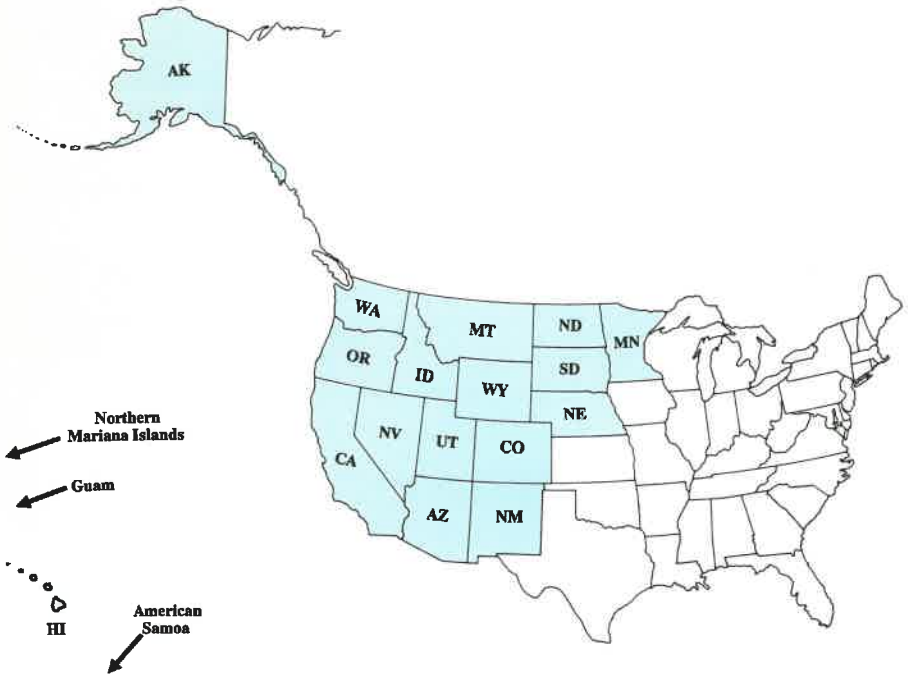




**ANNUAL REPORT**  
**July 1, 1988 - June 30, 1989**

# Member States, Commonwealth and Territories of the Western Governors' Association



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## MESSAGE FROM THE CHAIR

It has been my pleasure to serve as Chairman of the WGA this year. Our workplan theme has been "Going Global: A Western States' Trade and Prosperity Strategy." The goal of this agenda has been to examine how western governors can improve our cooperative efforts to promote and improve the West's performance in the international marketplace.

The western states are involved in numerous activities for the development of international trade, tourism and investment. Exports from the 17 western states totalled about \$66 billion in 1988. Foreign direct investment in fixed assets totalled almost \$86 billion in 1986. In 1987, it is estimated that nearly 18 million foreign tourists visited the West.

These statistics verify the important impact that international business contributes to our regional economy. Our challenge is to increase this impact collectively. During the course of the year we have brought together western business leaders and state trade and tourism officials to develop an achievable action plan. The results of these consultations will be the centerpiece of the WGA 1989 Annual Meeting, where the governors will have an opportunity to consider some new ideas concerning the coordination of overseas trade offices and other international business promotion efforts.

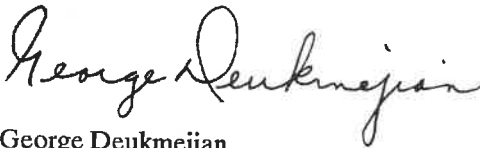
Along with the "Going Global" agenda, WGA has continued to make great strides in ongoing program areas such as rural development, water policy, nuclear waste, Indian water rights, mine waste, hazardous waste, state-tribal relations, and Washington presence. The following are examples of some of these achievements:

- In November, 1988 Governors Garrey Carruthers, Mike Sullivan and I met with the Bush Administration transition team leaders to brief the new administration on western policy issue concerns. Several issues raised at the meeting have already begun to be dealt with such as the provision of state export data, the development of an acid rain proposal which addresses western interests, and funding for Indian water rights settlements.

- Governor George Sinner is working with the WGA Water Coordination Working Group, the White House, Secretary of the Interior Manuel Lujan and other key federal players to discuss the need for improved federal water coordination. Attendees at the meeting have agreed to work together to consider federal water policy questions and examine ways to enhance water policy aspects of drought response.
- The WGA, with funding support from the Department of Transportation, will assist states to implement activities aimed at ensuring the safe transport of transuranic waste along the highway corridor from federal facilities around the West, to the Waste Isolation Pilot Plant (WIPP) site in Carlsbad, New Mexico.
- A 21 state Mine Waste Task Force has developed a written consensus response to the Environmental Protection Agency's (EPA) draft regulatory language for mine waste. The EPA has found the states' recommendations to be of significant assistance and has urged WGA to apply for a grant to expand the states' involvement in this project.

This lists just a few of our achievements this year. The Annual Meeting will provide an opportunity to determine how we should move forward from here. Prominent members of the Bush Administration cabinet and other noted speakers have been invited to meet with the governors at the meeting to help us to review our progress and set our goals for the coming year. I look forward to this event and am confident that the future of the West is enhanced through the results of our collaborative efforts.

Most Cordially,



George Deukmejian  
Governor of California

## TRADE

Under the Chairmanship of **Governor George Deukmejian**, the WGA is conducting a program entitled "Going Global: A Western States' Trade and Prosperity Strategy". The purpose of the program is to increase the West's trade, tourism and investment profile in the global economy. During the 1988 Annual Meeting, the governors directed WGA staff to investigate how to reduce costs and improve the effectiveness of state international business promotion programs through regional cooperation. Specifically, several governors urged WGA to investigate how the cost of maintaining state overseas trade office facilities could be shared. Governors also expressed an interest in learning more about how regional tourism program efforts could be improved. WGA's Scholar-in-Residence, Jerry Levine, is responsible for designing a "Going Global" strategy. He will present his report to the governors at the 1989 WGA Annual Meeting. WGA worked with western state trade and tourism directors, and with other international business policy experts in developing recommendations. Building on this year's program **Governor George Sinner** and **Governor George Mickelson** have conducted a joint "Dakotas" trade seminar in Japan.

In November, **Governors Deukmejian, Garrey Carruthers and Mike Sullivan** met with leaders of the Bush Administration transition team to advocate active involvement of governors in international trade policy decisions. They expressed a desire to be informed about the ongoing U.S.-Canada Free Trade Agreement negotiations, the GATT negotiations, and the European Community 1992 market unification process. The governors also stated their concerns with the harmful trade deficit situation and the need for federal government assistance with state international business promotion efforts. They stressed the need for timely and accurate trade, tourism and foreign investment data. **Governors Booth Gardner and Garrey Carruthers** are members of the U.S. Trade Representative's Intergovernmental Policy Advisory Committee. The Administration continues to work closely with them on the formulation of trade policy.

The WGA provides staff assistance to the Border Governors' Conference, and maintains liaison with other regional trade and tourism policy groups such as the Center for the New West, the Western Regional Council (WRC), the Western Senate Coalition, Visit U.S. West, Foremost West, and Old West Trails. WGA has also maintained a dialogue with Canadian federal and provincial officials regarding the implementation of the U.S. Canada Free Trade Agreement. WGA has encouraged the WRC's efforts to organize an international business inter-ship exchange program.

### *Recent WGA Publications on Economic Development and Trade*

- *Going Global: A Strategy for Regional Cooperation*
- *Global Competition and the Western States*
- *International Competitiveness in the West: The Public's View*
- *The Trade Deficit, Global Capital Flows and the Exchange Rate*

# WASHINGTON OFFICE

The western governors have maintained a one-person office in Washington, D.C., for five years. The satellite office serves as the governors' liaison to western congressional delegations, key congressional committees and to cabinet and other executive branch agencies. It works closely with those states that have established Washington representatives as well as with those that do not. The office maintains a special working relationship with the Western Senate Coalition (WSC) which has reorganized to strengthen its capacity as a regional voting bloc in Washington. The office identifies, tracks, analyzes, and reports on federal legislation and regulatory actions that affect the West. The Washington Report newsletter published by WGA highlights areas of interest to the governors and advocates western positions on certain issues to Congress.

In the past year WGA acted to further strengthen its credibility and influence in Washington, both within the region's congressional delegation and with the administration. In November, a group of western governors, led by the WGA Chairman Governor George Deukmejian, were among the very first governors to meet with leaders of the Bush transition team. Several areas of concern identified by WGA during that meeting have already begun to be dealt with, including federal dissemination of state export data, development of an acid rain proposal that addresses distinctive western differences, and funding for Indian water rights settlements. In February, a majority of the western governors met with members of the WSC. The governors and senators identified several issues for collaborative work, including support for uniform poll closing legislation and nuclear waste transportation. Progress is underway on these issues, and other items have been added to this mutual agenda since February.

Throughout the year, governors have advocated their interests on a variety of regional legislative issues including: federal fire policy, land transfers under the Recreation and Public Purpose Act, oil and gas leasing policy, expansion of the territorial sea, rural development and Indian water rights settlements. The office also has worked on behalf of the governors on drought legislation, federal water policy coordination, coal valuation regulations, nuclear waste transportation, acid rain, ocean minerals mining regulations, and in a variety of other areas. Issues targeted for activity by the Washington office reflect priorities chosen by the governors through adoption of policy resolutions and the formulation of an annual work plan.

## RURAL COMMUNITY DEVELOPMENT

WGA has focused on examining how governors can encourage more direct, sustained involvement of universities and colleges in support of rural community development. Community colleges, state colleges and universities all have tremendous resources across academic fields -- science, business, art, sociology, etc. -- that, if brought to bear on the problems of rural communities in transition, could help enhance and stabilize communities.

WGA's recently released report *A Time of Challenge A Time for Change: The Role of Higher Education in Rural Development*, identifies barriers that work against greater involvement of higher education in rural issues. One barrier is that rural community service ranks very low on the academic value system where publishing in journals and basic research are highly valued. Another barrier is the difference in organizational cultures between academics and politicians. Where politicians operate in short time spans, with collaborative work stressing reliable outcomes and simple absolute answers, academics operate in longer time frames, with individual work focusing on original insight and abstruse qualified answers. A final barrier is that information about successful higher education or public service programs that benefit rural areas has not been widely disseminated.

There are several recommendations in the report to the governors to help overcome these obstacles. Governors need to convey their interest in higher education's involvement in rural communities to higher education board members and regents as well as university and college presidents. Governors, it is recommended, should also initiate a planning process to identify the resources each institution of higher education has to offer rural communities. A final recommendation is for governors to explore with universities and colleges the use of non-traditional mechanisms, such as contracts with institutions of higher education for particular services, line item appropriations for certain programs, and mini-grants to faculty to involve higher education in direct, ongoing, effective efforts in rural communities.

### ***Recent WGA Publications on Rural Development***

- *A Time of Challenge A Time for Change: The Role of Higher Education in Rural Development*
- *Connecting Rural Economics: Strategies for Rural Economic Health*
- *Distressed Rural Western Counties 1969-1990*

## **WATER**

Growing concern over the multiplicity of state and federal agencies with confusing and often conflicting jurisdiction over water led Governor George Sinner, WGA's lead governor for water issues, to convene a group of state, federal and private sector water managers and policy leaders in September to discuss improving state and federal water governance. A second meeting was held in December. The group reached a surprising amount of consensus about the need for more clearly defining the importance of our nation's water resources, and clarifying the jurisdictional confusion which often leads to overly contentious relationships between and among federal and state agencies. A white paper which addresses these issues was developed by WGA.

On May 11, Governor Sinner and members of the WGA Water Coordination Working Group met in Washington, D.C. with representatives of the White House, EPA, the Corps, and the Department of the Interior. Governor Sinner and Secretary of the Interior, Manuel Lujan co-chaired the meeting. The purpose of the meeting was to discuss ways to improve federal/federal and



state/federal water coordination. Attendees agreed to work together to draft a proposal for a review of federal water policy for the White House and concerned agencies. Additionally, attendees agreed to work with Governor Sinner to convene state and federal representatives to determine how to improve state and federal drought response efforts.

### ***Recent WGA Publications on Water***

- *WGA White Paper on Federal Water Policy Coordination*
- *Water Efficiency: Opportunities for Action*
- *Western Water: Tuning the System*

## **INDIAN WATER RIGHTS**

WGA has participated in an Ad Hoc Group on Reserved Indian Water Rights, along with representatives from the Western Regional Council, the National Congress of American Indians, the Council of Energy Resource Tribes and the Native American Rights Fund, since 1982. The purpose of the group is to promote negotiated settlement of Indian water rights disputes. Governor Mike Sullivan is WGA's lead governor on Indian Water Rights.

This year, three negotiated settlements (San Luis Rey, Salt River Pima-Maricopa, Colorado-Ute) were presented to Congress and enacted after contentious and difficult debate. Concerns about the precedent-setting nature of some aspects of the settlements, especially provisions related to leasing water off-reservation, have prompted WGA to work with the Western Senate Coalition and the Native American Rights Fund to try to develop consensus definitions and guidelines. WGA is also working with the Western Senate Coalition to obtain necessary funding to implement the settlements.

In December, the Ad Hoc Group and the Western Senate Coalition co-sponsored a workshop in Washington, D.C. for key administration and congressional staff to discuss the "lessons learned" as the three settlements made their way through Congress. The December workshop followed-up on a previous workshop held in May 1988, providing more detailed discussion on issues relating to off-reservation use, lease of Indian water and federal cost-share policy. Participants also discussed settlements enacted in the 100th Congress, potential settlements in the 101st Congress, and working with the new administration and Congress to maintain momentum on Indian water rights negotiations. Governor Sullivan stressed the importance of these settlements and the position of the Ad Hoc Group while testifying on Indian water rights settlements before the Senate Select Committee on Indian Affairs in April of this year.

## **STATE TRIBAL RELATIONS**

States and tribes historically have been faced with mutual conflicts, lengthy litigation over competing jurisdictional claims, and general distrust. However, in September a small two-day meeting was held between a group of western governors and tribal chairmen to identify ways to improve state-tribal relations. Four initial areas--environmental management, healthcare, education and economic

development--were identified for further examination. **Former Montana Governor Ted Schwinden** and **South Dakota Governor George Mickelson** have served as lead governors for WGA's state-tribal relations programs. WGA has been assisted by the National Congress of American Indians (NCAI), the Council of Energy Resource Tribes (CERT) and the Native American Rights Fund (NARF).

During the spring of 1989, WGA, NCAI, CERT, and NARF, were joined by Americans for Indian Opportunity (AIO) in preparation for a second substantive meeting between governors and tribal chairmen June 20, 1989.

## COASTAL ISSUES

In 1983 President Reagan proclaimed control over the ocean resources within a 200 nautical mile area off the coast of the United States that has come to be called the Exclusive Economic Zone (EEZ). In 1988, as one of his last actions, President Reagan extended the limits of the United States Territorial Sea from 3 to 12 miles in a separate proclamation. Both the 1983 and 1988 proclamations present major implications and opportunities for the states and, although each policy is already in effect, neither has had legislation passed to implement it.

In June 1988, WGA sponsored a workshop on EEZ-related issues for its member states. Following the workshop, WGA finalized two background papers which served as discussion material for the meeting. Under **Governor John Waihee's** leadership, WGA is currently developing a comprehensive statement of what constitutes the appropriate role for the states in EEZ resource management. The concept of "full management partner" with the federal government is being used as a guide. It is anticipated that the governors' current policy on the EEZ will be strengthened to reflect this comprehensive statement and that congressional strategy will be developed for enacting legislation to implement the EEZ proclamation.

In addition, WGA has begun to delve into the many state-federal management and policy-related issues raised by the 1988 territorial sea proclamation. Western coastal and Great Lakes states are working to reach a consensus on answers to a set of both legal and policy questions that were raised by the territorial proclamation. This effort will continue into next year.

## NUCLEAR WASTE

In 1988, WGA established a Governors' Task Force on Nuclear Waste to define policies to ensure the safe and uneventful transportation of nuclear waste through western states. The Task Force's charge was expanded in 1989 to include the cleanup of contaminated Department of Energy (DOE) nuclear weapons facilities.

**Governors Neil Goldschmidt** and **Bob Miller** co-chair the Task Force and **Governors Norman Bangert**, **Garrey Carruthers** and **Booth Gardner** are members. **Governors Cecil Andrus**, **Roy Romer**, and **Michael Sullivan** participate with the Task Force on matters related to the Department of Transport-

tation project addressing the safe transportation of Defense waste from DOE facilities along the highway route from Washington State to New Mexico.

Significant policy actions were taken in three areas:

### Transportation

- WGA passed a resolution supporting the safe and uneventful transportation of nuclear waste and encouraging DOE to work cooperatively with the states to achieve this goal.
- WGA received a one million dollar grant from the Department of Transportation to provide financial assistance to the seven western states along the route between Hanford, Washington and the Waste Isolation Pilot Plant (WIPP) in New Mexico. The funds are to assist these states prepare for DOE's 25 year program to ship plutonium waste from DOE weapons defense facilities to WIPP.
- A report to Congress was prepared presenting western states concerns related to the shipment of plutonium waste between Hanford and WIPP. The report also proposed a comprehensive program for a federal/state partnership to address the issues of transportation safety, emergency response and improved public confidence.

### WIPP

- Monthly meetings were established between DOE and Governors Andrus, Carruthers and Romer to monitor DOE's progress towards opening WIPP, reducing waste stockpiles at Rocky Flats and the Idaho National Engineering Lab, and initiating environmental cleanup of these sites. WGA is also reviewing DOE's efforts to identify options for temporary storage of Defense wastes during the five year WIPP test period and in the event that WIPP is not opened as a permanent repository.

### High Level Repository

- Comments were provided to DOE on the inadequacy of their plans and studies for the shipment of high level radioactive waste to a proposed repository in Nevada. The socio-economic impact study was limited to the immediate area around the proposed site and failed to address the impacts on the western states along the highway routes serving the proposed site.

## **HAZARDOUS WASTE**

Section 104(k) of the Superfund Amendments and Reauthorization Act of 1986 mandates the governors of the states, territories and commonwealths to provide "adequate assurance" that their state has sufficient capacity to treat or dispose of all hazardous waste projected to be generated within their borders through the year 2009. The governors are to provide this assurance in the form of state capacity assurance plans to the Environmental Protection Agency (EPA) by October 17, 1989.

In July 1988, Governor Michael Sullivan, WGA's Lead Governor for Hazardous Waste, requested that WGA apply for funding from EPA to assemble base year

data on hazardous waste, prepare future projections of both hazardous waste generation and disposal capacity, and provide technical and financial assistance to the western states. EPA funded a first phase WGA program which commenced in August, 1988.

The ten western states, one commonwealth and two Pacific territories in Federal Regions VIII and IX (AS, AZ, CA, CO, GU, HI, MT, ND, NMI, NV, SD, UT, and WY) and the State of New Mexico are working cooperatively under the WGA project to coordinate data collection and projections, and to address the policy issues related to disposal capacity shortfalls. The four western states in Region X (AK, ID, OR and WA) will be involved in the regional forum on future capacity requirements and the identification of options for executing interstate or regional agreements.

WGA adopted a resolution urging EPA to utilize the test of reasonableness in setting data and projection requirements and for evaluating the acceptability of state capacity assurance plans. WGA's Advisory Group on Hazardous Waste has set the national direction by proposing a planning process which is flexible and committed to a regional dialogue for addressing future hazardous waste capacity needs. EPA has been considering the WGA process as one option in their effort to establish criteria to determine what constitutes an acceptable interstate/regional agreement and for the evaluation of capacity assurance plans.

## MINE WASTE

In May of 1988, the Environmental Protection Agency (EPA) released draft language for the regulation of wastes from mining operations (excluding coal). Concerned about the content of EPA's regulatory language and the implications for existing state efforts to manage these wastes, **Governor Bangerter** of Utah asked WGA to organize a Mine Waste Task Force which was to prepare a states' response to EPA's proposed regulations. The Task Force is composed of twenty-one states, all but a few of which are located in the West.

During the past year the Task Force has brought attention to the fact that many states already have effective and well developed programs which insure that mining operations will not impair health and environmental quality. Because EPA has not previously regulated such mine wastes, this input has been helpful in describing to EPA the extent to which mine wastes are already regulated by the states.

In addition to acting as a resource base for technical and policy information, the Task Force has commented on EPA's draft language for mine waste regulations, built the justification for a revised regulatory framework, and identified what technical and financial resources will be necessary for states to implement the draft regulations. WGA plans to build from the present effort and provide assistance to the states in dealing with mine waste operations.

# 1988-1989 BOARD OF DIRECTORS

## **Membership**

Governor George Deukmejian, California, Chairman  
Governor George A. Sinner, North Dakota, Vice Chairman  
Governor Steve Cowper, Alaska  
Governor Peter T. Coleman, American Samoa  
Governor Rose Mofford, Arizona  
Governor Roy Romer, Colorado  
Governor Joseph Ada, Guam  
Governor John D. Waihee, Hawaii  
Governor Cecil D. Andrus, Idaho  
Governor Rudy Perpich, Minnesota  
Governor Stan Stephens, Montana  
Governor Kay Orr, Nebraska  
Governor Bob Miller, Nevada  
Governor Garrey E. Carruthers, New Mexico  
Governor Pedro P. Tenorio, Northern Mariana Islands  
Governor Neil Goldschmidt, Oregon  
Governor George S. Mickelson, South Dakota  
Governor Norman H. Bangerter, Utah  
Governor Booth Gardner, Washington  
Governor Michael J. Sullivan, Wyoming

## ALASKA



**STEVE COWPER** (Democrat) was born August 21, 1938, in Petersburg, Virginia, and grew up in Kinston, N.C. He received baccalaureate and law degrees from the University of North Carolina at Chapel Hill. After service in the U.S. Army Medical Corps and Army Reserve, he spent three years as a maritime lawyer in Norfolk, Virginia. Governor Cowper moved to Fairbanks in 1968 and worked as assistant district attorney covering rural Alaska as well as Fairbanks. In 1970, he went to Vietnam as a freelance correspondent and traveled throughout Asia. Returning to Fairbanks and his law practice in 1971, he entered into a number of ventures. He became a partner in an air taxi and cargo business, authored a political column for the Fairbanks Daily News-Miner, taught a college course on Alaska lands, and was a diver for a University of Alaska marine research team. He was elected to the Alaska House of Representatives in 1974 and served two terms. Before being elected in 1986, he ran for governor in 1982 and lost by 259 votes in the primary election. Married, three children.

*Inaugurated December 1986  
Term will expire December 1990*

## AMERICAN SAMOA



**PETER TALI COLEMAN** (\*) was born on December 8, 1919 in Pago Pago, American Samoa. After completing high school in Hawaii, he enlisted in the army during World War II, rising to the rank of captain. He has been inducted into the U.S. Army Infantry Hall of Fame. After the war he completed his education and received bachelor's and law degrees from Georgetown University. He then returned to the Pacific to practice law in American Samoa as a private practitioner in Western Samoa and as attorney general of the territory. He became the first native Samoan to be appointed governor and served from 1956 to 1961 and later became American Samoa's first elected governor, serving from 1978 to 1981. He was reelected in 1980 and served a third term before stepping down in 1985 as required by law. Between his appointive and first elective terms, he served seventeen years in Micronesia as chief executive of the Marshalls and the Marianas and as deputy high commissioner of the Trust Territory. After leaving office in 1985, Governor Coleman reopened a law practice, established a consulting firm, and undertook a number of special assignments for the Reagan administration. He also was counsel to the Pacific Advisory Committee of George Bush's Fund for America's Future. He is the founding chairman of the Republican Party of American Samoa and currently serves as Republican national committeeman for American Samoa. Married, thirteen children. Catholic. (\* Elections in American Samoa are non-partisan.)

*Appointed Governor October 1956  
Left Office May 1961  
Inaugurated January 1978  
Reelected November 1980  
Left Office January 1985  
Reelected November 1988  
Term will expire January 1993*

## ARIZONA



**ROSE MOFFORD** (Democrat) was born June 10, 1922 in Globe, Arizona. She was sworn in as the 18th Governor of the State of Arizona on April 5, 1988. She has been involved in state government for forty-seven years. She worked in the Arizona treasurer's office and the tax commission and served as business manager of *Arizona Highways* magazine before becoming assistant secretary of state in 1953, a position she held for twenty-two years. In 1975, she became assistant director in the Department of Revenue in charge of administration, and in 1977 she succeeded Wesley Bolin

as secretary of state when Bolin became governor. She won election to her first full term in 1978 and was reelected by a large margin in 1982 and 1986. She is involved in numerous civic organizations and has received many awards for her service from groups such as the Cystic Fibrosis Foundation, the Arizona Retarded Citizens, St. Jude's Children's Research Hospital, the National Guard of Arizona, and the Arizona chapter of the Association of the United States Army. Recently she has been appointed to the Governors' Council of the President's Committee on Employment of the Handicapped. She has served as president of the National Association of Secretaries of State and was the first woman elected as director of the Central Arizona Water Board. Catholic.

*Sworn in April 1988*

*Term will expire January 1991*

## CALIFORNIA



**GEORGE DEUKMEJIAN** (Republican) was born June 6, 1928, in Menands, New York. He was raised in upstate New York and graduated from Siena College in 1949 with a B.A. degree in sociology and earned his law degree from St. John's University in 1952. He served in the U.S. Army with the Judge Advocate Corps from 1953 to 1955. He was elected to the State Assembly in 1962 representing Long Beach and served as minority whip. After serving four years in the assembly, he was elected to the state senate where he served for twelve years. Governor Deukmejian chaired the

Senate Committee on Business and Professions, the Senate Subcommittee on Narcotics Trafficking and served as vice-chairman of the Senate Judiciary Committee. In addition, he was a member of the Senate Committee on Revenue and Taxation, Audit Committee and the California Job Development Board. From 1969 to 1970, he was senate majority leader and from 1974 to 1978 senate Republican leader. In 1978, he was elected attorney general of California. Four years later he was elected Governor and in 1986 was reelected to a second term by one of the largest vote margins in state history. He is a past co-chairman of the Border Governors' Association. Governor Deukmejian is now chairman of the Western Governors' Association. Married, three children. Episcopalian.

*Inaugurated January 1983*

*Reelected November 1986*

*Term will expire January 1991*

## COLORADO



**ROY ROMER** (Democrat) was born in Garden City, Kansas, on October 31, 1928 and grew up near Holly in southeastern Colorado. During his high school years, he ran a small country grain elevator and assisted in family farm and ranch operations. He received a bachelor's degree in agricultural economics from Colorado State University and a law degree from the University of Colorado. He also studied ethics at Yale University. A member of the U.S. Air Force, he was a military prosecutor during assignment in Germany. Fascinated by flying, he began his business career

by opening a flying school. This later expanded into land development and the equipment business. He eventually opened John Deere outlets in four states. From 1958-1966, he served in the Colorado House of Representatives and in the Colorado State Senate. Governor Romer returned to public service in 1975, first as Colorado's commissioner of agriculture, then as the governor's chief of staff. He was appointed state treasurer in 1977, and later elected to two four-year terms, 1978-1986. Married, seven children. Presbyterian.

*Inaugurated January 1987*

*Term will expire January 1991*

## GUAM



**JOSEPH ADA** (Republican) was born in Guam on December 3, 1943. He graduated from John F. Kennedy High School in Tumon, Guam and attended the College of Guam for two years before enrolling in the University of Portland, Oregon in 1965. Governor Ada graduated from the University of Portland with a bachelor's degree in corporate finance in 1968 and assumed the role of assistant general manager of Ada's Inc. upon his return to Guam. Two years later, in 1970, he was appointed deputy director of the department of public works by Governor Carlos G. Camacho. He began

his career in public service as a senator with the 12th Guam Legislature in 1973, and won subsequent terms to the 13th and 14th Guam Legislatures during which he was chosen by his colleagues to serve as speaker. In 1979, as Governor Paul M. Calvo's running mate, he earned the distinction of being Guam's youngest lieutenant governor. Governor Ada resumed his position with Guam's lawmaking body four years later, being elected to consecutive terms with the 17th and 18th Guam Legislatures. Married, three children.

*Inaugurated January 1987*

*Term will expire January 1991*



## HAWAII



**JOHN D. WAIHEE III** (Democrat) was born May 19, 1946, in Honokaa, Hawaii. He received his bachelor's degree in history and business from Andrews University in Michigan, and completed requirements for a Master of Arts degree in Urban Planning from Central Michigan University. In 1976, he received a law degree from the University of Hawaii. Governor Waihee was engaged in private law practice from 1975-82. In 1980, he was elected to the state House of Representatives and in 1982 he was elected lieutenant governor of Hawaii. Governor Waihee was a delegate to the

1978 state Constitutional Convention and to numerous Democratic party state conventions. He is a member of the American Bar Association; former director, Legal Aid Society of Hawaii; and a former board member, Hawaii Bar Association. He is a member of Kalakaua Lions Club, Filipino and Japanese Chambers of Commerce, and the Kallhi-Palama Hawaiian Civic Club. Married, two children.

*Inaugurated December 1986  
Term will expire December 1990*

## IDAHO



**CECIL D. ANDRUS** (Democrat) was born August 25, 1931, in Hood River, Oregon. He worked as a lumberjack and managed a sawmill before attending Oregon State University. He served in the U.S. Navy during the Korean War, returning to Orofino, Idaho after the war. Governor Andrus was elected to the Idaho State Senate at age 29, working in the areas of agriculture, conservation, business, and education. He was first elected governor of Idaho in 1970, and reelected in 1974. In 1977, he was appointed Secretary of the U.S. Interior Department. After serving a full, four-year

term, he returned to Idaho to set up a private business as a natural resource consultant. While governor of Idaho, he was chairman of the former Western Governors' Conference, and was chairman of the National Governors' Association in 1976. Married, three children. Lutheran.

*First inaugurated January 1971  
Reelected November 1974  
Left office January 1977  
Reelected November 1986  
Term will expire January 1991*

## MINNESOTA



**RUDY PERPICH** (Democrat) was born in the small Minnesota mining town of Carson Lake on June 27, 1928. After graduating from high school, he served two years in the Army. Following his discharge, he earned an Associate of Arts degree in 1950. In 1954, he received a Doctor of Dental Surgery degree from Marquette University. Rudy Perpich was elected to the Minnesota State Senate in 1962 and reelected in 1966. He was elected lieutenant governor of Minnesota in 1970 and reelected to that position in 1974. He succeeded Wendell Anderson as governor in 1976,

when Anderson assumed a U.S. Senate seat vacated by Vice President Walter Mondale. Rudy Perpich served as the 34th governor of Minnesota from December 1976 to January 1979. After losing the gubernatorial election in 1978, he served as vice president of World Tech Inc., a subsidiary of Control Data Corp., from January 1979 until May 1982, when he resigned to enter the Democratic-Farmer-Labor Party primary for Governor of Minnesota. He won the primary and was elected governor in the November 1982 general election. He was inaugurated as the 36th governor of Minnesota in January 1983. He was reelected in November 1986. Governor Perpich has made education and job creation the highest priorities of his administration. He is serving as the 1988-89 Chairman of the Education Commission of the States, a national body of state leaders committed to improvements in education. Married, three children.

*Sworn in December 1976*

*Left office January 1979*

*Elected November 1982*

*Reelected November 1986*

*Term will expire December 1990*

## MONTANA



**STAN STEPHENS** (Republican) was born September 16, 1929, in Calgary, Alberta. He is serving his first term as Montana governor. He has worked in all phases of broadcasting. His 38 year broadcast career has involved news and editorial writing along with announcing for radio operations in Canada, Korea and the United States. He has also served as chief executive officer for three cable TV systems in Montana. During his broadcast career, Stephens received many state and national awards for excellence in news and editorial writing. Most notable is his 1975 Edward R. Mur-

row award for journalistic excellence in editorials uncovering a scandal in Montana's Workers' Compensation Program. He represented his home community of Havre in the Montana Senate for 16 years starting in 1969. He is the only Montana legislator elected by his peers to every leadership position in the Senate. He served as Senate Republican floor whip in 1977, majority leader in 1979 and 1981, Senate president in 1983 and minority leader in 1985. He retired from the Montana Senate in 1986. That same year he was recognized by the National Republican Legislators Association as one of the country's ten most outstanding state lawmakers. Married, two children, Lutheran.

*Inaugurated January 1989*

*Term will expire January 1993*

## NEBRASKA



**KAY A. ORR** (Republican) was born in Burlington, Iowa on January 2, 1939. She was educated in schools in Iowa and California, and then attended the University of Iowa. In 1963, she moved with her family to Lincoln, Nebraska, where she became an active leader in the Republican party at the local, state, and national levels. Beginning with her election as co-chair of the Lancaster County Young Republicans in 1967, she has since been honored with numerous party positions, including election as a delegate to the national conventions of 1976, 1980, 1984 and 1988.

She has served as the co-chair of the party's platform committee and as the first woman chair of the Republican Platform Committee in 1988. She served as Nebraska state treasurer from 1981-1986, and has served on the Lincoln General Hospital Planning Committee Board of Directors, and the Hastings College Board of Trustees. In 1985, Governor Orr was appointed to the U.S. Department of Agriculture's National Agricultural Research and Extension Users Advisory Board, and to the President's Advisory Committee on the Arts for the John F. Kennedy Center for the Performing Arts. She was also regional vice president of the National Association of State Treasurers, and is listed in *Who's Who of American Women*, *Who's Who in America*, and *Who's Who in the Midwest*. She is the first woman Republican governor in the United States. Married, two children.

*Inaugurated January 1987*

*Term will expire January 1991*

## NEVADA



**BOB MILLER** (Democrat) was born on March 30, 1945 in Chicago, Illinois. He assumed the governorship after former Governor Richard Bryan was elected to the U.S. Senate in November, 1988. Governor Miller was lieutenant governor of Nevada from 1987-89. He was Clark County district attorney from 1979-86. When he was reelected in 1982, he became the first Clark County district attorney in modern history to win reelection. He was elected president of the National District Attorney's Association in 1984-85, and was elected president of the Nevada District Attorney's Association in

1979 and 1983. He was chosen by President Ronald Reagan to serve on the nine-member President's Task Force on Victims of Crime in 1982. He served as Las Vegas Township Justice of the Peace, 1975-78, and as first legal advisor, Las Vegas Metropolitan Police Department, 1973-75. He received his Juris Doctor from Loyola Law School in Los Angeles in 1971, and his Bachelor of Arts degree in Political Science at the University of Santa Clara in 1967. He is married, two children.

*Sworn in January 1989*

*Term will expire January 1991*

## NEW MEXICO



**GARREY E. CARRUTHERS** (Republican) was born August 29, 1939. He received a bachelor's degree in agriculture in 1964, a master's degree in agricultural economics in 1965 from New Mexico State University, and a doctorate in economics in 1968 from Iowa State University. Governor Carruthers served as assistant secretary of the U.S. Department of Interior for land and minerals management in 1983-84, and assistant secretary for land and water resources from 1981-83. He is president of Garrey Carruthers Associates, Inc., which he formed in 1977. He taught at New Mexico

State University in the department of agricultural economics and agricultural business from 1968-85. Governor Carruthers was a special assistant in the U.S. Department of Agriculture and a White House Fellow in 1974-75. In the New Mexico Republican Party, he was chairman from 1977-79, and served on the state central committee and the executive committee. He was a member of the Republican National Committee in 1977-79. Governor Carruthers was recently appointed to the President's Privatization Commission, and is a member of the National Public Lands Advisory Council and the advisory committee to the U.S. Department of Interior on public lands and natural resource-related policies. He is a past chairman of the Border Governors' Conference. Married, three children. Methodist.

*Inaugurated January 1987*

*Term will expire December 1990*

## NORTH DAKOTA



**GEORGE A. SINNER** (Democrat) was born May 29, 1928, and grew up at Casselton, North Dakota. He received a bachelor's degree in philosophy from St. John's University in 1950. Governor Sinner is a partner in Sinner Brothers and Bresnahan, a diversified farming partnership in Casselton. His agricultural background led to his involvement with the Red River Valley Sugar Beet Growers Association, where he served as president of the board from 1975 to 1979. In that capacity, he did extensive lobbying in Washington D.C. on farm legislation. He was also the chief proponent and the

first chairman of the Northern Crops Institute, a four-state international marketing institute located in Fargo, North Dakota. Governor Sinner was elected to the North Dakota Senate in 1962 and served through 1966. In 1972, he was a delegate to the North Dakota Constitutional Convention. He was elected to the North Dakota House of Representatives in 1982, and chaired the Finance and Taxation Committee during the 1983 Legislature. Governor Sinner was a member of the State Board of Higher Education from 1967 through 1974 and was board chairman in 1970. He was the driving force behind the Tri-College University, formed in 1970. Last year Governor Sinner was chairman of the Interstate Oil Compact Commission and currently heads the new American Energy Assurance Council. He also serves on the Federal Advisory Commission on Intergovernmental Relations. He served on active duty with the U.S. Air Force in 1951 and 1952. He is currently Vice Chairman of the Western Governors' Association. Married, 10 children. Catholic.

*Inaugurated January 1985*

*Reelected November, 1988*

*Term will expire January 1993*

## NORTHERN MARIANA ISLANDS



**PEDRO P. TENORIO** (Republican) was born on the island of Saipan on April 18, 1934. Governor Tenorio completed his secondary education in Guam and attended the Territorial College of Guam (now the University of Guam). He spent several years as supervisor for the Naval Administration Unit and the Naval Technical and Training Unit, as an intermediate school teacher and as an executive manager for a private business in Saipan. He later served in the Congress of Micronesia and is a former member of the Marianas District Legislature. In 1978, when the Northern Marianas became a commonwealth, the governor was elected vice president of the Senate and chairman of the Programs Committee. In 1980, Governor Tenorio became president of the Senate, a position in which he served until he was elected governor. He is the second elected governor of the Commonwealth of the Northern Mariana Islands. Married, eight children. Catholic.

*Inaugurated January 1982*

*Reelected November 1985*

*Term will expire January 1990*

## OREGON



**NEIL GOLDSCHMIDT** (Democrat) was born June 16, 1940 in Eugene, Oregon. He is a graduate of the University of Oregon, where he was president of the student body. He earned a law degree from the University of California's Boalt School of Law in 1967. First elected to Portland, Oregon City Council in 1970, he became the nation's youngest mayor when he was chosen Portland's mayor two years later. Governor Goldschmidt was named Secretary of the United States Department of Transportation in July 1979 and was known for his initiatives to revive the ailing automobile industry. He returned to Oregon in 1981, where he joined the NIKE sports equipment and apparel company. He served first as vice president for international marketing and, more recently, as president of NIKE's Canadian subsidiary, NIKE Canada. He served on the board of directors of National Semiconductor, Infocel, the Kaiser Foundation Health Plan, and the Gelco Corp. Married, two children. Jewish.

*Inaugurated January 1987*

*Term will expire January 1991*

## SOUTH DAKOTA



**GEORGE S. MICKELSON** (Republican) was born January 31, 1941, in Mobridge, South Dakota. He attended elementary school in Selby and in Pierre while his father served as governor. Mickelson is a graduate of Washington High School, Sioux Falls; the University of South Dakota, Vermillion, in 1963; and the University of South Dakota School of Law, in 1965. He served in the U.S. Army in Vietnam, attaining the rank of captain. Governor Mickelson has served as assistant attorney general, as a special prosecutor in the attorney general's office, and Brookings County state's attorney. He served six years in the South Dakota House of Representatives, where he was elected Speaker of the House, and served on the Taxation, Judiciary, State Affairs, and Intergovernmental Relations committees. He served four years as chairman of the State Board of Pardons and Paroles. Governor Mickelson has been chairman of the Brookings United Way; active in Boy Scouts, where he received the Dacotah District Award of Merit; fundraising chairman for the Olympic Committee; board member and chairman of the State Easter Seal Society Personnel Committee; a member of the Brookings and State Chamber of Commerce; and a member of the Industrial Development Committee in Brookings. Married, three children. Methodist.

*Inaugurated January 1987*  
*Term will expire January 1991*

## UTAH



**NORMAN H. BANGERTER** (Republican) was born on January 4, 1933, in Granger, Utah. He attended Brigham Young University and the University of Utah. A building contractor and a veteran of 25 years in Utah's home building and real estate development industries, Governor Bangerter is former president of NHB Construction, a former partner in Bangerter and Hendrickson, and former secretary of Dixie-Six Land Development. Governor Bangerter served for 10 years as a member in the Utah Legislature. From 1980 to 1985, he held a variety of leadership posts in the legislature, including speaker of the Utah House of Representatives, majority leader and assistant majority whip in the House, and member of the Executive Appropriations Committee. Named as one of the top 10 legislators in America by the National Republican Party in 1983, Governor Bangerter served on the governing board of the national Council of State Governments, and the Legislative Management Committee of the National Conference of State Legislatures. Governor Bangerter was Chairman of the Western Governors' Association in 1986-87. Married, six children. Latter-Day Saint.

*Inaugurated January 1985*  
*Reelected November 1988*  
*Term will expire January 1993*

## WASHINGTON



**BOOTH GARDNER** (Democrat) was born in Tacoma, Washington on August 21, 1936. Governor Gardner received a bachelor's degree in business from the University of Washington in 1958 and a master's degree in business administration from Harvard University in 1963. In 1966, he served as assistant to the dean of Harvard Business School. From 1967 to 1972, he was director of the School of Business and Economics at the University of Puget Sound in Tacoma. Governor Gardner served as a state senator from 1970 to 1973. From 1972 to 1980, he was president of the Laird

Norton Company, a building materials and supply firm doing business in eleven states. From 1981 through 1984 he served as the Pierce County (Washington) Executive. Governor Gardner is a member of the Young Presidents Organization. He has served on the board of directors of: The Weyerhaeuser Company; Metropolitan Building Corporation; Puget Sound National Bank; Washington Mutual Savings Bank; University of Puget Sound; the National Council of Foundations; Washington Commission for the Humanities; and the Troubleshooters, the state advocacy agency for the developmentally handicapped. He founded the Seattle Mental Health Institute and the Central Area Youth Association. His major hobby is coaching the Cozars, a girls' soccer team which has won numerous state and national honors. Governor Gardner was Chairman of the Western Governors' Association in 1987-88. Married, two children. Assembly of God.

*Inaugurated January 1985*

*Reelected November 1988*

*Term will expire January 1993*

## WYOMING



**MICHAEL (MIKE) J. SULLIVAN** (Democrat) was born September 22, 1939 in Omaha, Nebraska. He grew up in Douglas, Wyoming, graduating with honors from the Converse County High School in 1957. He received a Bachelor of Science degree in Petroleum Engineering and a law degree with honors, from the University of Wyoming. Governor Sullivan has practiced law since 1964 in Casper, Wyoming, with primary emphasis on trial practice associated with defense of personal injury and medical malpractice litigation. He will serve as the Chairman of the

Interstate Oil Compact Commission. He was a trustee of the Natrona County Memorial Hospital for 10 years, and is a past member of the state Department of Economic Planning and Development Advisory Board. Married, three children.

*Inaugurated January 1987*

*Term will expire January 1991*

# BACKGROUND AND OBJECTIVES

Established in 1984, the Western Governors' Association is an independent non-partisan organization of governors from 17 western states, two Pacific territories and a commonwealth. The Association grew out of the need for strong regional leadership as the West emerges as an important force nationally and internationally. It is based on the idea that there are many vital issues, concerns and opportunities that span state lines and are shared by governors throughout the West. The spirit of the WGA is one of boldness and intelligence, for it is those characteristics that typify the West and the leaders who will shape the region's future.

The WGA is a leader in identifying and addressing key issues of interest to western states and articulating that regional perspective. It assists governors in developing strategies for tackling both the complex, long-term issues facing the West as well as the region's immediate needs. It is a vehicle through which governors can advocate policies of regional interest on national and state levels. It serves to educate policymakers, the media and the public about important western issues such as natural resources, the environment, international trade, economic development and fiscal issues.

## **The WGA has six basic objectives:**

1. *To serve as a regional leadership forum.* The WGA provides a forum for governors and leaders in fields such as business, education and government to exchange ideas, positions and experiences.
2. *To develop regional approaches to policy management.* The WGA enables governors to identify issues of regional concern, to form policy regarding those issues, and to coordinate actions that promote western interests over the long-term.
3. *To form regional coalitions.* Through the WGA western governors can form coalitions to collectively express their positions on matters of shared interest and together advocate a western agenda before Congress and the executive branch of the federal government.
4. *To serve as a research resource.* The WGA is staffed by experts in western issues and maintains an up-to-date information base on a wide range of subjects important to western policymakers, business leaders and educators. The WGA produces white papers and other analyses used in the development of policy on matters important to the West.
5. *To nurture efficient state government interstate cooperation.* Through the WGA, governors and their staffs exchange information and ideas about problem solving, and a wide range of practical management concerns. The sharing of information helps governors develop efficient ways of managing their resources and builds rapport among gubernatorial staffs.



6. *To build public understanding of western issues.* The WGA actively communicates with the media and the public about issues facing the West. Through its annual convention, meetings, media briefings and background papers it provides timely information for reporters and the public. The WGA particularly strives to provide the perspective and background necessary to understand many of the complex issues of concern to westerners such as natural resource policy, trade and economic issues.

WGA members include the governors from Alaska, American Samoa, Arizona, California, Colorado, Guam, Hawaii, Idaho, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Dakota, the Northern Mariana Islands, Oregon, South Dakota, Utah, Washington and Wyoming.

### **Mode of Operation**

*The WGA Board* is composed of the governors of the 17 states, two Pacific territories and one commonwealth which are members of the association. The Board meets at least once each year at the annual meeting but typically meets several times a year as needed. The new chairman is elected and the WGA work plan and budget are approved at the annual meeting.

An *executive committee* consisting of the current chairman, chairman-elect and the immediate past chairman can act on policy, work plan and budget matters when necessary. In general practice, the WGA chairman exercises considerable discretion in establishing the WGA program during his/her term and directing its activities.

Most governors have one or more issues for which they choose to serve as *lead governor*. A lead governor, with the concurrence of the chairman, directs the issue activities, develops proposed positions, chairs related meetings, and provides testimony as appropriate. WGA staff is responsible for providing needed assistance, under the direction of the governor or his designee.

In the intervals between gubernatorial meetings, a *Staff Council* meets regularly to review and provide guidance for WGA activities. The Staff Council is composed of the chief of staff or top policy adviser for each governor. The Staff Council is advisory and it functions to: review the WGA proposed workplan, budget, and policy resolutions; review briefing materials for the governors; work out interstate differences on regional approaches; and provide guidance to WGA staff on the conduct of their activities, including those within each member state.

### **Not-for-Profit Status**

The Western Governors' Association is a not-for-profit organization incorporated in the State of Colorado. It is recognized by the Internal Revenue Service as an instrumentality of each and all of its member states. Contributions to WGA are thereby exempt under section 170(c) of the IRS code.

The WGA Board of Directors has also been established, and serves as the Board of Directors for, an affiliated 501(c)(3) public foundation, the Western Governors' Foundation.

## WGA STAFF

**Paul M. Cunningham, Executive Director**

**Jo Clark, Director of Programs**

**R. Philip Shimer, Washington Representative**

**Ronald W. Ross, Program Manager**

**Deborah G. Welles, Program Manager**

**Christopher McKinnon, Policy Analyst**

**Elizabeth J. Santillanez, Policy Analyst**

**Kristen L. Dillon, Policy Analyst**

**Jerry Levine, Scholar-in-Residence**

**Carol Dwyer, Financial Manager**

**Toni McCammon, Executive Secretary/Office Manager**

**Cat Rachwalski, Secretary**

**Stephanie Sanchez, Secretary**





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