ENVIRONMENTAL PROTECTION AGENCY

ROCKY MOUNTAIN-PRAIRIE REGION

REGION VIII

ACCOMPLISHMENT PLAN

ACHIEVEMENT OF FEDERAL FACILITIES COMPLIANCE WITH STANDARDS

JUNE 5, 1972

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REGION VIII

ACHIEVEMENT OF FEDERAL FACILITIES COMPLIANCE WITH STANDARDS

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U.S. EPA Region 8 Library
Denver Colorado

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Achievement of Federal Facilities Compliance with Standards

Accomplishment Plan:

I. Problems

A. Environmental Problems

The Federal government is involved in many diverse activities in Region VIII with an overriding emphasis on natural resource development and protection. These activities include federal land management, water resource development, highways, airports power plants, 1976 Olympics, and waste treatment and disposal facilities.

Approximately 120 million acres of land in Region VIII or 32 percent of the total regional land area is owned by the Federal government. The majority of these Federal lands are managed by the Bureau of Land Management and the Forest Service, with smaller acreages managed by the Atomic Energy Commission, National Park Service, Bureau of Reclamation, Fish and Wildlife Service, Bureau of Mines, and the Department of Defense. Smaller acreages of Federal lands are used for installations such as military complexes, and post offices which are not managed in accordance with public land laws. Federal lands subject to the public land laws are managed for multiple uses such as forage production, timber, wildlife habitat, watershed, cattle grazing, minerals and recreation. Road construction is an important support function for many of these activities.

The primary environmental problems associated with Federal land management activities include:

1. Surface and ground water pollution problems (both point and diffuse) such as erosion and sedimentation, drilling mud disposal; mine drainage; leachate from tailings piles; brine disposal; oil and hazardous materials spills; liquid effluents from processing activities; radioactive leachates; waterborne pesticide residues; thermal pollution; and animal and human wastes.

2. Air pollution problems such as fugitive dust, timber slash burning, airborne pesticide sprays, and gaseous effluents from processing activities.

3. Solid waste problems such as timber slash disposal; mining and milling tailings disposal; garbage and refuse disposal; and solidified animal and human wastes; and

4. Noise problems from resource development activities and recreational activities.

Secondary environmental problems associated with Federal land management activities include downstream salinity; increased urbanization with related waste disposal problems; cumulative pesticide residues; and increased degradation in areas where the resources of the Federal lands are used (i.e. high energy demand areas). Other environmental problems outside of EPA's six primary areas of responsibility include aesthetics; water supply; flora and fauna impacts; rehabilitation and revegetation; incompatible land uses; wilderness; and destruction of archeological and cultural or historic sites.

The minerals of this region on Federal lands include: oil shale, coal, oil, natural gas, uranium, common varieties (sand, gravel), and hardrock minerals (gold, silver). The development of

these minerals includes such activities as: exploration; construction; conventional oil and gas recovery operations; underground nuclear gas and oil stimulation; mining operations (surface, underground, in-situ); oil, gas and mineral processing activities; product transportation (pipeline, trucks, etc.) and land rehabilitation. The critical areas of development that can be identified at this time are:

a. Colorado's Piceance Basin; Utah's Unita Basin; Wyoming's Washakie Basin for oil shale.

b. The Decker-Birney area of the Powder River Basin in Montana for coal development. The Decker-Birney area will be developed first and then the development will spread to the Powder River Basin and eventually to the entire Fort Union formation extending over portions of Montana, North and South Dakota, Wyoming and Canada.

c. Northwestern Colorado, southwestern Wyoming and northeastern Utah for oil and natural gas.

d. Southwestern Colorado, eastern Utah and eastern Wyoming for uranium.

e. Western Montana for hardrock minerals.

f. Sand and gravel operations are common throughout the region.

Timber harvesting practices of such agencies as the Forest Service, BLM and BIA continue to cause problems in this region. The controversy over clearcutting practices on the Bitterroot National Forest in Montana is the most recent example. Timber harvesting includes such activities as road construction; various cutting methods such as clearcutting and selective cutting; slash disposal; and reforestation. Timber harvesting

activities are conducted throughout the region but the most concentrated activities are in Western Montana and the Black Hills of South Dakota.

Serious erosion and salinity problems exist in this region as a result of overgrazing of public lands. Western Colorado around Grand Junction is an example. The expanding use of recreational vehicles (four wheel drive, trail bikes, and snowmobiles) are causing erosion problems, creating noise, affecting wildlife habitats, increasing air pollution and in general marring the landscape.

The activities of Federal water resource agencies such as the Bureau of Reclamation, Corps of Engineers and Soil Conservation Service are conspicuous in this region because of the arid climate. The environmental problem within EPA's area of responsibility associated with water resource projects include: reduced stream assimilative capacity when streams are impounded; irrigation return flows, which are high in dissolved solids, herbicides, pesticides and nutrients; waste treatment plant effluents discharged above reservoirs; erosion and siltation during construction and from mud flats resulting from reservoir operation; slash disposal, thermal shock on aquatic life; and noise. Broad policy problems associated with water resource projects include their effect on area growth and development patterns; land use problems and transbasin diversion. The most significant water resource projects are the Central Utah Project; Fryingpan Arkansas Project in Colorado; the Garrison Project in North Dakota and the North Central Power Study and related water resource projects in Montana & Wyoming.

Highway and airport projects involve the FHWA and FAA respectively. Such projects present water quality problems from pre- and post- construction erosion and stormwater runoff. Air quality problems result from fugitive dust and slash burning during construction as well as from the pollutants associated with increased air and highway traffic. Slash and refuse disposal present solid waste problems. Of increasing significance are the noise levels associated with increased highway and air traffic. A major issue, particularly in the Denver and Salt Lake metropolitan areas, is the effect of such projects on urban growth and land use. The circumferential highway and the new Stapleton Airport runway in Denver are examples. Of equal significance are projects in remote areas which threaten to destroy or alter wilderness, aesthetic and ecological values in national forests and parks. The proposed location of I-70 in Glenwood Canyon in Colorado and the proposed extension of the airport runway in Grand Teton National Park are examples.

Power plant projects, including hydroelectric, coal-fired steam generation, and nuclear, may involve such agencies as the Bureau of Reclamation, BLM, REA, AEC and FPC. The environmental problems associated with the operations of such power plants include those problems associated with support activities such as the mining and milling of uranium ores. The environmental problems include the discharge of highly mineralized blowdown waters; heated liquid effluents; wind and water erosion of tailings piles (including radioactive tailings); stack emissions; transmission lines and noise. The coal-fired steam generation plants included within the Southwest Energy study as well as the

Jim Bridger Plant in Wyoming and the various plants proposed in the North Central Power Study are examples. Coal gasification projects promise to present environmental problems for the region in the near future. Presently there is only one nuclear facility in the region at Ft. St. Vrain near Denver in Colorado although uranium mining and milling in western Colorado and centeal Wyoming is expected to increase significantly.

Colorado has been selected as the site for the 1976 Winter Olympics. Federal monies will be used to fund the games through existing Federal grant programs with agencies such as HUD, HEW and EPA and through a direct Congressional appropriation to be administered by an agency such as the Bureau of Outdoor Recreation. The potential environmental effects of holding the Olympic winter games in Colorado are basically twofold: physical impacts imposed on the specific sites for the various events, and the longer-range secondary impacts on growth stimulation and State land-use policies.

The Federal Facilities in Region VIII which must comply with the provisions of E.O. 11507 include military installations of the defense agencies, AEC installations, recreational waste treatment facilities of the Forest Service and Park Service and others. The gaseous and liquid effluents from these facilities may degrade air and water quality. The liquid effluents may contain various chemicals, radioactive isotopes and domestic wastes. Violations of applicable air and water quality standards by point discharges from these facilities are not a major problem in Region VIII. However, many facilities can be improved to

provide higher quality effluent. Septic tanks and vault toilets are commonly used in recreational areas for domestic waste disposal. Such facilities are frequently overloaded and leaking, particularly during peak recreational seasons. The use of various chemicals in septic tanks and vault toilets to mask odors creates problems when these wastes are eventually treated and discharged to a waterbody. Zinc based masking compounds are presently causing concern in the Dillon Reservoir area of Colorado. The disposal of wastes from campers and other recreational vehicles is becoming an increasing problem. Such wastes are frequently dumped along the roadside rather than in dump stations. Solid waste problems result from Federal land management agencies leasing lands for solid waste disposal sites which turn into obnoxious dumps. Indiscriminate dumping of refuse on Federal lands is also a problem.

B. Administrative Problems

Section 118 of the Clean Air Act, Section 21 of the Federal Water Pollution Control Act, Section 211 of the Solid Waste Disposal Act, the Refuse Act, NEPA and E.O. 11507 make it clear that Federal agencies are mandated to insure that their activities do not violate applicable air and water quality standards and solid waste guidelines. Federal agencies are experiencing many administrative difficulties in complying with these requirements. The problems being encountered include:

(1) Unfamiliarity of EPA personnel with the laws, regulations and procedures of the various Federal agencies, particularly land management agencies.

(2) Unfamiliarity of EPA personnel with the personnel, organization and activities of other agencies. Particularly critical is our unfamiliarity with the planning process of other agencies.

(3) Lack of clear, direct authority for EPA to get involved in the early planning stages to assist in our six primary areas of responsibility.

(4) Hesitancy on the part of the Federal land management agencies to enforce environmental stipulations in contracts, licenses, permits and leases.

(5) Because of personnel shortages agencies cannot provide adequate supervision and inspection of timber sale contracts and mineral leasing operations including road construction.

(6) Timber harvesting goals are often established without regard to the environmental damage that may result from meeting those goals.

(7) Timber sales are developed primarily by the most inexperienced agency personnel because of the normal structure of agency career ladders.

(8) In the Forest Service the greatest quantity of road construction funds are obtained through timber sale contracts and not through the Forest Roads and trails funds leading to planning of roads for a single rather than multiple purposes.

(9) Lack of sufficient interdisciplinary teams to do proper land use planning.

(10) The EPA regional office does not have an inventory of point and non-point sources of effluents to the air or to water courses. Without such an inventory, the EPA has no specific knowledge of which installations are in compliance with air and water quality standards. Without the inventory the EPA also does not know where improvements should be instigated. The information submitted to the OMB under Circulars A-78 and A-81 provides some inventory information, but does not provide a complete picture.

II. Objectives

A. Abate air, water and land pollution from Federal land management activities by:

(1) Developing an inventory of existing air, water and land pollution problems on Federal lands and assigning priorities for remedial action.

(2) Encouraging and assisting Federal land management agencies in securing remedial actions.

(3) Developing institutional and legal mechanisms for abating pollution from abandoned oil, gas and mining operations on or adjacent to Federal lands.

B. Prevent air, water and land pollution from Federal land management activities by:

(1) Identifying weaknesses in Federal laws, regulations and procedures dealing with Federal lands and making recommendations for strengthening.

(2) Involving EPA directly in the planning process of Federal land management agencies.

(3) Assisting Federal agencies in developing legal and administrative controls over Federal land development.

(4) Establishing water quality standards for waters on Federal lands.

(5) Assisting Federal agencies in the development of legal and institutional mechanisms to assure adequate rehabilitation of mined areas on Federal lands.

(6) Reducing or minimizing environmental degradation resulting from timber management and mining activities on Federal lands in Region VIII. This general objective has the following principal sub-elements: evaluating the extent and type of environmental damage caused by timber management and mining activities, assuring that environmental considerations are factored into the planning process, and assuring that environmental standards are enforced.

C. To broaden the planning processes for highways, airports, power plants and water resource projects to include a full range of environmental considerations.

D. To prevent or minimize environmental degradation associated with the development of sites for the 1976 Olympics.

E. Coordinate and assist Federal agency efforts to abate and control pollution from Federal facilities by:

(1) Assisting all Federal agencies in the region in developing and making operational by the end of FY 73 an inventory covering the full range of environmental conditions and problems at Federal facilities

(which includes point and diffuse sources).

(2) Evaluating inventory information for compliance with applicable standards and guidelines and establishing priority areas and projects requiring remedial action.

(3) Evaluating Federal agency progress towards program goals and assisting OMB in establishing priorities for the authorization and funding of projects.

III. Strategy

The objectives will be achieved utilizing the resources of the following program elements in their entirety:

2A6113 Federal Activities/Air

2B1115 Review Federal Licenses and Permits

2B6116 Federal Activities/Water

2D6118 Federal Activities/Solid Waste

Other program elements will be used to a lesser extent such as

3B2124 Refuse Act Permit Program

2B1143 Water Quality Standards

2B4153 Technical Support and Assistance/Water

2A5137 Technical Support and Evaluation/Air

The general strategy for the abatement of existing air, water and land pollution problems resulting from Federal land management activities includes the following actions:

(1) Request technical assistance from Federal land management agencies in identifying serious air, water and land pollution problems

from existing land management activities that require remedial action.

(2) Through consultations with the Federal land management agencies and field investigations, assess pollution problems, and establish a priority ranking and time schedule for abatement.

(3) Use negotiation, legal actions by other Federal agencies, permit program and EPA enforcement authority to get compliance.

It is estimated that the region will provide technical assistance to other Federal agencies in the abatement of 25 existing land management priority problems. Field investigations will be a necessary part of this technical assistance activity. It is also estimated that the region will review and process 50 Refuse Act Permit applications for mining, oil and gas operations on Federal lands. The region will also assist in the closing of 100 open dumps on Federal lands.

The general strategy for the prevention of air, water and land pollution problems resulting from Federal land management activities includes the following actions:

(1) Review existing laws, regulations and procedures and proposed legislation affecting Federal lands and provide OFA with recommendations.

(2) Review money and manpower problems of Federal land management agencies and provide OFA with recommendations for supporting other agencies before OMB and Congress.

(3) Hold coordination meetings with Federal land management agencies and environmental groups to identify critical development areas.

(4) At Headquarters and/or Regional level, develop memorandum of understanding with Federal land management agencies specifying:

(a) Agency relationship on abatement of pollution problems, including enforcement;

(b) Agency relationship in defining critical development areas and planning for management of these areas. EPA should at a minimum have the authority to review critical area plans before an EIS is prepared.

(c) Agency relationship in developing model stipulations and environmental guidelines.

Headquarters and Regional efforts for memorandums of understanding should proceed simultaneously. Region should attempt to reach formal or informal agreements at field level. These field agreements may be interim in nature awaiting Headquarters action.

(5) In accordance with Agency agreements, assist Federal land management agencies in assessing the environmental impact of development in critical areas of great regional significance. In other critical areas, review and comment on plans and EIS.

(6) Review environmental stipulations in Federal land management contracts, leases, licenses and permits and develop model environmental stipulations.

(7) Assist Federal land management agencies in preparing guidelines specifying in detail the criteria that must be met in order to comply with the general environmental stipulations in Federal contracts, leases, licenses, and permits. (Such guidelines were prepared for the permit program).

(8) Review 18 lease applications for use of Federal lands as solid waste disposal sites.

(9) Brief public interest groups on Federal land management activities and encourage their early involvement in the planning process.

In the area of Federal land management activities, the region will concentrate its efforts on evaluating timber harvesting practices and certain mineral resource developments in the region. The evaluation of timber harvesting practices will include the following actions:

(1) In consultation with the Forest Service determine extent and location of timber harvesting in each Forest Service Region.

(2) In consultation with the Forest Service and responsible environmental groups select the most critical timber harvesting area from an environmental protection standpoint in each region for detailed study, e.g. this may be a Forest, a district on a Forest, or some other geographical unit.

(3) Perform a detailed evaluation of the timber management techniques and practices used in the study area. Items to be evaluated would include the development of timber management plans, harvesting methods, road construction, contract administration, fire control activities, slash disposal, reforestation, and public involvement. The environmental considerations related to these would be determined.

(4) The data collected on each study area will be examined to determine the environmental controls that should be implemented or strengthened. A determination will be made of the benefits to air,

water or land quality that would accrue from proposed environmental controls.

(5) Recommended changes will be discussed with the Forest Service to determine the feasibility or constraints in implementing the recommendations.

(6) The Forest Service will be asked to implement feasible recommendations. Those recommendations requiring policy or legislative changes will be forwarded to headquarters for action and coordination with other EPA regional offices.

(7) From the results of the area studies, methods for performing environmental analyses of the remainder of National Forest land in the Region will be developed. The Forest Service would then be asked to conduct these analyses in their respective regions.

(8) The analyses done by the Forest Service would be reviewed to determine where changes in timber management techniques and procedures need to be made.

(9) Assistance will be provided to the Forest Service in the development of an environmental monitoring system for individual Forests or other management units.

(10) The results of work with the Forest Service will be used to evaluate forest management practices of other agencies such as the Bureau of Land Management and the Bureau of Indian Affairs.

(11) Review the status of research on improved timber management practices now being conducted by the Forest Service and other research groups. Evaluate the possibility of accelerated implementa-

tion of improved environmental practices now being researched, e.g. increased slash utilization, tree genetics, etc.

The two critical areas of mineral development where the regional effort will be concentrated have already been identified. These two areas are the oil shale region of Colorado, Wyoming and Utah and the Fort Union coal development area of Montana, Wyoming, North Dakota and South Dakota.

The Interior Department is proposing a prototype oil shale leasing program to stimulate development of the vast oil shale resources in Colorado, Wyoming and Utah. Under this program, six leases would be issued, two in each State. Major environmental problems will be confronted from surface mining, tailings disposal, wastewater disposal and wildlife disturbance. The regional office has been participating in an intergovernmental, interagency task force charged with recommending lease sites, developing lease stipulations, developing the EIS for the leasing program and overseeing the actual development activities. Region efforts during FY 73 will be concentrated on assisting the field oil shale committee in developing environmental guidelines for the implementation of general lease stipulations. This effort should be completed by March 1.

Vast quantities of coal in the Fort Union formation of Montana, Wyoming, North Dakota and South Dakota lie under Federal lands managed by BLM and the Forest Service. Pressures for development of these resources are substantial. BLM and Forest Service offices are flooded

with lease applications. Many fragmented efforts by Federal, State, local and private entities are being taken to evaluate the environmental impact of developing this coal. Administrator Ruckelshaus has suggested the need for an overview impact study of the entire coal development area. The regional office will act as a catalyst to stimulate inter-agency and intergovernmental cooperation in the development of these resources. The regional office will provide technical assistance in the analysis and evaluation of pollution problems upon request.

The regional office will analyze the existing situation regarding water quality standards for waters flowing over and through Federal lands. The adequacy of the standards will be evaluated and criteria established for areas where standards are lacking or deficient. Legal and institutional mechanisms will be established for promulgating such standards for Federal lands.

The regional office will establish interdisciplinary, intermedia teams to contact and work with Federal agencies. Such teams were utilized last fiscal year and meetings were held with three Forest Service regions, the BLM Service Center, BLM Montana State Office and the BLM State Directors. It is estimated that 25 Federal offices will be contacted during FY 73 to identify problems of mutual interest and to work up remedies and working relationships. Working relationships will be established with agencies involved in highway, airport, power-plant and water resource projects and the '76 Olympics.

Probably the most important activity of the regional office during FY 73 will be to assist Federal agencies in developing an inventory of

environmental conditions and problems on Federal lands and at Federal facilities. The inventory will include point and diffuse sources of pollution. The inventory information will be evaluated to determine compliance with applicable standards and guidelines and to establish priority areas and projects requiring remedial action.

The regional office will continue to provide technical assistance to Federal facilities in seeking compliance with applicable standards and guidelines. It is estimated that performance plans and specifications will be reviewed for 25 wastewater treatment facilities and 25 air quality treatment facilities. It is also estimated that 20 Refuse Act permit applications will be reviewed and processed for various Federal installations in the region. Under section 1716(e) of the Airport and Airways Development Act, it is estimated that 10 airport projects will require EPA certification that the design, construction and operation is in compliance with air and water standards. The regional office will also review the fiscal plans for pollution control projects at Federal facilities to assist in establishing priorities.

1. TYPE OF PLAN	2. PROGRAM SUB-ELEMENT TITLE	3. SUB-ELEMENT NO.	4. SHEET NO.
☐ a. SUB-ELEMENT ☐ b. PART SUB-ELEMENT ☐ c. GEOGRAPHICAL AREA	Achievement of Federal Facilities Compliance with Standards		1-3
	5. GEOGRAPHICAL AREA TITLE	6. GEOGRAPHICAL AREA CODE	7. PRIORITY

8. CODE	9. NO.	10. SCHEDULE DATE OF COMPLETION	11. PLANNED ACCOMPLISHMENTS
	1	6-30-73	Develop memorandum of understanding with BLM and Forest Service regarding agency relationship on such matters as: pollution abatement, enforcement, planning, and inventory.
	2	7-31-72	Establish regional interdisciplinary, intermedia teams to contact and work with Federal agencies.
	3	12-31-72	Contact 25 Federal offices for annual program review .
	4	6-30-73	Assist all Federal agencies in region to complete Federal facilities inventory, including point and diffuse sources.
	5	6-30-73	Evaluate inventory information for compliance with standards and guidelines and establish priority areas and projects requiring remedial action.
	6	6-30-73	Provide technical assistance to Federal agencies in abating problems for compliance with standards and guidelines by:
			a. Reviewing performance plans and specifications for 25 waste water treatment facilities.
			b. Reviewing performance plans and specifications for 25 air quality treatment facilities.

12. FY 1973		13. FY 1974		14. PREPARED BY AND DATE	15. REVIEW BY AND DATE
a. $1000	b. MAN-YEARS	a. $1000	b. MAN-YEARS	J. W. Geise May 26, 1972	
				16. APPROVED FOR RPIO	

EPA Form 3500-4 (Rev. 4-72)

PLANNED ACCOMPLISHMENTS SCHEDULE

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☐ a. SUB-ELEMENT ☐ b. PART SUB-ELEMENT ☐ c. GEOGRAPHICAL AREA	Achievement of Federal Facilities Compliance with Standards		2-3
	5. GEOGRAPHICAL AREA TITLE	6. GEOGRAPHICAL AREA CODE	7. PRIORITY

8. CODE	9. NO.	10. SCHEDULE DATE OF COMPLETION	11. PLANNED ACCOMPLISHMENTS
			c. Providing certification for 10 airport projects.
			d. Recommending remedial measures on 25 specific priority problems (including air,
			water, solid wastes).
			e. Conducting 30 field inspections.
			f. Assisting in the closing of 100 open dumps on Federal lands.
			g. Reviewing and issuing RA permits for 20 Federal installations.
			h. Reviewing and issuing RA permits for 50 mining, oil and gas operations on Federal
			land.
			i. Review 18 lease applications for use of Federal lands as solid waste disposal sites.
	7	6-30-73	Provide technical assistance to Federal agencies in preventing environmental degradation from
			timber harvesting and mining activities by:
			a. Reviewing agency regulations, standards, procedures and stipulations and recom-
			mending changes.
			b. Selecting timber harvesting study areas, and after field evaluation and analysis:
			1. Develop timber management environmental evaluation guideline.

12. FY 1973		13. FY 1974		14. PREPARED BY AND DATE	15. REVIEW BY AND DATE
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	5. GEOGRAPHICAL AREA TITLE	6. GEOGRAPHICAL AREA CODE	7. PRIORITY

8. CODE	9. NO.	10. SCHEDULE DATE OF COMPLETION	11. PLANNED ACCOMPLISHMENTS
			2. Request Forest Service to evaluate timber management guidelines.
			3. Develop method for monitoring effects of timber management on environment.
			c. Mining
	9	3-1-73	1. Assist Interior Oil Shale committee in development of environmental guidelines
			for implementation of lease stipulations.
	10	12-31-72	2. Assist in creation of interagency-intergovernmental group to plan overall
			development of Fort Union coal formation.
	11	6-30-73	3. Evaluate pollution problems connected with coal development in Fort Union
			formation.
	12	6-30-73	Establish water quality standards on Federal lands.
	13	8-31-72	Evaluate Federal agencies' fiscal plans for pollution control projects at Federal facilities.

12. FY 1973		13. FY 1974		14. PREPARED BY AND DATE	15. REVIEW BY AND DATE
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