

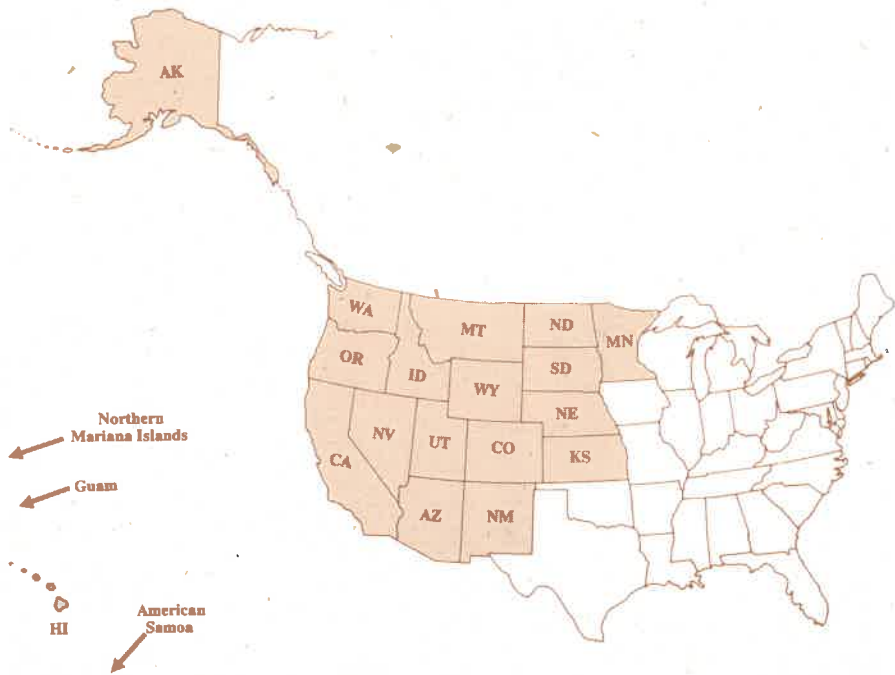


WESTERN GOVERNORS' ASSOCIATION

ANNUAL REPORT

JULY 1, 1989 - JUNE 30, 1990

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



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## MESSAGE FROM THE CHAIR

It has been an interesting, busy, and rewarding year for me as Chairman of the Western Governors' Association. I chose for my theme this year, "Cherishing Our Past, Shaping Our Future" -- a theme which paralleled North Dakota's centennial theme last year. To expound upon this theme, WGA commissioned five noted western authors and thinkers to describe their views of the West focusing on its past and current critical issues. These essays have been published, together with stunningly beautiful photos from around the region, in a soon to be released book, *Beyond the Mythic West*. WGA staff have prepared a companion piece to that book that looks at the policy issues raised by these authors.

In addition to the book, I asked each governor who had a lead role in a WGA program to strive for actionable results during the year while keeping an eye on the longer term. My colleagues have responded admirably, as I knew they would. There are many highlights as I reflect on this year and I will mention a few.

- **Governor George Deukmejian** of California led WGA's follow-up effort on trade recommendations from last year. As a result, several of us are on our way to Canada after our annual meeting this year to discuss ways to boost western business opportunities in Canada. We have also agreed on trade and tourism priorities to work on with Congress and the Administration. Finally, we've seen our trade directors work together on a variety of fronts, and we are closer to organizing regional trade promotion efforts such as joint trade show events and the establishment of joint overseas office facilities.
- **Governor Mike Sullivan's** efforts through WGA on hazardous waste planning resulted in an agreement between thirteen western states to assure access to hazardous waste treatment, storage, and disposal facilities. In addition, WGA is releasing a report at this year's annual meeting that looks at all major waste flows between states in the West and outlines the equity of the distribution of treatment and disposal sites, the current interstate flows of waste, and the critical public policy concerns for different types of waste.

- The drought that has affected much of the West during the past few years has led me to push for better planning and coordination at the state, federal, and local levels to improve drought response measures. Water officials from thirteen states, six federal agencies, and one locality convened to share experiences and develop recommendations for improving drought response. A matrix of state capabilities and a catalog of federal water-related drought response programs were also produced. Individual reports on drought readiness are being prepared for each governor.

In addition to these outcomes WGA has: identified territorial sea management concerns, worked on improving relations between states and Indian tribes, strengthened rural assistance programs for small communities, begun new work on public lands management, and continued monitoring federal legislation of concern to the West.

Our Annual Meeting in Fargo this year, where we will be joined by the western Canadian Premiers, will provide an opportunity to talk about these and other western issues. The meeting will give us a chance to relax among our friends and to discuss business -- western business. I expect that we will talk about the West we want to live in and the West we want to leave our children. By sharing our experiences, forging consensus, and developing a plan of action we will have truly cherished our past and shaped our future.

Sincerely,

A handwritten signature in cursive script that reads "George A. Sinner". The signature is written in dark ink and is positioned above the printed name and title.

George A. Sinner  
Governor of North Dakota

### BEYOND THE MYTHIC WEST

At the direction of WGA Chairman Governor George Sinner of North Dakota, the Western Governors' Association published *Beyond the Mythic West*, a five essay volume reflecting on the maturation of the West, the lessons to be learned from our past, and visions of the region's future. The rationale behind *Beyond the Mythic West* is simple: the West as a region has come of age and at this critical juncture it is time for westerners to begin telling their own story.

Stewart Udall, a senior statesman of the West who served as congressman from Arizona and as Secretary of the Interior, wrote the introduction for the book. Looking back at his seventy years in the region, he reflects on the change he has seen and outlines the unfinished business the West must address. Patricia Limerick, a respected western historian, provides a new outlook on the history of the West. She finds the standard model of East-to-West settlement and introduction of "culture" lacking. The West was settled from all directions -- from the North by Indians and Russians, from the West by Asians and Polynesians, from the South by Hispanics and from the East by Africans and Europeans. The West was and is a truly multicultural region.

Charles Wilkinson, a professor of environmental and Indian law, speaks to the need for the West to develop an "Ethic of Place." As Wilkinson poses it, an ethic of place takes into account the needs of people *and* the environment. Traditionally, these have been seen as separate and competing concerns. He believes that we can no longer afford to sacrifice our land, air, water and wildlife for unquestioned economic growth, but neither can we disregard the needs and values of people who are part of the ecosystem. The concept of an ethic of place is further developed by John Volkman who shows how the ethic can operate in practice. A lawyer for the Northwest Power Planning Council, Volkman describes how the Council grew from the need to balance the competing needs of power generation and fish habitat in the Northwest.

The final chapter is an essay by noted western author William Kittredge. His essay points out the importance of place as inspiration for writing and art. The West has many distinct images which serve as a backdrop for our lives and our art. As Kittredge puts it, "Art has a much greater chance if it starts in a particular place...and moves out toward the Nobel Prize." Region and place play a definitive role in shaping creative inspiration. An extensive contemporary photo essay complements each of these written discourses.

As a companion to *Beyond the Mythic West*, Governor Sinner directed WGA to develop a separate policy report outlining the themes from the essays as

they relate to public policy in specific WGA programs. The areas of rural development, regional waste streams, state-tribal relations, water policy and drought, international trade and coastal resource management are discussed. New opportunities and challenges are apparent in each of these areas and the message is clear in both texts -- profound change is afoot in the West.

### ***Recent WGA Publications***

- *Beyond the Mythic West (1990)*
- *Cherishing Our Past, Shaping Our Future -- The Policy Implications (1990)*

## **INTERNATIONAL TRADE**

The western states have led the nation in the development of regional trade programs as a result of a "Going Global" project led by Governor George Deukmejian. Governor John Waihee and Governor Booth Gardner are also WGA trade program lead governors. At the 1989 WGA annual meeting, Governor Deukmejian explained the reasons for organizing regional trade programs. "The advantages of cooperation are many. Joint advocacy will give us more clout in Washington, D.C. and in foreign capitals as we speak out for free and fair trade policies. Joint promotional and marketing efforts, where our interests converge, will open more doors and have a greater impact on targeted consumer markets than if we simply act alone. Joint projects can save money by eliminating duplication in our programs, thus freeing funds for additional trade programs or other needs."

Through the efforts of WGA, leaders from the West have been brought together to examine the common interests of the western region in order to organize effective mechanisms for increasing international business growth in the region. The following are examples of some of the regional initiatives which have been organized as a result of these efforts:

- **Joint advocacy.** A WGA Trade and Tourism Policy Advocacy Task Force has been organized to advocate western governors' policy interests in Washington, D.C. on issues ranging from improving opportunities for increased international air service in the West to supporting the Tourism and Export Promotion Act (S.1791).
- **Western Trade Directors' Council.** Through WGA the western state trade directors have formed a Council to work on organizing joint state trade promotion cooperative efforts including: joint state trade shows, joint state trade missions, and shared state trade offices in Canada, Europe, Mexico, Taiwan and Japan. They also have discussed common trade policy concerns and other cooperative initiatives.

- **U.S.-Canada Trade Relations.** For the first time, the western governors will be meeting with the western Canadian Premiers at the WGA annual meeting in Fargo, North Dakota. The governors will discuss cross-border issues of mutual concern. From July 17-19, the governors will also participate in a joint trade mission to Canada to boost western business opportunities with our neighbor to the north.
- **U.S.-Mexico Trade Relations.** As the U.S. and Mexico move forward with negotiations to improve trade relations, the western governors are playing a key role in the development of U.S. trade policy vis-a-vis Mexico. The WGA staff has supported the efforts of the U.S.-Mexico Border Governors' Conference.

In addition to these activities, the western governors also maintain liaisons with other groups for trade policy purposes. **Governors Joseph Ada, Steve Cowper, George Deukmejian, Booth Gardner, Kay Orr, Rudy Perpich, George Sinner, and John Waihee** are all members of the U.S. Trade Representative's Intergovernmental Policy Advisory Committee. This committee advises the Bush Administration on the formulation of trade policies. The WGA works with groups such as the Western Regional Council (WRC), the Western Senate Coalition, Visit U.S. West, Foremost West, and Old West Trails on trade and tourism issues. WGA also maintains a dialogue with Canadian federal and provincial officials regarding U.S.-Canada relations and is working with the WRC to develop a U.S.-Japan internship exchange program for both the public and private sector.

### ***Recent WGA Publications on Trade***

- *Going Global: A Strategy for Regional Cooperation (1989)*
- *Global Competition and the Western States (1986)*

## **REGIONAL WASTE STREAMS**

The generation, treatment, and disposal of all forms of waste our society creates has moved to a prominent place on state, local, and national agendas. Regulations for waste management are becoming more strict as the implications of past practices have surfaced. Not only are costs to manage wastes properly and clean up past mistakes escalating, but often a growing grassroots movement against local sites for waste treatment and disposal has caused gridlock in siting new facilities. As such, waste management, in both its site-specific ramifications and in the aggregate, has become an eminently important public policy issue.

At their 1989 winter meeting, the western governors expressed their concerns about the flow of wastes across state lines and about regional equity in the siting of regional or national waste management facilities. Clearly it is not economically or environmentally feasible to build treatment, storage and



disposal facilities in each state for every type of waste. However it is equally apparent that it is not politically feasible for a few western states to end up as the hosts for all the other states' wastes.

The governors stressed that the best way initially to come to terms with these issues is to take a comprehensive look at the management of all the major waste streams rather than deal with them in isolation. They directed WGA to provide them with an overview of the flows of major wastes streams exported and disposed of within the region and an analysis of the policy implications related to the movement of waste between western states and the importation of waste from other regions. In addition, the governors requested that WGA initiate a dialogue on possible policy approaches to address these issues.

WGA conducted interviews with state environmental officials, private businesses, and others interested in waste issues to develop the report the governors requested. The report, *Western Regional Waste Streams*, clearly shows that waste flows are influenced by cost and availability of treatment and disposal sites as well as differing regulations between states. The report also identifies the critical issues facing the region for the efficient and equitable management of these waste flows.

### ***Recent WGA Publication on Regional Waste Streams***

- *Western Regional Waste Streams (1990)*

## **HAZARDOUS WASTE**

The Comprehensive Environmental Response, Compensation and Liability Act (CERCLA) mandates that the governor of each state, territory and commonwealth provide "adequate assurance" that his or her state has sufficient capacity to treat or dispose of all hazardous waste projected to be generated within its borders through the year 2009. The governors were to provide this assurance 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 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 to prepare their capacity assurance plans. EPA has funded WGA's program since 1988.

The thirteen western states in federal regions 8, 9, and 10 (AK, CA, CO, HI, ID, MT, ND, NV, OR, SD, UT, WA and WY) agreed to work cooperatively through WGA to coordinate data collection and projections and to certify to EPA that they, collectively, had sufficient existing and planned capacity to meet their treatment and disposal needs through the year 2009. WGA prepared the base year data and projections for eleven state capacity assurance plans.

The governors are committed to a regional dialogue to address the policy issues of: 1) maximizing in-state management of hazardous wastes where economically feasible and environmentally appropriate, including initiating waste reduction programs; 2) analyzing the flow of hazardous waste between states; and 3) reviewing the equitable siting of future treatment and disposal facilities.

The states of Arizona, Kansas and New Mexico joined the WGA dialogue process in 1990. WGA is also providing technical and financial assistance to the Pacific flag territories and the Commonwealth of the Northern Mariana Islands.

### ***Recent WGA Publications on Hazardous Waste***

- *Interstate Waste Flows in the West (1990)*
- *Observations on Capacity Assurance: The Western States' Experience in Implementing CERCLA 104 (c)(9) (1990)*
- *Profile of 1987 Hazardous Waste Generation and Management in New Mexico and the States of EPA Regions 8 and 9 (1990)*

## **NUCLEAR WASTE**

In 1988, the governors 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 western governors in 1989 adopted two resolutions which expanded the Task Force's charge to include: the cleanup, transport and permanent disposal of radioactive and hazardous wastes located at Department of Energy (DOE) facilities in the West; and the resolution with Congress and DOE of the issues preventing the opening of the Waste Isolation Pilot Plant (WIPP) in New Mexico.

Governors Neil Goldschmidt and Bob Miller co-chair the Task Force. Governors Cecil Andrus, Norman Bangerter, Garrey Carruthers, George Deukmejian, Booth Gardner, Rose Mofford, Roy Romer, and Michael Sullivan serve as members.

Significant policy actions were taken in three areas:

### **Federal Facility Cleanup**

The governors adopted two policy resolutions calling for the cleanup and permanent disposal of radioactive and hazardous wastes at DOE facilities and urging Congress to clarify the waiver of the federal government's sovereign immunity with regard to the enforcement of environmental regulations at federal facilities.

### **Transportation**

WGA received a commitment from Energy Secretary James Watkins to provide financial assistance to the seven western states along the highway route between Hanford, Washington and the WIPP

site in New Mexico. The funds are to assist these states in preparing for DOE's 25 year campaign to ship plutonium waste from federal defense, interim storage, and research facilities around the West to the WIPP. The states of Arizona, California and Nevada will also receive limited funding to participate in the project because of potential future shipments.

A report to Congress presents the western states' concerns related to the shipment of plutonium waste from the Rocky Flats plant in Colorado, the Hanford reservation in Washington; and the Idaho National Engineering Laboratory (INEL) to WIPP. The report proposes a comprehensive program for a federal/state partnership to address the issues of transportation safety, emergency response and improved public confidence in waste shipments.

### **WIPP**

Periodic meetings were held between DOE and Governors Andrus, Carruthers and Romer to monitor DOE's progress in opening WIPP and to review its programs to reduce waste stockpiles at Rocky Flats and the INEL and its initiatives for environmental cleanup at DOE sites. WGA helped staff the governors at these meetings and also provided comment on DOE's proposals for temporarily storing radioactive and hazardous wastes at other western sites during the five year WIPP test period or longer in the event that WIPP is not opened as a permanent repository after the test period.

### **High Level Repository**

The governors adopted a policy resolution which acknowledges that the opening of a high-level repository program would be delayed from 2003 until 2010. Due to the delay, the governors urge the federal government to address the need to provide additional at-reactor interim storage of nuclear fuel where permitted by state law. Additionally, the governors call on the Nuclear Regulatory Commission to accept its own advisory commission's recommendations and issue a statement of confidence supporting dry cask storage as an alternative to current at-reactor storage technology.

### **Recent WGA Publications on Nuclear Waste**

- *Statement of Work for a Cooperative Agreement with the U.S. Department of Energy (1990)*
- *Report to Congress, Transport of Transuranic Wastes to the Waste Isolation Pilot Plant, State Concerns and Proposed Solutions (1989)*

# MINE WASTE

In May of 1988, the Environmental Protection Agency (EPA) released draft language for new regulations for wastes resulting from mineral mining. Concerned about the content of EPA's regulatory language and the implications for existing state efforts to manage these wastes, Governor Norman Bangerter of Utah asked WGA to work with the states, EPA and others to develop a workable federal/state mine waste regulatory program. As a result, a twenty-one state Mine Waste Task Force was organized by WGA with financial assistance from EPA.

Over the past eighteen months the Task Force states have met regularly to develop a mine waste regulatory proposal which clearly differentiates the states' role from that of EPA. Because the climatic, geologic and technical characteristics of mining sites vary so greatly, the governors are promoting a state based regulatory approach for protection of public health and the environment. A strong state role would allow specific site, waste, and waste management practices to be effectively utilized. The states have recommended that EPA be involved in the early design and approval of state mine waste management programs. However, barring unusual circumstances, once a state program was approved the state would have direct responsibility for permitting, oversight and enforcement.

Proactive participation by states in drafting and evaluating a regulatory framework is a new approach for EPA, and one which has been welcomed by the states. In addition to the development of a new regulation, Congress is preparing to reauthorize the Resource Conservation and Recovery Act (RCRA) which exercises jurisdiction over the mine waste issue. By constructing a regulatory framework prior to the reauthorization of RCRA, statutory changes can be recommended to Congress requesting the necessary changes in authority. Significant changes to RCRA will be required to ensure workable regulations. The work of the Mine Waste Task Force will continue during the upcoming year.

## ***Recent WGA Publications on Mine Waste***

- *Recommendations for a Mine Waste Regulatory Program Under Subtitle D of the Resource Conservation and Recovery Act (1990)*
- *Summary of Major Mine Waste Regulatory Issues: A Comparative Analysis (1990)*

# WATER

With much of the West facing a third or fourth consecutive year of drought in 1990, Governor George Sinner, WGA's lead governor for water issues, directed WGA and the Western States' Water Council to undertake a comprehensive survey of state and federal drought response capabilities and coordination. Based on his experiences with drought response during 1988 and 1989, Governor Sinner had become increasingly concerned that traditional mechanisms for coping with drought were ineffective and would continue to burden the region should the drought continue.

On April 16-17, with drought conditions apparent across the West, WGA and WSWC sponsored a meeting between state, federal and local representatives to discuss methods for improving state response and coordination between state, local, tribal and federal drought response efforts. Attendees agreed that the time is ripe to take a hard look at western water management. As the current drought is demonstrating, the West's rivers are essentially fully allocated and demands are growing. Governor Sinner has directed WGA and WSWC to continue work in this area, developing further recommendations for states, especially in the area of strategic planning, and working with state, federal, and local governments to define roles and responsibilities both during a drought emergency, as well as to improve overall water coordination.

## *Recent WGA Publications on Water*

- *WGA/WSWC Drought Report (1990)*
- *Catalog of Federal Water-Related Drought Response Programs (1990)*
- *WGA White Paper on Federal Water Policy Coordination (1989)*
- *Water Efficiency: Opportunities for Action (1987)*
- *Western Water: Tuning the System (1986)*

## STATE-TRIBAL RELATIONS

At the WGA annual meeting in 1987, the governors initiated a program to improve the relationship between western states and tribes. Recognizing the growing friction between states and tribes, the governors wanted to affirm their commitment to cooperation on areas of mutual benefit as opposed to litigation over jurisdictional matters. South Dakota Governor George Mickelson serves as lead governor for this program which identifies areas of common concern to states and tribes and seeks to develop cooperative approaches to solving them.

On May 3-4, thirty-eight state and tribal representatives met to discuss possible cooperative ventures in the environmental management arena. Solid waste disposal and water quality were chosen for further action. In addition, work continues in the area of economic health which was identified for action by governors and chairmen in previous meetings. WGA is assisted in this program by Americans for Indian Opportunity (AIO), the Council of Energy Resource Tribes (CERT), the Native American Rights Fund (NARF) and the National Congress of American Indians (NCAI).

### ***Recent WGA Publications on State-Tribal Relations***

- *Staff Report on State-Tribal Cooperation (1989)*
- *Lessons Learned from an Analysis of New and Successful Programs in the Areas of Indian Healthcare, Environmental Management, Economic Vitality and Education (1989)*
- *Western State-Tribal Relations (1988)*

## **INDIAN WATER RIGHTS**

Since 1982, WGA has actively participated in the Ad Hoc Group on Indian Reserved Water Rights 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. The group's purpose is to promote negotiated settlement of Indian water rights disputes throughout the West. Governor Mike Sullivan is WGA's lead governor on Indian Water Rights.

In February, Governor Sullivan and the Ad Hoc Group conducted briefings for Interior Secretary Lujan and officials from the Office of Management and Budget on the importance of continued progress and full implementation of negotiated settlements. These briefings were followed up in May with a third Ad Hoc Group/Western Senate Coalition workshop for key Congressional and Administration representatives. Discussion focused on a set of recently published, controversial guidelines for federal participation in negotiations agreed to by the Department of Interior, the Department of Justice and the Office of Management and Budget. Other discussion areas included federal coordination, settlement funding and the need for continued momentum in the negotiation process.

### ***Recent WGA Publications on Indian Water Rights***

- *Report of the May 1990 Workshop on Indian Water Rights (1990)*
- *Report of the December 1988 Workshop on Indian Water Rights (1988)*
- *Report of the May 1988 Workshop on Indian Water Rights (1988)*

# RURAL COMMUNITY DEVELOPMENT

Rural communities throughout the West have been battered about but are battling back from low prices and job losses in historically dominant natural resources industries during the early and mid-1980s. State assistance programs for rural businesses and communities are helping diversify local economies. Everyone involved is coming to realize that rural communities can stay small and healthy if jobs are created by local effort and vision with financial and technical assistance from state, federal, and other programs.

WGA's work on rural community development was led by Governor Mike Sullivan of Wyoming and Governor George Mickelson of South Dakota and focused on four concerns this year: involving higher education institutions more directly in supporting state rural revitalization efforts; identifying non-economic indicators common to healthy small communities; identifying state mechanisms that promote cooperative arrangements among small towns enabling them to make scarce resources go further, and promoting state programs that reach and respect the smallest communities in the state.

Workshops were held in three states (North Dakota, Wyoming, and South Dakota) this year to discuss the role of community colleges and universities in rural revitalization. The workshops were attended by state rural development personnel, representatives of higher education, and local officials and business people. Discussions at the workshops made it clear that institutions of higher education are interested in providing the appropriate kinds of help necessary to bolster small towns but are unsure about exactly what kind of help is needed, how to coordinate with state agencies, federal programs and other existing vehicles of assistance, and how to realign personnel resources to bring this about. The workshops were a forum to begin trying to answer those questions and WGA will continue to provide follow-up work with those states as necessary. A similar workshop will be held in Montana next year.

The workshops also focused on identifying ways states can encourage small towns to work together to accomplish more and make scarce resources go further. Local communities are finding that, to maintain access to a broad range of services (e.g., healthcare, solid waste disposal, economic development), shared arrangements with neighboring towns allow scarce dollars to buy more. States can facilitate these joint efforts through funding mechanisms, grant application processes, and regulatory streamlining.

## *Recent WGA Publication on Rural Development*

- *A Time of Challenge, A Time for Change: The Role of Higher Education in Rural Development (1989)*

# COASTAL ISSUES

The western governors, under the auspices of WGA, have spearheaded a program to deal with emerging coastal-related issues for the past three years. The program serves as a major focal point for WGA's coastal states and territories but has involved inland states as well. The focus of the program has been to develop policy recommendations related to two important proclamations issued by President Reagan in the 1980s, both of which have the potential to significantly alter how coastal states can manage the use and development of ocean resources off their coasts. The first of these is a 1983 proclamation of United States sovereignty over the area within 200 miles of shore. This area is known as the Exclusive Economic Zone (EEZ). With the 1983 proclamation, the United States acquired internationally recognized rights to explore, exploit, conserve, and manage the resources of the EEZ. The western governors have adopted policy calling for shared decisionmaking in the EEZ between the affected states and territorial governments and the federal government.

The second proclamation was issued in late 1988 and extended the boundaries of the United States territorial sea from three to twelve miles. Until the 1988 proclamation, the boundaries of the coastal states of the United States extended to the outer limit of the territorial sea (up to that time, three miles from shore). The effect of the President's action on domestic law in the new three to twelve mile zone is unclear.

Under the leadership of **Governors John Waihee and Steve Cowper**, WGA adopted a policy last year calling for congressional action to address the specific domestic ramifications of the territorial sea extension, emphasizing the interests of the coastal states and territories. The governors' position was used to help side-track efforts by some in Congress last year to simply affirm congressional support for the President's proclamation and freeze the status quo of federal-state jurisdiction without an analysis or review of the domestic ramifications. As part of this year's work, WGA developed, in cooperation with the Coastal States Organization (CSO), a survey of the coastal states designed to ascertain state and territorial views with respect to the expanded territorial sea areas and the role states should play in their planning and management. The survey was done in two parts: the first concerned the importance each state attaches to the three to twelve mile zone and solicited a brief view of its governance, and the second requested quantitative information on the current level of effort states are placing on management activities in the zone as well as an estimate of potential revenues that might be associated with it.

## ***Recent WGA Publication on Coastal Issues***

- *Survey of Coastal States (1990)*



## WASHINGTON OFFICE

The western governors have maintained a one-person office in Washington, D.C. for six years. The satellite office serves as the governors' liaison to the western congressional delegation, key congressional committees and to cabinet and other executive branch agencies. It works closely with those states which have Washington representatives as well as with those which 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 which affect the West. The WGA *Washington Report* newsletter highlights areas of interest to the governors and advocates western positions on certain issues to Congress.

Under the leadership of current WGA chairman Governor George Sinner, the WGA Washington effort has continued to pursue a goal advanced in the previous year by Governor George Deukmejian to enhance the organization's effectiveness and influence in Washington, both within the region's congressional delegation and with the Administration. Governor Sinner, for example, has led the Association's effort to institutionalize the governors' annual meeting with the Western Senate Coalition and to utilize governors more directly in the Association's advocacy efforts in D.C. This effort has begun to pay dividends on both long-held and more recently adopted policy initiatives of the governors. Perhaps the most significant of these is passage in both the House and Senate of legislation amending the Clean Air Act for the first time in thirteen years. Western acid rain legislative principles first adopted by the western governors in 1982 and largely unchanged since that time are reflected in both versions of this important piece of legislation. Policy principles successfully incorporated include: encourage the most cost-effective emission reductions; rely primarily on the states to implement emission reductions; do not impose nationwide costs; recognize regional differences in emissions, climate, and topography. The inclusion of these principles in the two versions of legislation is a reflection of the perseverance of a number of western governors and congressional delegation members over a long period of time.

The activities of the Washington office support the federal priorities of the western governors as reflected in adopted WGA policies (sunsetting every three years, unless readopted) and work plans (prepared annually). In the past year, the office has advocated the following other gubernatorial priorities: passage in the House of uniform poll closing legislation; passage (twice) in the House of legislation requiring federal facility compliance with the Resource Conservation and Recovery Act (RCRA); funding in both bodies for several authorized Indian water claims; side tracking of House legislation to freeze the status quo on federal-state relations within the territorial sea; enactment of legislation funding rehabilitation of local rail

lines; extension of the authority for states to issue qualified tax-exempt industrial development bonds; continuation of federal funding to small rural airports (although at a reduced level); the withdrawal by the Administration of regulations for computing federal coal royalties which would have caused the region to suffer millions of dollars in lost revenues; the passage by the Senate of legislation to assist in the growth of international travel and tourism in the West; and the finalization of administration rules on pending international air service to western cities.

# 1989-1990 BOARD OF DIRECTORS

## Membership

- Governor George A. Sinner, North Dakota, Chairman
- Governor George S. Mickelson, South Dakota, Vice-Chairman
- Governor Steve Cowper, Alaska
- Governor Peter T. Coleman, American Samoa
- Governor Rose Mofford, Arizona
- Governor George Deukmejian, California
- Governor Roy Romer, Colorado
- Governor Joseph Ada, Guam
- Governor John D. Waihee, Hawaii
- Governor Cecil D. Andrus, Idaho
- Governor Mike Hayden, Kansas
- Governor Rudy Perpich, Minnesota
- Governor Stan Stephens, Montana
- Governor Kay Orr, Nebraska
- Governor Bob Miller, Nevada
- Governor Garrey E. Carruthers, New Mexico
- Governor Lorenzo I. Guerrero, Northern Mariana Islands
- Governor Neil Goldschmidt, Oregon
- 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. In 1988-89, Governor Cowper chaired the Interstate Oil Compact Commission, an organization of oil producers from 29 states. Married, three children.

*Inaugurated December 1986  
Term will expire December 1990*

## AMERICAN SAMOA



**PETER TALI COLEMAN** (Republican) 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. Governor Coleman is the first Governor in American history to serve terms spanning five decades. 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.

*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 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. 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 chairman of the Western Governors' Association and a past co-chairman of the U.S.-Mexico Border 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 county 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 farm 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*

## KANSAS



**MIKE HAYDEN** (Republican) was born March 16, 1944 in Atwood, Kansas. He received his bachelor's degree in wildlife conservation from Kansas State University in 1966. A decorated veteran of Vietnam, Governor Hayden served as a company commander in the U.S. Army. After returning to Kansas, he received a master's degree in biology in 1974 from Fort Hays State University. Among Governor Hayden's major accomplishments are the largest tax cut in the history of Kansas, and establishing the Drug-Free Kansas

Program. In 1988, the National Commission Against Drunk Driving selected Governor Hayden as the recipient of the 1988 Government Leadership Award. He has also earned numerous honors for his efforts in conservation. Governor Hayden is the former Chairman of the Republican Governors' Association; and he is a member of the Executive Committee of Rotary International, the American Legion, and Veterans of Foreign Wars. Married, two children.

*Inaugurated January 1987  
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 served 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  
Reelected 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. Murrow 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 has served as Nebraska state treasurer since 1981, 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 Attorneys' Association in 1984-85, and was elected president of the Nevada District Attorneys' 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, three children.

*Sworn in January 1989*

*Term will expire January 1991*

## NEW MEXICO



**GARREY E. CARRUTHERS** (Republican) was born August 29, 1939 in Aztec, New Mexico. 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 U.S.-Mexico Border Governors' Conference. In 1990, he was chosen by Fortune Magazine as one of ten top governors on education. 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 Chairman of the Western Governors' Association, and was recently elected to the Executive Committee of the National Governors' Association. Married, ten children. Catholic.

*Inaugurated January 1985*

*Reelected November, 1988*

*Term will expire January 1993*

## NORTHERN MARIANA ISLANDS



**LORENZO IGLECIAS DE LEON GUERRERO** (Republican) was born on the Island of Saipan on January 23, 1935. Governor Guerrero was educated in Guam and at the Saipan Navy Dependent School, as well as receiving professional training in engineering and management from international correspondence and seminars. He began his career in 1952 as a leading man for the Saipan Shipping Company and rose to the position of vice president/general manager by 1973. In 1972, Governor Guerrero was elected to the Senate of

the Fourth Northern Mariana Islands Legislature, and in 1977 he was elected as the first president of the newly formed Northern Marianas Commonwealth Legislature. He also served as the chairman of the Committee on Finance for the Second Constitutional Convention of the Commonwealth. Governor Guerrero was elected Governor of the Commonwealth in November of 1989. Married, ten children. Catholic.

*Inaugurated January 1990*

*Term will expire January 1994*

## 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. 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. Governor Mickelson is currently Vice-Chairman of the Western Governors' Association. 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, and he is Chairman-elect of both the Education Commission of the States and the National Governors' Association for 1990-91. 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, and he served as the chairman of the State Board of Law Examiners. He also serves as the Chairman of the Interstate Oil Compact Commission, as well as on the Executive Committee of the National Governors' Association. 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*

# WGA BACKGROUND AND OBJECTIVES

Established in 1984, the Western Governors' Association is an independent nonpartisan organization of governors from 18 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, background papers, and a newsletter called the *Western Report*, 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, Kansas, Minnesota, Montana, Nebraska, Nevada, New Mexico, North Dakota, Northern Mariana Islands, Oregon, South Dakota, Utah, Washington, and Wyoming.

### **Mode of Operation**

The **WGA Board** is composed of the governors of the 18 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 more frequently as needed. The new chairman is elected and the WGA workplan 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**

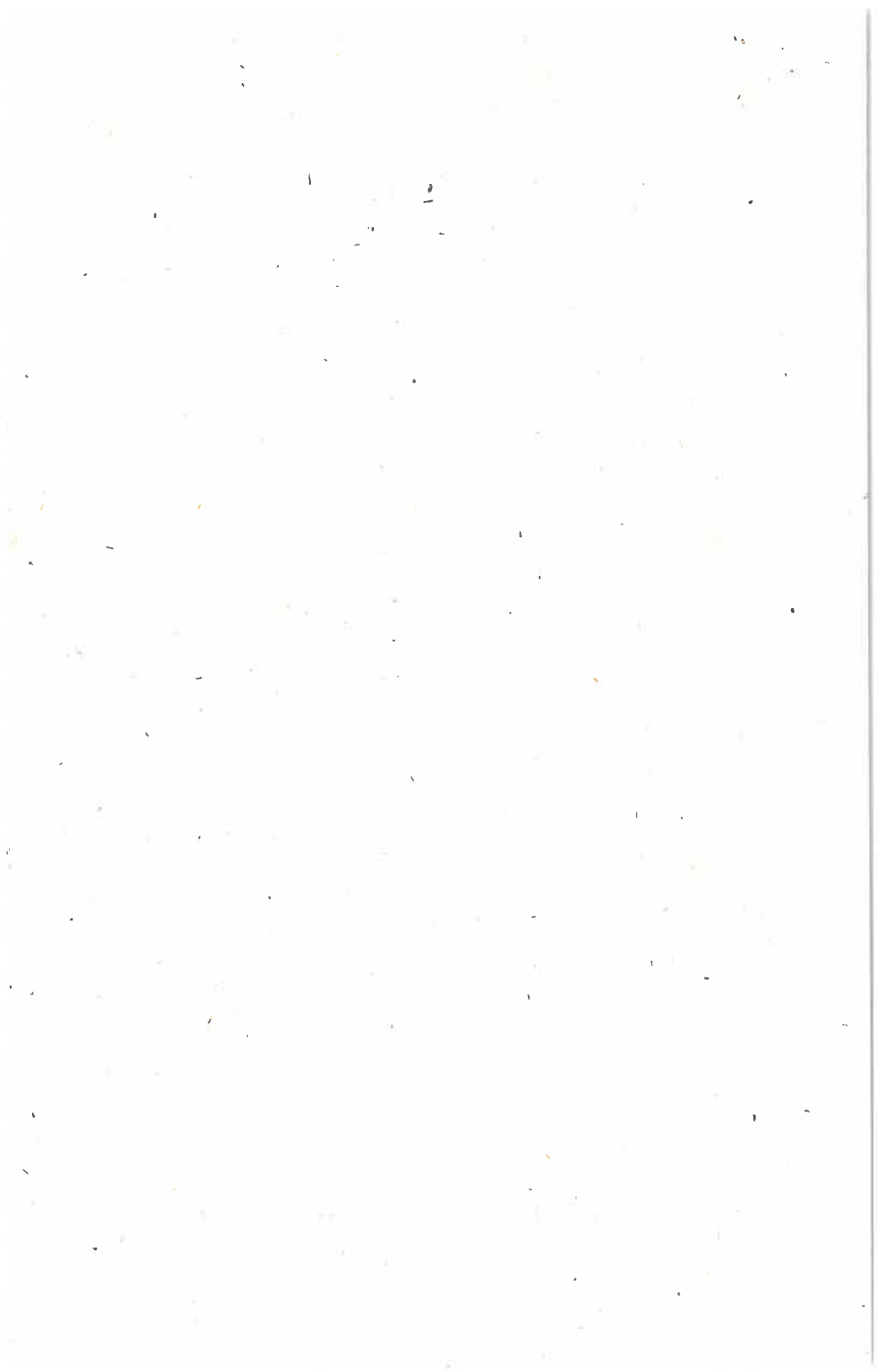
The Western Governors' Association is a not-for-profit organization incorporated in the State of Colorado. It is recognized by the Internal Revenue Service as an instrumentality of each and all of its member states. Contributions to WGA are thereby exempt under section 170(c) of the IRS code.

The WGA Board of Directors has also 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, Program Manager**  
**Elizabeth J. Santillanez, Policy Analyst**  
**Kristen L. Dillon, Policy Analyst**  
**Carol Dwyer, Financial Manager**  
**Toni McCammon, Executive Secretary/Office Manager**  
**Laura Trujillo, Secretary**

Artwork courtesy of The Theodore Roosevelt Medora Foundation.





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