and neglect cases. This person also handles all of the juvenile probation cases - CHINS and delinquents. We have one caseworker in Sublette County, but if numbers continue to rise, we'll need to request more caseworkers from the legislature. Those are difficult to come by.

At this time, we have 12 casework positions in Sweetwater County, 4 of which are vacant because we have not been able to hire qualified candidates. Based on current numbers, we need to fill these 4 slots and need 2 additional caseworkers.

We have one Benefit Specialist in Sublette County and 7 in Sweetwater County. These individuals determine eligibility for all of our public assistance programs. We need a part-time administrative specialist in the Sublette County office, but I have been unsuccessful in getting a position as yet.

Community resources are vital because the Department of Family Service cannot address all of the social needs of our communities. We rely on law enforcement, district court judges, county attorneys, guardian ad litem, public health, probation officers, safe shelters and advocates, churches, foster parents, medical community, schools, head start, mental health, early intervention programs, child care programs, early childhood programs, youth alternatives, etc.

For DFS caseworkers, reasonable capacity is 20 cases. The Sublette caseworker is currently at about 30. Sweetwater County caseloads are higher.

Almost all of the above named community resources are maxed out in both Sweetwater and Sublette counties.

We have been unable to get any articles into the Pinedale Roundup talking about child abuse and neglect during Child Abuse Prevention month in April, and also about the need for foster parents. Basically the response is we don't have a problem in Sublette County. If we want foster parents, DFS can pay for ads recruiting foster parents. We have 3 foster parents in Sublette County. The cost to Sublette County in not having enough foster parents, is that adolescents are more likely to be moved out of the community for crisis stays or for treatment, and that parents will have to travel to see kids who are placed in foster care if local resources can't be found. That's not fair to Sublette County or our children. We should be able to take care of most of our children's needs in our own communities. Children shouldn't have to move because their caregivers are in crisis.

Transient populations mean people don't have roots in the community. This means they have no local support systems for families to depend on. I would recommend utilizing Navy family support models to assist families. The military has really advanced in the area of child protection and family support - whether it's addressing deployment, domestic violence, mental health, marriage support, or substance abuse. If you have a family in crisis, it's going to affect the employee and the community, no matter where the family lives.

Invest in:

- 1) outstanding local mental health and substance abuse treatment resources (facilities and programs) for adults, youth, and families
- 2) 24/7 child care facilities and/or homes
- 3) afterschool, weekend and all day/evening summer programs for youth
- 4) transportation to work sites and home/school and home
- 5) making sure that all community resources are easily accessible, including culturally, to the hispanic community (interpreters, etc.)
- 6) family treatment court for child protection and juvenile cases (Sublette County would need additional caseworker, financial resources for training and on-going treatment court costs, costs for guardian ad litem (GAL), mental health and substance abuse counselors, and possibly another public defender, probation officer, prosecutor and judge – would need 4x's these numbers in Sweetwater County).
- 7) assisting DFS in recruiting and supporting foster parents
- 8) low income housing
- 9) more law enforcement

### **Recommendations for Monitoring.**

1. At a minimum, statistics concerning counseling caseloads, substance-abuse case incidence, underlying causes and associations, and the above-listed DFS data should be gathered, analyzed, and monitored for the next ten years. Creation and collection of data which reflects non/relationship to energy development should be particularly emphasized. This monitoring would give insight into impacts on family structure and economic well being which in turn indicates the health of the community. The above list of monitoring items should begin as equal in importance. Each year the list could be reevaluated and priorities suggested at that time.

A data collection manager or administrative assistant is needed to serve as a clearing house and organizer for all the data being collected and monitored. Due to the scattered nature and complexity of the information, one person needs to oversee and guarantee the validity and timeliness of data collection, a time-consuming task. This will need to be a paid position. Perhaps the BLM already has someone doing this type of work and could include this in this person's duties.

**Mitigation recommendations.**

Local social services professionals have identified a variety of needs arising from recent jumps in social problems. The 'Invest in' list above presents multiple positive methods to address the growing issues. Other community-identified needs in this general field include the need for a human services multi-office building /facility in the Big Piney Marbleton vicinity. With the full-occupancy of local motels during summer, the need for a SAFV shelter facility in northern Sublette County has also become more pressing.

It is recommended that a high-energy mitigation project facilitator be hired to begin working toward accomplishment of the community-identified mitigation measures. This person would coordinate with local agency staff and boards regarding specific needs, seek funding sources, and otherwise do administrative support and organizational work to push the various mitigation projects forward. Given that both the State and the County are receiving considerable revenues from the recent gas extraction boom, it is suggested that they fund this position.

Alternatively, oil and gas operators could incorporate this into their existing 'community investment' programs.

# Traffic

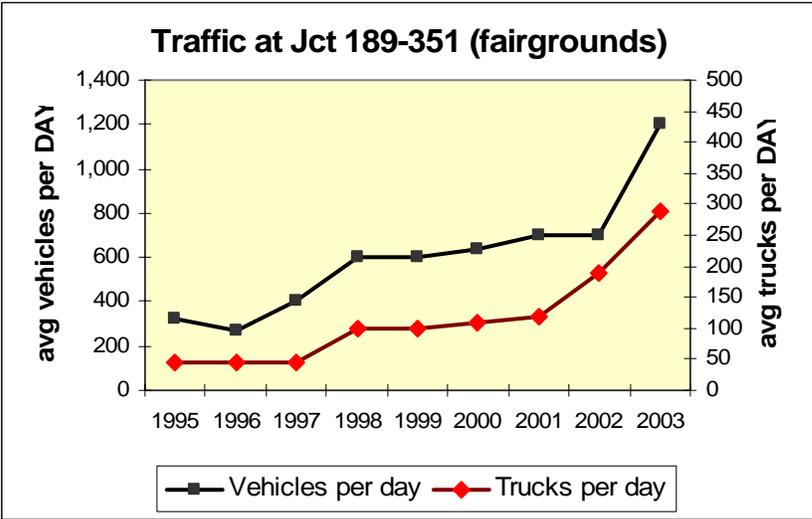
Personal safety was identified by the TG as an issue for monitoring, originally defined to include two components: crime and traffic accidents. Crime is addressed in its own section.

**Available data.** Traffic counts at selected highway junctions are regularly monitored by WYDOT and resulting data was provided to the TG by Sherman Wiseman ([Sherman.Wiseman@dot.state.wy.us](mailto:Sherman.Wiseman@dot.state.wy.us)). A host of attributes of traffic accidents (including location, date, day of week, time, road conditions, light conditions, weather conditions, number of passengers, road alignment, object collided with, etc.) are monitored by WYDOT, and that data was provided by Stacey Adams-Gierisch, Senior Data Controller at WYDOT’s Highway Safety Division ([Stacey.Adams@dot.state.wy.us](mailto:Stacey.Adams@dot.state.wy.us)). Gary Michaud ([Gary.Michaud@dot.state.wy.us](mailto:Gary.Michaud@dot.state.wy.us)) of the WYDOT Planning Division recently gathered and analyzed Sublette County accident data at the request of PAWG task groups, and delivered a powerpoint presentation to the Transportation TG. His presentation material is available.

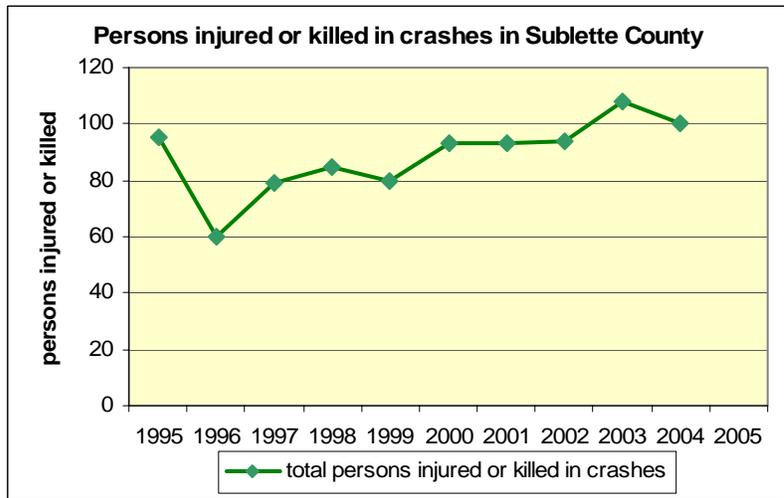
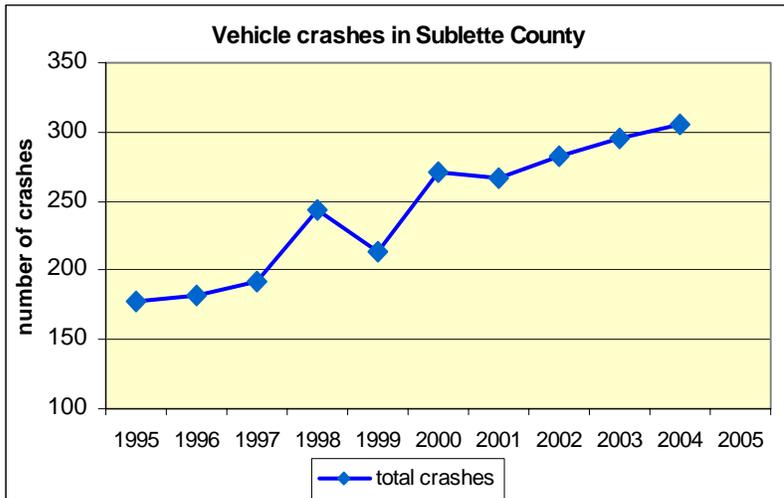
**Past monitoring.** The PAPA ROD required no monitoring of socioeconomic impacts, regarding traffic impacts or otherwise. The above referenced monitoring is regularly conducted by WYDOT as relates to general highway usage and crash data.

**Findings of current monitoring effort.** Traffic volume changes in Sublette County over the past 10 years vary greatly by location, with some areas experiencing a dramatic rise and other highway segments seeing relatively minor growth. Traffic volume at Bondurant, for example has risen only 10 percent over this period, whereas volume along Highway 191 near Ehman Lane nearly doubled.

Generally, traffic counts in the vicinity of towns and between Jonah/PAPA access routes along Hwy 351 and Marbleton have grown substantially. For example, the average number of vehicles per day passing the junction of Highways 189 and 351 (near the County fairgrounds) nearly quadrupled from 320 in 1995 to 1200 vehicles per day in 2003. During this same period, the number of trucks passing this spot rose more than six-fold from 45 per day to a hefty 290 per day. The biggest jump in truck traffic volume at this location occurred in 2002, while the steep rise in total vehicle count occurred in 2003. This is displayed on the two-scaled graph below.



Over this same monitoring period, the total number of traffic accidents in Sublette County and the number of people injured or killed annually also increased, as reflected on the following graphs.



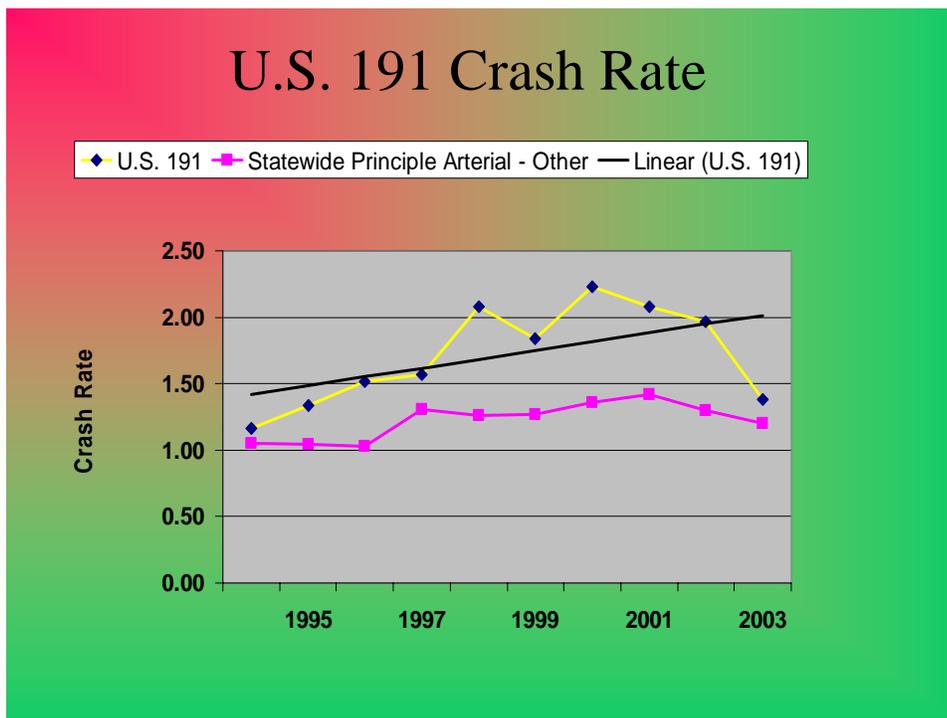
When adjusted for the population increase over this period, the **rate** of vehicle accidents causing human injury or death dropped steeply in 1995, and then rose steadily, somewhat following the trend of the total rig months in the County. The accident rate in 1999 was 138.2 injury accidents per 10,000 population, and 5 years later in 2003 the accident rate had grown 23 percent to 169.9 accidents per 10,000 people.

It should be noted, however, that calculating the number of accidents per capita on the basis of local resident population can be misleading in terms of risk to residents, as residents comprise only a portion of the total traffic. WYDOT calculates crash rates as follows.

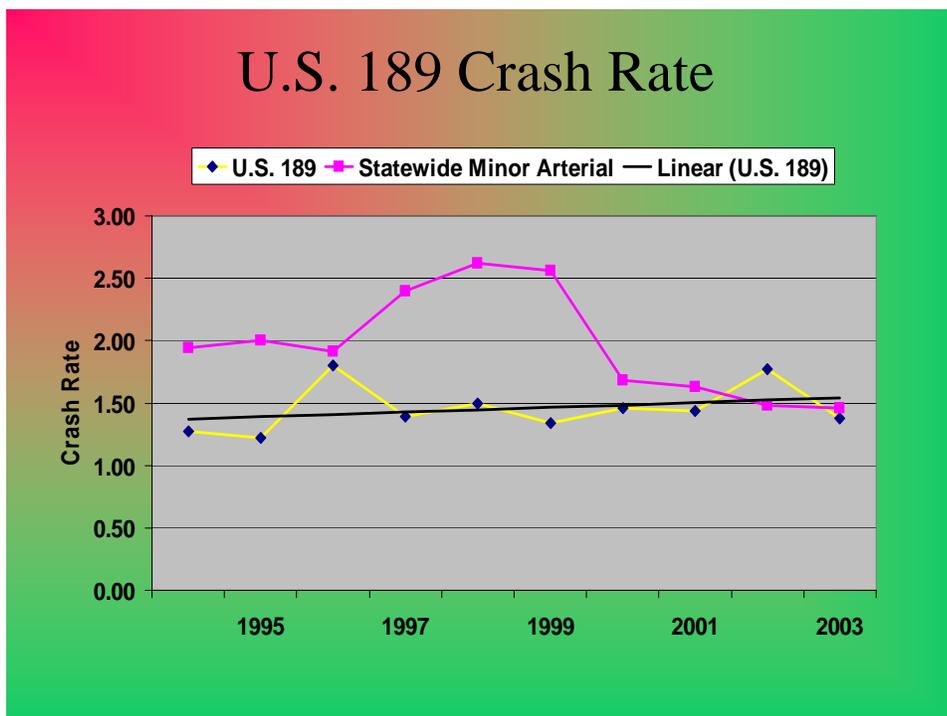
$$\text{Crash Rate} = \frac{\text{number of crashes}}{\text{vehicle miles / million}} \quad (\text{Vehicle miles} = \text{avg. annual daily traffic} \times \text{\# of miles in section} \times 365 \text{ days})$$

The following graphs provided by WYDOT show the rate of crashes calculated according to traffic volume.

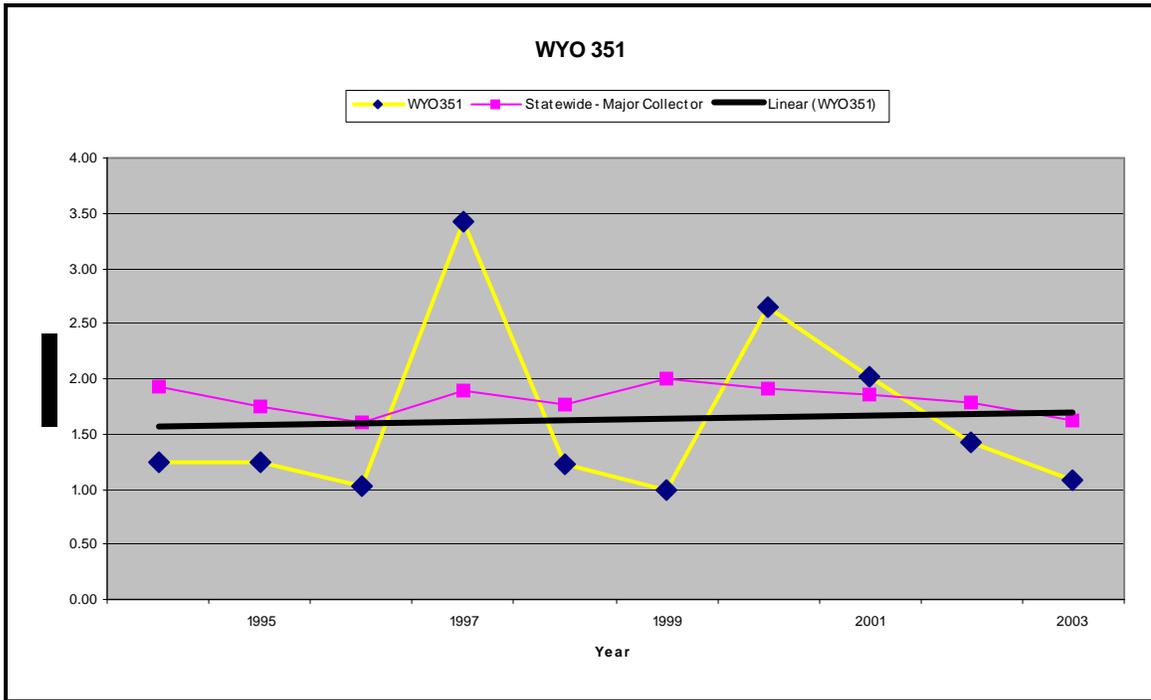
When adjusted for traffic volume, the crash rate trend on Highway 191 was above the state average for roads of its class and generally has been climbing throughout the review period. The rate did, however, drop nicely in 2003 and very nearly reached the State average, as illustrated on the graph below (provided by Gary Michaud, WYDOT Planning Division)



The crash rate adjusted for traffic on Highway 189 has been quite consistent over the review period and is considered approximately average for roads of its class in Wyoming, as illustrated on the following graph (provided by Gary Michaud, WYDOT Planning Division).

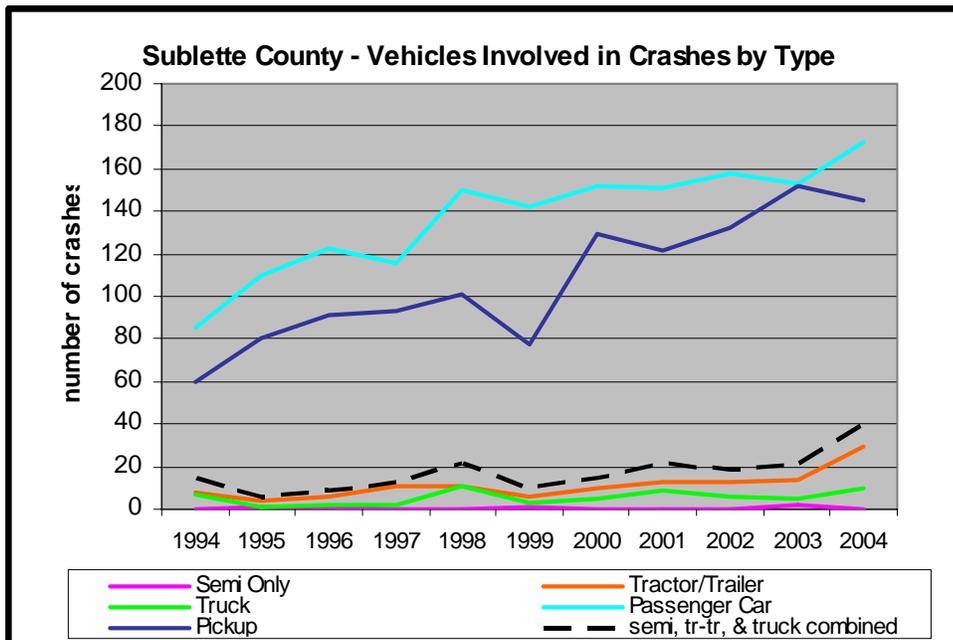


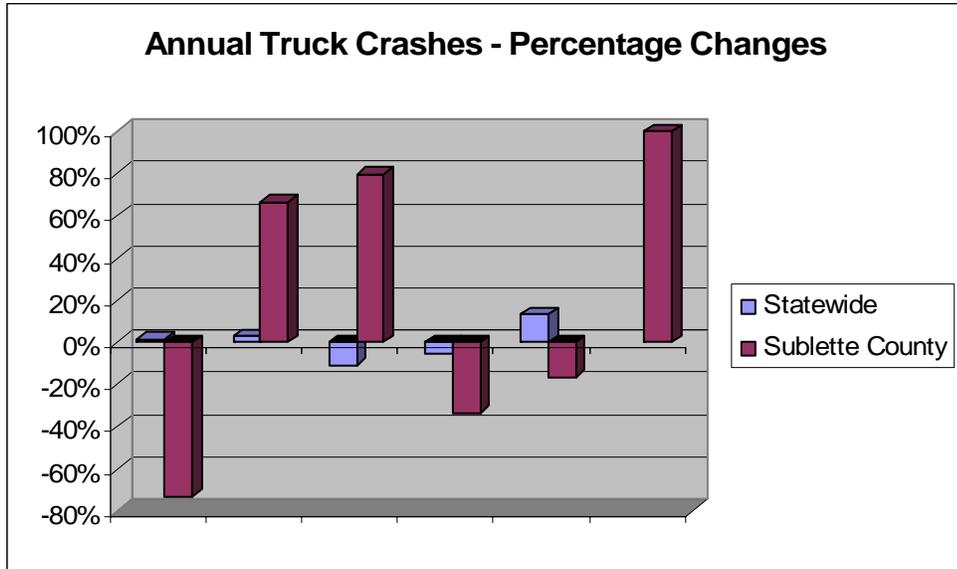
The crash rate for Highway 351 is below state average for roads of its class, and has been declining for the last 3 years, as reflected on the graph below (provided by Gary Michaud, WYDOT Planning Division). This is despite the marked recent increase in traffic noted earlier.



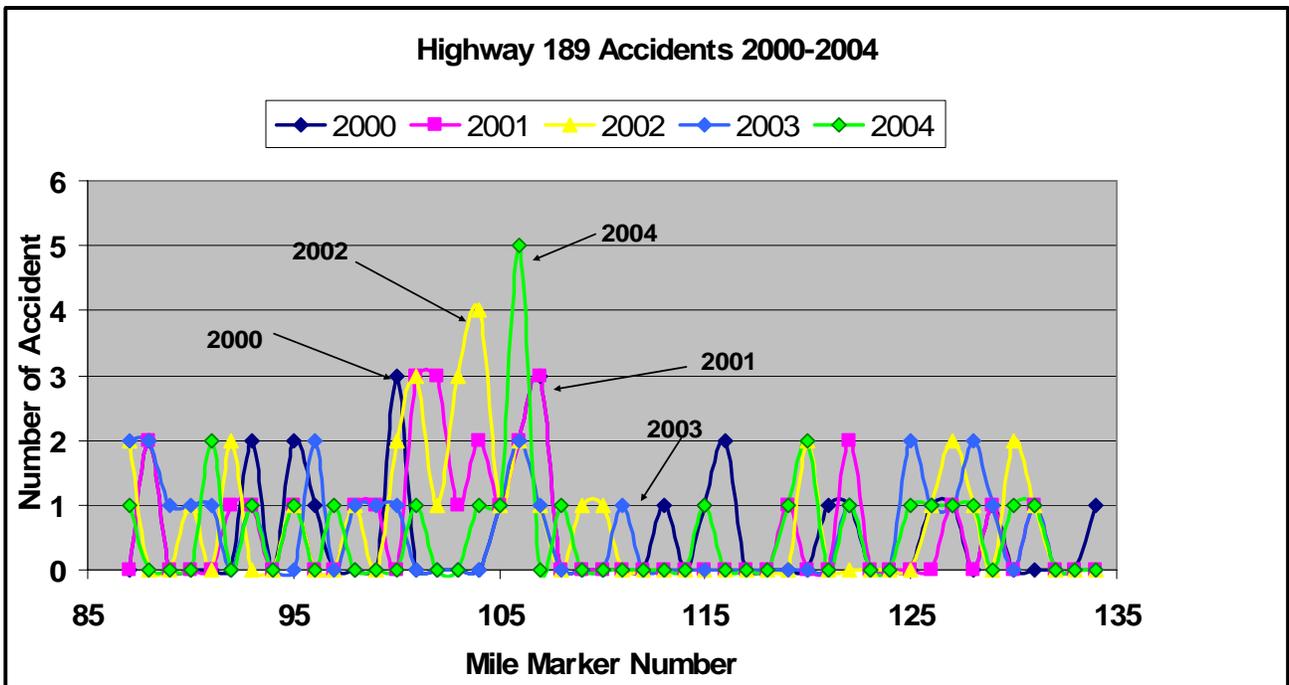
In sum, both the amount of traffic and the number of crashes have increased appreciably in recent years on the three main highways in Sublette County reviewed above. When considering traffic volume, however, the crash rate is only roughly at or even slightly below the State average for comparable highways.

Vehicle types involved in crashes were also examined. As reflected on the following graph, passenger cars dominated the accident scene over the entire review period. Pickup trucks historically ran a reasonably close second, but in 2003 equalled cars in crash association. Collectively the number of large (not pickup) trucks involved in crashes has roughly doubled over the past ten years, but consistently comprises only a small share of the vehicles involved in crashes.

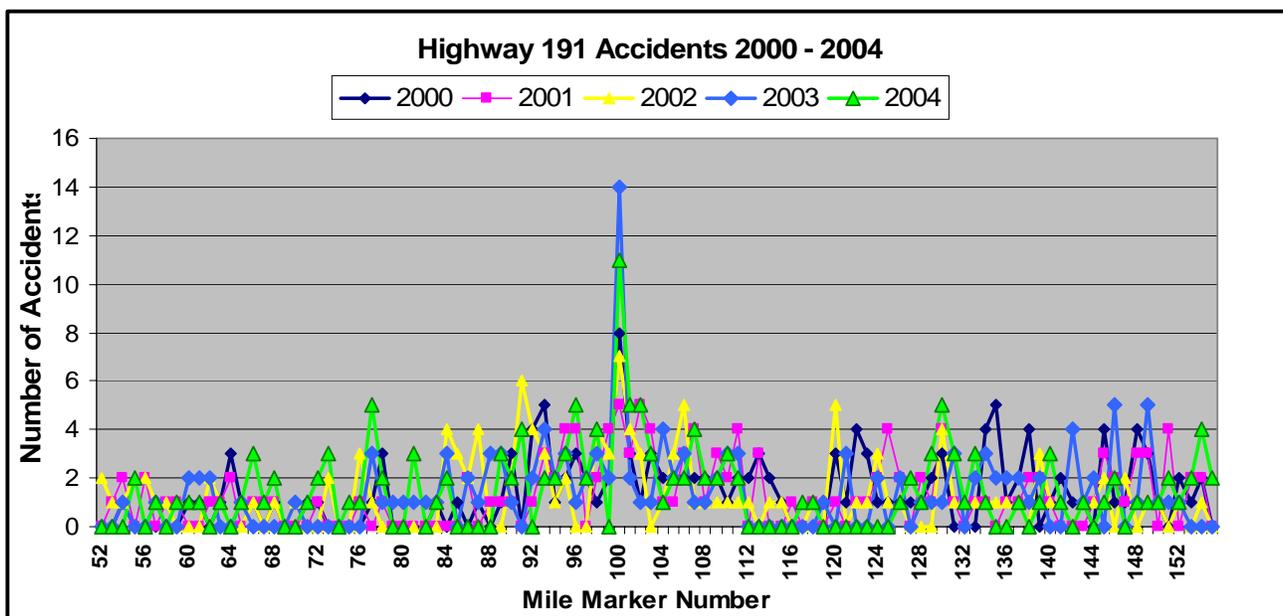




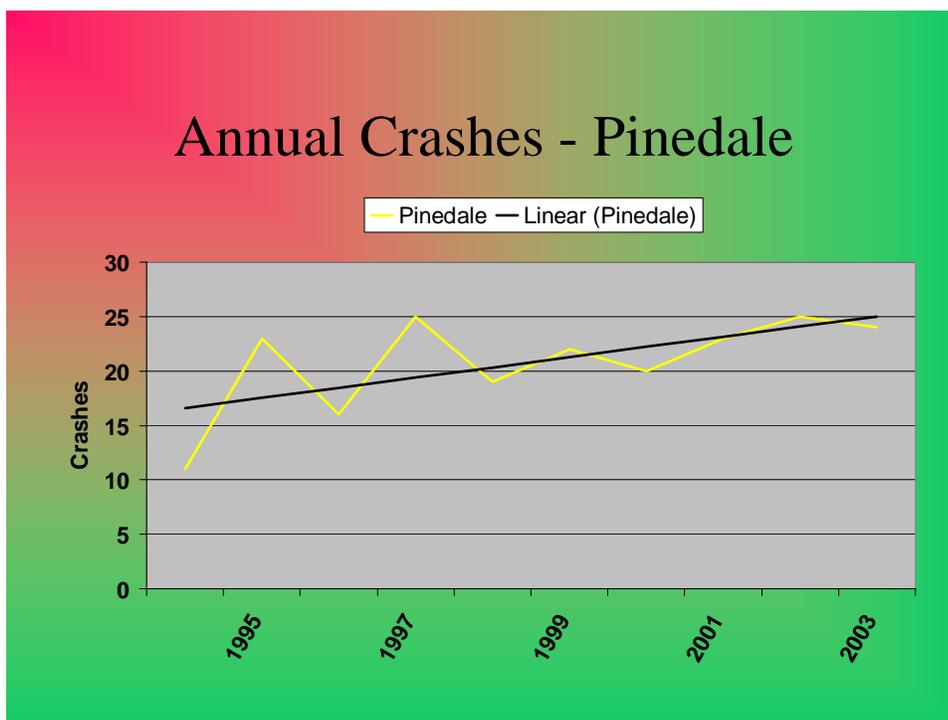
The location of crashes along highways was also examined, reflected on the graphs below. Review of crashes along Highway 189 shows that overall no locations were outstandingly high in traffic accidents in 2003.



Highway 191 exhibits one short section with an elevated number of crashes in 2003; this location lies within Town of Pinedale.



When all accidents within the town of Pinedale are examined (including along other Highway 191 sections within Town and on town streets), however, the accidents within Pinedale can be seen to be steadily climbing, but with no major change in accident growth rate apparent over the past 3 years.



In sum, as with everything, all this may be looked at in at least two ways: That the amount of traffic on many roads in Sublette County is increasing significantly, but that increased drilling-related crashes are not disproportionate to the overall increase. OR: That traffic volume, accidents, and the number of persons injured or killed on Highways in the County all increased sharply in 2000 and generally continues to climb.

**Recommendations for monitoring.**

Diligent monitoring by the TGs in collaboration with WYDOT is recommended to identify problem areas and issues early-on and to develop remedies where possible. Annual review should be conducted of the locations and causes of crashes, with an eye toward identifying trends.

**Recommendations for mitigation.** None at this time from this Task Group. Refer to Transportation Task Group.

# Quality of Life

**Available data.** Hard data regarding quality of life is something of an oxymoron, yet our inability to precisely quantify this in a spreadsheet hardly negates the significance of this variable which the TG selected for monitoring. In fact, the case can be made that NEPA's charge to assess a federal undertaking's potential impact on the human environment is **all about** human quality of life.

While no recent studies or datasets exclusively addressing local quality of life values are known, several available reports shed light on the issue. A University of Wyoming survey (McLeod, Kruse & Woirhaye 1998) mailed out to all property owners and residents of Sublette County in late 1996 asked, "Why do you reside in Sublette County?", and received the following responses. (Responses from Bondurant/Cora and those aggregated by resident/non-resident status are not copied here.)

	Pinedale/ Daniel	Boulder	Big Piney/ Marbleton
Low population	66	69	59
Job/business	33	19	54
Lifestyle	72	63	66
Scenery	74	67	56
Safety	62	50	60
Recreation	65	67	54
Air/water	65	59	48
Low tax	27	37	31
Climate	21	24	17
Education	22	20	45
Other	11	24	9

Several observations may be regarding these results. Low population, lifestyle, scenery, and recreation were all identified by the majority of residents in all areas as reasons they reside here; these are common values which should be preserved. Comparing responses by area, scenery was extremely important to Pinedale respondents; low population, scenery and recreation were extremely important to Boulder respondents; and lifestyle and safety were foremost values in Big Piney-Marbleton. In Big Piney-Marbleton, job/business was cited as a majority reason for residing in the County, and education was considered an important factor there by many, in significant contrast to respondents from the Pinedale and Boulder areas.

The University survey also asked people to estimate what the County population would be in 10 years, and "At the population level you indicated above..., in your opinion will the quality of life have improved dramatically, improved, improved somewhat, stayed the same, decreased somewhat, decreased, decreased dramatically." The following results were obtained.

	Pinedale/ Daniel	Boulder	Big Piney/ Marbleton
Improve dramatically	2	0	3
Improve dramatically	8	10	9
Improve somewhat	18	19	24
<b>Subtotal-improve</b>	<b>28</b>	<b>29</b>	<b>36</b>
Stay same	14	10	28
Decrease some	28	19	21
Decrease some	18	19	11
Decrease dramatically	11	23	5
<b>Subtotal - decrease</b>	<b>57</b>	<b>61</b>	<b>37</b>

Interpretation of these results is hampered by our not knowing the population prediction which the individual respondent was speaking about (great ranges of population estimates were presented in aggregate for each community in the report, but the averages and modes all were in the vicinity of 10,000). Nonetheless, the above responses indicate that a strong majority of Boulder and Pinedale respondents felt that population growth would decrease their quality of life, whereas only a minority Big Piney-Marbleton respondents believed that growth would adversely affect their quality of life. From this it might be concluded that growth would be more readily accepted in the south of the County.

Although it gives no indication of the relative importance of individual quality of life values, the more recent Wyoming Rural Development Council's (WRDC 2004) Sublette County Community Assessment report reflects community-identified values and desires. The County's slow pace, open spaces/agriculture, quiet, scenery, recreation, schools, and people were identified by local residents as assets during the interviews and public 'listening-sessions' held in the County in May 2003. Desire was expressed by participants for a hospital, more mental health services, more adult education opportunities, more cultural programs, more basic services to the Big Piney-Marbleton area, more after-school activities for youth, more communication among local government and civic groups, concerted community clean-up efforts, and more effective planning and zoning, along with a host of other more topic-specific desires (e.g., infrastructure needs, sustainable economy). Further examination of this report may be insightful in identifying indicators of quality of life held in common by Sublette County residents. No parallel past surveys of Sweetwater County residents are known to the TG.

**Past monitoring.** The PAPA ROD required no monitoring of socioeconomic impacts, regarding quality of life or otherwise. The above referenced surveys were conducted in response to perceived community desires for planning in the face of growth. Note that the northern portion of Sublette County exhibited an unusually rapid growth rate even before the current gas-field development boom.

**Findings of current monitoring effort.** Some of the most highly valued qualities identified by County residents in the aforementioned past studies (low population, lifestyle, scenery, slow pace, open spaces/agriculture, quiet and recreation) have been adversely affected by PAPA development. Certainly the slow pace of life, low population, and open spaces have been diminished.

Due to time constraints and the disconcertingly nebulous nature of 'quality of life', the SocioEconomic TG has not addressed this issue specifically other than in the above discussion; no elements specifically selected for 'quality of life' monitoring are currently included in our spreadsheet. We do, however, have a proposal which follows.

**Recommendations for monitoring.** Western Wyoming Community College and BOCES are currently organizing a multi-session public forum entitled “Boom and Bust: A Community Conversation”, slated to take place in Pinedale and Rock Springs in spring 2005. The forum organizers have indicated that they are willing to hold a session where participants discuss and define “quality of life” and assist in determining questions that could make an effective Quality of Life survey. Once developed, the survey could be conducted annually (for at least the next ten years) via the local newspapers.

Results of the survey described above will give the PAWG and the BLM a good idea of public attitude about their own lives and about the impact of PAPA development on their lives.

The SocioEconomic Task Group would like to have such a Quality of Life survey conducted as part of the PAPA SocioEconomic impact monitoring program. To accomplish this, The TG membership will work with WWCC/BOCES to design the quality-of-life survey in spring 2005. **Thereafter, money is needed to publish the survey, and a paid staff person is needed to collect and compile results and report them to PAWG, BLM and the public.** This work will require relatively a short-term (a few months annually?) but intensive time commitment. It is recommended that either BLM (a public relations specialist?) undertake the staff work, or that a local person be hired to do it. One of the members of the Task Group (Jana Weber) would be interested in doing this work if paid.

### **Recommendations for mitigation.**

No recommendations for mitigation are offered at this time.

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### References Cited

McLeod, Donald, Carol Kruse, and Jody Woirhaye. Results from a Land Use Survey in Sublette County, Wyoming. Agricultural Experiment Station, Publication B-1067. University of Wyoming College of Agriculture, Laramie. September 1998. Report available online at: <http://agecon.uwyo.edu/EconDev/PubStorage/B-1067.pdf>

Porter, Kim et al. Sublette County Community Assessment. Wyoming Rural Development Council, Cheyenne, Wyoming. 2004. Available online at: <http://www.wyomingcommunitynetwork.com/FinalReports/Pinedalefinal.pdf>

## MONITORING RECOMMENDATIONS SUMMARY

ELEMENT	PRIORITY	PARTNERS	PURPOSE & NEED	MONITORING TECHNIQUE
Rig Count Forecasts (Items 7.1.1. and 7.1.2. of the Monitoring Recommendations)	Highest	PAPA Operators PAPA Contractors PAPA Sub-Contractors Socioeconomic Statistician	New monitoring to determine population effects of natural gas development and production. Each of the agencies contacted by the Socioeconomic Task Group (TG) indicated a need for accurate data for the purpose of planning. The data basically all reverts to a need for annual 10-year rig forecast counts from which other population demographics can be generated.	Each year, operators will provide a 10-year forecast drilling rig count. Operators will also work with their sub-contractors to ascertain population demographics within each of the sub-contractors' PAPA employees. Items will be provided to the Socioeconomic Statistician/coordinator.
Spreadsheet Update (Item 7.1.3 of the Monitoring Recommendations)	Highest	Socioeconomic Statistician	Continue monitoring of demographics started by the Socioeconomic TG and update each of the data items contained in the spreadsheet.	Each year the Socioeconomic Statistician will contact the various sources to maintain and update the spreadsheet created by the Socioeconomic TG
Demographic Forecasts (Items 7.1.4. - 7.1.6. of the Monitoring Recommendations)	Highest	Socioeconomic Statistician County Commissioners Town Officials Sherriff's Office School District Officials Medical Clinics Fire Departments EMT Groups DFS/SAFV/Victims Asst.	The Socioeconomic Statistician/Coordinator will develop forecasted demographic data items each year as contained in the Socioeconomic TG spreadsheet and provide those forecasted demographics to the impacted agencies that would use the demographics for planning purposes and receive feedback from those agencies that data collected are useful.	Each year the Socioeconomic Statistician will utilize best methodology to forecast population demographics. Upon development of new demographic numbers, statistician will share those numbers with the various local agencies.
Task Group Concensus for Items 7.1.7. - 7.1.25. of the Monitoring Recommendations	Medium			

## Itemized Monitoring Recommendations

- 7.1.1 Operators collaborate in gathering forecast data regarding 10 year drilling plans.
- 7.1.2 Operators collaborate in gathering status and forecast data regarding PAPA employees, their housing, and general demographics.
- 7.1.3 Drilling and demographic status and forecast data gathered be automated and updated annually at a minimum.
- 7.1.4 Professional socioeconomic analyst collect, analyze and interpret the data in order to provide accurate, reliable forecasts concerning population shifts relating to local services.
- 7.1.5 Data and the forecasts be promptly provided to the potentially affected agencies (schools, SCSO, P&Z etc.) to allow them to plan / mitigate.
- 7.1.6 Feedback be gathered from the impacted entities to ensure that the data being collected and disseminated is useful.
- 7.1.7 Activities of the impacted agencies be monitored to ascertain whether or not useful mitigation strategies are being developed based on this effort.
- 7.1.8 The WWCC/BOCES public quality-of-life survey beginning in Spring 2005 be financially supported and made part of the PAPA socio-economic monitoring process.
- 7.1.9 The Sublette County Commissioners ask County agencies and County-supported entities (Fire Depts, SCRHCB, SCSO, C of C) to make baseline data collection, providing annual monitoring data, and active collaboration with the SETG a priority.
- 7.1.10 Economic diversity monitoring efforts be undertaken, consisting of identifying and adding monitor variables beyond those currently included in the SETG monitoring spreadsheet, and gathering and updating those data items annually. Needed data identified at this time includes: 1) Sweetwater County data, 2) community-specific economic activity data within Sublette County, 3) recreation/ hunting/ fishing data relating to the economy, 4) tax collection data and 5) tax distribution data.
- 7.1.11 The Sublette County Chamber of Commerce monitor impacts to the local business workforce.
- 7.1.12 Counseling caseloads, substance-abuse case incidence, underlying causes and associations, and DFS data identified in the Social Services section of this report be gathered, analyzed, and monitored annually for the next ten years. Creation and collection of data which reflects non/relationship to energy development should be particularly emphasized.
- 7.1.13 The data items identified in the Crime and Drugs section of this report be gathered, analyzed, and incorporated into the monitoring program.
- 7.1.14 Operators provide aggregated data on drug test results, i.e., DISA data.
- 7.1.15 Crime reporting agencies collaborate to resolve internal and inter-agency inconsistencies in reporting methods.
- 7.1.16 WyCAS data be incorporated into the Education monitoring spreadsheet.
- 7.1.17 A separate Recreation TG (or a sub-TG for Recreation) be established, and that recreation planning professionals as well as interested citizens be found to populate it.
- 7.1.18 The budget of the municipalities, shortfalls in public services such as sewer, water, and street maintenance be incorporated into the monitoring effort.
- 7.1.19 Local municipalities monitor housing statistics as identified in the spreadsheet.
- 7.1.20 Housing-related statistics be further investigated to avoid the pitfalls of modular homes being omitted from construction permits etc. This effort would involve devising a monitoring strategy amenable to the County and municipalities based on results of the investigation and that the identified data categories be gathered for years past to the extent possible and incorporated into the automated SETG monitoring program and the monitoring data would then be updated annually at a minimum. County Planning & Zoning Office records, County Assessor records, municipal permits, septic tank permits and / or water well permits may prove to be a useful way of tracking.
- 7.1.21 A general form should be developed and distributed to all hotel/motel, cabins, and property managers, asking for their cooperation on monitoring vacancy and demand for all rental term housing. Since the majority of the rental market lies within the limits of incorporated Towns, the municipalities appear to be a logical interim collection point for this data, which would periodically be reported to the socio-economic Task Group. This process would assist the City Planning and Zoning Board in providing knowledge relating to future expansion for rental housing needs.
- 7.1.22 Recommend to the State that both the UCR and the Domestic Battery Statistics be made consistent in their gathering and reporting and that the data be kept in the same time frame, whether by calendar year or fiscal year. Recommend that all law enforcement agencies including Highway Patrol and DCI be made 'contributors' to the UCR County summary tables.
- 7.1.23 Law enforcement monitoring should be done locally in Sweetwater and Sublette Counties and the reporting should include the variety of contacts with the public such as calls, incident, stops, arrests, and so forth. Law Enforcement reports need to include employer and location employed.
- 7.1.24 Law enforcement monitoring should include gathering data from the municipal, circuit and district courts. These courts need to begin keeping information on place of employment.
- 7.1.25 Drug charges monitoring needs to occur and the data should be broken down by type of drug, separate charges etc. This data should be collected as to employer and where specifically employed.

## Mitigation Opportunities

7.2.1	<p><b>Recommendation:</b> That a PAPA Operators (lessees) association be formed as soon as possible to address common concerns (e.g., housing, drugs, emergency response needs to gasfield).</p> <p><b>Why:</b> The PAPA Operators need to work together, rather than independently, on issues that development of the Anticline have had an impact on.</p>	<b>High</b>
7.2.2	<p><b>Recommendation:</b> The operators meet with volunteer fire department chiefs and the SCSO in the near future to determine potential wellfield fire-fighting and hazmat response needs. The operators collaborate in raising the County's response capabilities as necessary.</p> <p><b>Why:</b> Operators need to assure themselves that the fire departments and SCSO have sufficient knowledge and training to handle their emergency needs in the field.</p>	<b>High</b>
7.2.3	<p><b>Recommendation:</b> That PAWG actively encourage Sublette County Commissioners and Municipality officials to collaborate and cost-share on land use planning and development issues.</p> <p><b>Why:</b> In order to solve many of the problems that we face, there needs to be encouragement from the PAWG to the appropriate entities to work with other.</p>	<b>High</b>
7.2.4	<p><b>Recommendation:</b> That operators meet with the Pinedale and Big Piney/Marbleton EMS in the near future to assess ambulance needs and consider assisting EMS in meeting any needs identified. Note: It is our understanding that Pinedale in the summer sometimes has all 3 ambulances in use (none available), and that one of those has over 100,000 miles on it. Big Piney has 3 ambulances, but only one is 4-wheel drive (a second could be needed).</p> <p><b>Why:</b> Operators should participate in development of solutions to make sure that the communities, including the gasfields are adequately covered for emergencies requiring EMS.</p>	<b>High</b>
7.2.5	<p><b>Recommendation:</b> That all PAPA operators adopt a 'Zero Tolerance' policy relating to illegal drugs. Zero Tolerance is defined by the SETG in the crime &amp; drug section of this report.</p> <p><b>Why:</b> Drugs have become a growing problem in Sweetwater and Sublette counties, and is perceived to be a major problem in the gasfields. The different operators have different methods of dealing with the issue. If all operators were to have a 'Zero Tolerance' policy, and effectively enforced it, it is felt that the drug problem could be better handled.</p>	<b>High</b>
7.2.6	<p><b>Recommendation:</b> Invest in outstanding local mental health and substance abuse treatment resources (facilities and programs) for adults, youth, and families.</p> <p><b>Why:</b> Continued growth in the area, requires that we be able to provide such services.</p>	<b>High</b>

<p>7.2.7</p>	<p><b>Recommendation:</b> That the operators and impacted entities work collaboratively to resolve housing and infrastructure shortfalls</p> <p><b>Why:</b> Operators should work with the impacted entities, and communities to help develop solutions to the infrastructure shortfalls that the area is experiencing.</p>	<p><b>High</b></p>
<p>7.2.8</p>	<p><b>Recommendation:</b> That a series of drug / drug-testing policy ‘best practices’ workshops be developed and presented in Sublette County. PAPA operators, operator insurance representatives, drug-testing contractors, local ‘prevention’ specialists, law enforcement, and others would be invited. Working toward uniform application of ‘best-practices’ and logistics such as search policies would be addressed.</p> <p><b>Why:</b> It is felt that the more knowledgeable the operators are, and the more they are handling the drug issue consistently, the more that can be done to minimize impacts of drugs in the industry.</p>	<p><b>High</b></p>
<p>7.2.9</p>	<p><b>Recommendation:</b> That efforts be undertaken to assist volunteer-based public services (e.g., fire depts., EMS) in recruitment. This effort could include local news media publicity and volunteer recognition / appreciation / incentive measures.</p> <p><b>Why:</b> With the growth in the need for public services, they have been stretched to the limit. They have indicated, that the primary need at this point is for more volunteers. It is felt that the PAWG could work with the services to help improve their recruiting efforts.</p>	<p><b>High</b></p>
<p>7.2.10</p>	<p><b>Recommendation:</b> That DEQ establish a regional satellite office in Pinedale.</p> <p><b>Why:</b> Due to the increased gasfield activity in the area, and the concerns around environmental issues, the possibility of having a DEQ office in the county should be investigated.</p>	<p><b>Medium</b></p>
<p>7.2.11</p>	<p><b>Recommendation:</b> That investigative, facilitation, and grant-writing work be done toward accomplishing the community-identified needs items presented in the social services section of this report (e.g., human services multi-office building / facility in the Big Piney Marbleton vicinity, outstanding local mental health and substance abuse treatment facilities and programs, 24/7 child care facilities and/or homes etc.) (<i>Refer to social services section of this report.</i>)</p> <p><b>Why:</b> It is anticipated that there are monies available through grants, etc. Do to the specialized knowledge required for these efforts, it is the feeling of the committee, that someone with specific skills should be hired.</p>	<p><b>Medium</b></p>
<p>7.2.12</p>	<p><b>Recommendation:</b> That the State of Wyoming develop incentives for adoption of the Zero Tolerance policy as defined above.</p> <p><b>Why:</b> Not sure what this might look like, but it is felt that if the State of Wyoming could provide some type of incentive, it would help out the drug problem throughout the entire state.</p>	<p><b>Medium</b></p>

7.2.13	<p><b>Recommendation:</b> That distance learning facilities be installed in man-camps offering courses related to industry topics. The proposed McMurry Drilling school and the Carbon County outreach program may be able to advise / collaborate with Sublette BOCES.</p> <p><b>Why:</b> One of the concerns of the man-camps, is that there be enough activities provided to those living in the camps. Typical activities are recreational in nature. Providing some type of learning activity, would give those staying at the camps some variety, and may be helpful in their career development.</p>	<b>Medium</b>
7.2.14	<p><b>Recommendation:</b> That the C of C be encouraged to continue and expand their employee recruitment services to local businesses.</p> <p><b>Why:</b> Due to continued demand, and limited work force in the area, it is felt that we must continue to look for ways to supply workers.</p>	<b>Medium</b>
7.2.15	<p><b>Recommendation:</b> Invest in afterschool, weekend and all day/evening summer programs for youth.</p> <p><b>Why:</b> There are presently limited programs for our youth. As we continue to grow, it is imperative that we activities for our young people to participate in.</p>	<b>Medium</b>
7.2.16	<p><b>Recommendation:</b> That financial assistance be found to obtain/establish a Safe House in the Pinedale area.</p> <p><b>Why:</b> Due to increased needs for these services, the need is there to improve present facilities.</p>	<b>Medium</b>
7.2.17	<p><b>Recommendation:</b> That the feasibility and potential benefits of establishment a local Housing Authority be investigated.</p> <p><b>Why:</b> Other municipalities in the stae of Wyoming have been successful in establishing Housing Authorities. Due to the increasing cost, and limited supply of housing, it is felt that we should look into the feasibility of having a Housing Authority in the Sublette County.</p>	<b>Medium</b>
7.2.18	<p><b>Recommendation:</b> Invest in 24/7 child care facilities and/or homes.</p> <p><b>Why:</b> Continued growth in the area requires that we be able to provide such services.</p>	<b>Medium</b>
7.2.19	<p><b>Recommendation:</b> That the possibility of establishing a Wyoming Job Service (satellite) office in Sublette County be investigated.</p> <p><b>Why:</b> Due to the growth we are experiencing, a satellite office in Sublette County would be helpful in meeting the needs of the oil &amp; gas industry, as well as all other businesses in the county.</p>	<b>Medium</b>
7.2.20	<p><b>Recommendation:</b> That the C of C initiate a community business development plan with diversity, sustainability, and TG-monitoring-identified Quality of Life indicators in mind.</p> <p><b>Why:</b> It is felt that the Chamber would be the appropriate entity to coordinate such activities.</p>	<b>Medium</b>

7.2.21	<p><b>Recommendation:</b> Invest in family treatment court for child protection and juvenile cases (Sublette County would need an additional caseworker, financial resources for training and on-going treatment court costs, costs for guardian ad litem (GAL), mental health and substance abuse counselors, and possibly another public defender, probation officer, prosecutor and judge – note: Sweetwater would need 4 times these numbers).</p> <p><b>Why:</b> These will be needed in order to provide adequate services for the growth we are experiencing.</p>	<b>Medium</b>
7.2.22	<p><b>Recommendation:</b> Invest in assisting DFS in recruiting and supporting foster parents.</p> <p><b>Why:</b> The county has very few foster parents. The need is there in order to keep children from being placed in homes outside of the area.</p>	<b>Medium</b>
7.2.23	<p><b>Recommendation:</b> Invest in low-income housing.</p> <p><b>Why:</b> Due to the shortage in housing, the prices for existing housing has risen out of reach for many people. This can be tied to the Housing Authority item listed above.</p>	<b>Medium</b>
7.2.24	<p><b>Recommendation:</b> Invest in more law enforcement.</p> <p><b>Why:</b> Growth in the area, and associated crime rates, require that we invest in the area of law enforcement.</p>	<b>Medium</b>
7.2.25	<p><b>Recommendation:</b> That a Revolving Loan fund be established in each Sublette County municipality to qualify them for WBC and other grant programs.</p> <p><b>Why:</b> Due to increase needs for small businesses, there is a need for such a loan program.</p>	<b>Medium</b>
7.2.26	<p><b>Recommendation:</b> Invest in transportation to work sites and home/school and home.</p> <p><b>Why:</b> As the area continues to grow we need to look into improving our transportation systems.</p>	<b>Medium</b>
7.2.27	<p><b>Recommendation:</b> That the possibility of establishing United Way office in Sublette County be investigated.</p> <p><b>Why:</b> The closest UW office is in Rock Springs. Due to growth in Sublette County, the possibility of having an office in the county should be investigated.</p>	<b>Medium</b>
7.2.28	<p><b>Recommendation:</b> Invest in making sure all community resources, including cultural, are easily accessible to the Hispanic community (interpreters, etc.).</p> <p><b>Why:</b> As the area continues to grow, and we become more diverse, there is a need to make sure that we develop an inclusive environment.</p>	<b>Medium</b>

