

WESTERN GOVERNORS' ASSOCIATION

CHERISHING OUR PAST, SHAPING OUR FUTURE:  
THE POLICY IMPLICATIONS

JULY 1990

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THE POLICY IMPLICATIONS**

A Report to the Western Governors  
July 1990

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## FOREWORD

by Governor George Sinner  
North Dakota

Over the last year as Chairman of the Western Governors' Association, I have been impressed by two things. One is the rapid growth in the breadth and the complexity of issues and responsibilities which arrive on governors' desks. Where at one time governors waited for the federal government to set the goals and procedures for various programs and then applied for the federal dollars to finance the effort, today governors realize that the solution depends on their own ability to define the issues correctly, determine what needs to be done to resolve them, and find the resources to get the job done. While we have to make sure we are not violating the ever-increasing and hobbling unfunded federal mandates and regulations, we know the buck stops on our desks.

The second thing that has impressed me is how well we are rising to the challenge individually and collectively. WGA gives us the forum to discuss with each other how we are responding to various issues and to work together if that is what makes sense. As I review the programs my colleagues and I have asked the WGA staff and our own staff to undertake and realize how complex our working relationships have become in a very short time, I become excited about the potential for governors' ability to work together to solve very tough problems. We are working with the private sector, public interest groups, and other governments to invent and pioneer new approaches. Although governors' success is obviously dependent on the contributions of many individuals and groups, the concept that governors and their staffs can meet, negotiate about regional issues, and commit to their resolution is a powerful one.

Programs this year exemplify the range of assistance WGA provides to states to accomplish regional goals. This report sets forth the policy discussions currently underway. They were derived from an active program.

### Waste Issues

The hazardous waste program included an intensive set of meetings supported by complicated analyses to develop a regional capacity assurance plan (CAP). These plans will be used to guide the West's disposal of its hazardous waste over the next 20 years. The meetings were successful and the group decided to keep the regional dialogue going to look at such policy issues as waste minimization, recycling, and waste recovery.

The nuclear waste transportation program led to an agreement of state processes for waste being transported from federal production and storage sites to the Waste Isolation Pilot Project (WIPP) in New Mexico.

The mine waste program has led to regional input to the regulations being promulgated by EPA for disposal of mine waste. An important part of the input is to have EPA recognize the already well-established and working state mine waste regulations.

Solid waste has seen the definition of critical issues.

All of these waste programs are part of a cross cutting waste stream analysis report which identifies which wastes flow across state lines, why, and how they should be treated. The goal of the waste stream project is to ensure adequate environmental protection, fairness among states, and avoidance of the West being seen as the nation's dumping ground.

### Natural resources

WGA's water program has focused on the drought. WGA, in conjunction with the Western States Water Council, developed a matrix of state drought response capacities and an inventory of federal drought programs. There are plans for an ambitious program to develop a model for strategic drought planning for use by states.

The Indian water rights program held briefings for the new Administration, including officials in the Department of the Interior and Office of Management and Budget, to continue to promote negotiated settlement of Indian water rights disputes. A workshop for administration and congressional decisionmakers was held this spring to provide feedback on proposed guidelines for negotiating settlements.

The coastal program has surveyed states to determine how the territorial sea and the exclusive economic zone should be cooperatively managed by states and federal agencies.

Public lands management has reappeared on WGA's agenda to seek out ways to break the decisional gridlock which is all too frequent.

### State - Tribal

A workshop was held between state and tribal environmental officials to determine ways states and tribes can work together on environmental concerns. Solid waste disposal and water quality were selected as the top priorities. A pilot economic development program is being planned for local communities and reservations near the "Highline" -- Highway 2 and the Burlington Northern Railroad tracks across Montana and North Dakota.

### Rural development

WGA has provided technical assistance to the states of North Dakota, South Dakota, and Wyoming on utilizing institutions of higher education to provide rural assistance and encouraging small communities to work together to increase their resources and leverage. A regional symposium will be held this fall to see how cooperation can be encouraged across state lines.

## International trade

Building on last year's landmark trade program, we have worked to implement the recommendations. WGA governors are meeting with the western Canadian premiers at the annual meeting in Fargo. Immediately following the meeting, a joint governors' trade meeting will be held in Toronto and Ottawa. WGA established a Western Trade Directors Council which is making plans for joint trade offices and missions.

A trade and tourism policy task force has been created to advocate western positions in Washington, at GATT, and elsewhere as appropriate.

We have kept the WGA staff and our own staff on the run all year. The results show, and I think the momentum will only grow. I will be watching it with pride.

## CHERISHING OUR PAST, SHAPING OUR FUTURE: THE POLICY IMPLICATIONS

"We need to develop what I call an ethic of place. It is premised on a sense of place, the recognition that our species thrives on the subtle, intangible, but soul-deep mix of landscape, smells, sounds, history, neighbors, and friends that constitute a place, a homeland. An ethic of place respects equally the people of a region and the land, animals, vegetation, water, and air. It recognizes that westerners revere their physical surroundings and that they need and deserve a stable, productive economy that is accessible to those with modest incomes. An ethic of place ought to be a shared community value and ought to manifest itself in a dogged determination to treat the environment and its people as equals, to recognize both as sacred, and to insure that all members of the community not just search for but insist upon solutions that fulfill the ethic."

Charles Wilkinson, *Beyond the Mythic West*

"Sea changes," "step changes," "shifting paradigms," "changing groundrules," whatever phrase is used, the concept has never been more evident than today in the western U.S. The West, together with the rest of the nation and the world, is crossing a threshold to new opportunities and challenges.

Each of the issues the governors have asked WGA to become involved in is in a period of fundamental transformation. To take advantage of the opportunities and avoid potential pitfalls, the West must respond to the facts that the goals are different than they used to be, that "conventional wisdom" doesn't explain what is needed, that the rules have changed, and that the necessary strategies must often be invented as we go along.

This report is designed to serve as a companion volume to *Beyond the Mythic West*, the product of a team of five WGA Scholars. The themes explored in that book are examined here as they relate to public policy. In his introduction to *Beyond the Mythic West*, Stewart Udall looks back at seventy years in the West, reflects on the changes he has seen, and proposes what he sees as the region's unfinished business. Patricia Limerick and Charles Wilkinson individually provide new outlooks on the diversity of the West -- Patricia from the viewpoint of a "rendezvous model" of history which celebrates the many cultures in the West, and Charles from the viewpoint of "an ethic of place", or the reconciliation of the needs of people and the environment. John Volkman takes Wilkinson's concept of an ethic of place and shows how it can operate in practice through the example of the Northwest Power Planning Council. Finally, William Kittredge points to the importance of place as inspiration for writing and art. The issues raised by these essays join with the findings of WGA's program to form the basis for the following discussion on WGA policy. The areas of rural development, regional waste streams, state-tribal relations, water policy and drought, international trade and management of coastal lands are examined. The message is clear in both texts -- profound change is afoot in the West.

In looking at the areas where WGA has programs, we have found that:

1. Even though rural areas were overwhelmed by the simultaneous decline in agriculture, mining, energy production, fishing, and logging and by the effects of the deregulation of transportation, communications and to some degree banking, many

rural towns are digging deep, finding or creating new opportunities to retain their rural lifestyle, and starting to consider how to work together to stretch scarce resources. In fact, with the growing size, homogenization, and complexity of metropolitan areas, it seems plausible that rural authenticity, uniqueness, and manageability will become an increasingly sought after alternative.

2. States and tribes are coming to recognize that they have spent too much time, energy, and money fighting each other over sovereignty in court and in other adversarial confrontations. The time is ripe to explore and expand cooperation, economically and environmentally, on a government-to-government basis.
3. In WGA's waste management programs -- solid, hazardous, mine, and nuclear wastes -- it has become exceptionally clear that as a nation we can no longer keep generating ever increasing amounts of waste and simply digging another, bigger hole to dump it in. Instead waste reduction, recycling, and reclaiming are becoming large growth industries of their own. Waste management -- siting, transporting, treating and disposing -- raises serious public safety concerns. States must work together to answer fundamental questions of fairness, efficiency, and safety as well as to protect the region from taking on the burden of disposing of unwanted wastes from other regions.
4. The drought of the last three years has crystallized what is perhaps the most critical question facing western water management today -- how do you share a scarce resource to accommodate economic expansion and new environmental and recreation values in a system designed to protect existing senior uses. The system contains the flexibility to change, but it will require modification of existing law, institutions, uses, and leadership to do so. It is happening.
5. In trade, the integration of the world economy and the growing global competition for virtually all products and services has meant that as states and as a nation we must rethink how we do business. By cooperating, as well as competing, western states can influence national strategies, promote regional products, attract international attention, and strengthen natural trade links with Canada, Mexico, the Pacific Rim, and Europe.
6. With expanded boundaries for the territorial sea and exclusive economic zones, the U.S. has experienced the largest addition of public lands since the Louisiana Purchase. Developing state-federal agreements on roles for managing those lands and their resources in ways that allow both economic benefits to be realized and the coastal and ocean environment to be protected present exciting opportunities for learning from inland experiences and "doing it right."

The implications of the changes taking place, although still not entirely clear, are profound. If we are to maintain this region as the place of opportunity and vision, the West must strike the right balance between remembering who we are and what our values are and acting boldly and inventively to shape the changes that are occurring.



1. Governors are in a pivotal position. States, more than ever before, must take the lead. In most cases no one else is going to solve the problem, at least not as a result of thoughtful leadership. The federal government is unlikely to provide effective leadership because of its ongoing budgetary crises, conflicting jurisdictions, and tendency for micromanagement. Local governments, with all the ingenuity they exhibit, don't have the mission, the resources, or the reach to develop comprehensive policy across wide areas. Governors can use their wisdom, their resources, and their political will to provide needed leadership.
2. Cooperation among states will be needed as never before. Where once competition was accepted as the custom with the federal government serving as the referee, today states need to work together to develop a common vision, coordinate plans and regulations, share resources and information, and implement action.
3. Dialogue with the public on the changing groundrules is critical. Those who have lived in the West a long time -- farmers and ranchers, miners, loggers, Native Americans, people in rural towns, and others -- know that things are different but they may not be sure how it will affect them or what to do about it. Newer residents may be exploring new jobs and new locations, usually in our large metropolitan areas, and are trying to find their place, but they may not understand the constraining factors of the role of the federal government, aridity, distance, and the fragility of the remarkable western environments.

The way we do business is going to change. If we want to keep some control over those changes, it will be important for oldtimers and newcomers to understand why certain actions are being recommended.

Although the challenges facing the West are daunting, they also represent unparalleled opportunities -- for empowerment, for reaffirming core values, for designing improved systems, and for meeting our neighbors. This report is designed to be a first cut at explaining those challenges and identifying opportunities for action.

## A NEW PARADIGM FOR RURAL COMMUNITIES

"Although the last decade has been hard on the rural West, with rolling recessions affecting every sector of the economy and the population in some areas falling, a compelling case can be made that the region is on the verge of a renaissance. Before making it, however, I think one must first shuck the boomer mentality that more people are necessarily better, in favor of the ecological precept of carrying capacity. If Wyoming can now support only as many people as it does antelope (about 475,000 of each currently), is that necessarily a bad thing? Should the fact that as many people ride the subway in New York City each day as live in the Dakotas be a cause for grave concern? Should we pity those counties in Colorado that have larger populations of elk than people? I can understand Montana's concern about losing a congressional seat after the next census. But even if this comes to pass, the state will still have two senators, one congressman, a spirited stable of novelists, and some of the finest trout fishing outside Alaska.

In truth, parts of the West may always be an outback, lightly populated by a rugged and resourceful citizenry. Again, this is a strength--and will only become more so if human population soars, as predicted, from five billion today to ten or fourteen billion by 2100. Space, solitude, blue skies, wild animals roaming free--these will be precious assets in the decades ahead.

Stewart Udall, *Beyond the Mythic West*

### Introduction

According to the popular press, towns in the rural West are drying up and blowing away. The early 1980s saw a simultaneous collapse in prices received by farmers for their products and in the price of oil, coal, natural gas, and minerals and metals which drastically shrank the number of jobs associated with those sectors. Even the timber industry was in the doldrums and many were laid off. New technological advances, changing markets, and stricter environmental regulations have since caused additional layoffs.

Beyond the immediate jobs lost, a ripple effect washed over many towns as fewer people, and fewer dollars in the pockets of the people, resulted in fewer sales for the grocery store, the hardware store, the retail shops. Some of these stores shut down for good. Recovering has been slow and painful.

Today prices are back up a bit. Agriculture is in its third relatively good year, oil and coal prices are higher, and timber has rebounded. The towns have not blown away but the average age in many rural communities continues to climb as young people migrate to the bigger cities. While there are still many boarded up storefronts and lots of folks travel to the bigger towns for shopping and even for jobs, some people continue to move to rural areas.

Increasing congestion and other problems in metropolitan areas is enhancing rural attractiveness. The increasing number of retirees looking for a slower pace also bodes well both for tourism and for migrants to rural communities. There are more than fifty million people living in rural areas in the U.S. They can't all be wrong.

## Shifting Paradigms

### Bigger Isn't Necessarily Better

Economic development specialists often measure success in terms of jobs created, money leveraged, business startups or expansions. Growth is, in and of itself, deemed good. Is this a good measure for rural areas though? Many live in rural communities precisely because they are small and quiet. New jobs, if filled by an influx of people moving into the community, may work against the small town fabric. Perhaps a better measure for rural communities is stability, enough good jobs for current residents and the young ones who want to stay. Or better yet, if there were some way to measure community cohesion or community life satisfaction, that would be the best way to shift from an economic development mentality to a more appropriate community development mindset.

### Quality of Life

Many urban residents are attracted to small town, rural lifestyles but admit they prefer the culture and opportunity that city life affords. While rural residents may differ on who has the better culture, new technologies inarguably broaden the access of rural areas to urban offerings. Cable TV, fax machines, video cassettes, and satellite dishes are all available in many rural towns. Access to "the great outdoors" is much more immediate in rural cities than urban ones. Traffic is light and people still leave their doors unlocked in the rural West.

### Redefining "Rural" and "Community"

Rural used to be synonymous with production agriculture. Today that simply isn't any longer true. Twenty five percent of Americans live in rural areas. Two percent of Americans are involved in production agriculture. In the West today rural means small business, light manufacturing, and tourism as well as oil and gas drilling, mining, fishing, logging, aquaculture and agriculture. Perhaps even the word "rural" needs to be replaced in our vocabulary. The word, in some peoples' minds, is associated with failure, backwardness, lack of opportunity and constrained future.

The concept of community and how it is defined has changed in recent years. New ways of viewing rural community can provide a better basis for understanding these communities. Community is no longer just a collection of people within a certain geographic area. Community can now be defined as a set of non-geographically based networks. People who have left the community to move elsewhere are often still part of that community despite being physically separated. Improvements in transportation and telecommunications can make the sense of community even more widely dispersed.

### Community Culture

Every community is unique. The age of the community, the dominant ethnicity and religion of those who settled the town, the primary occupation of the residents, the average age of

the citizens all impact a community's culture. For example, these characteristics could have the following impacts:

- The age of the community can affect how streets were laid out and the primary architectural style of homes. For example, some have pointed out that the older the town, the closer the homes are to each other. The older homes open more to the front than the back. The closeness of homes to each other combined with the front porch culture can breed openness and neighborliness, where present day backyard mentalities are more closed in on themselves and their families.
- Ethnicity and religion can mold people's and community's expectations and willingness to change. Some ethnic groups and religions support and encourage change. Others support the status quo.
- Occupation affects outlook. Farming is a risky occupation. It might not rain or it might rain too much. Hail or grasshoppers could destroy the crop. Commercial fishing is often dangerous with cooperation as pronounced as competition between rival boats and companies. Farming is a venture which defines risk as natural phenomena and encourages hunkering down and waiting it out. Some mining and oil and gas development are transient, frequently moving on to the next bonanza, which leads employees to a feeling of lack of permanence and reluctance to put down roots. These and other occupations impact how a community functions and how it views the future.
- The median age of residents will affect how much and what types of infrastructure to invest in, how many new businesses will be formed, and other conditions within the community.
- Even geography affects culture. Extremes of climate and topography tend to unite people to overcome adversity, whether its developing an irrigation system for a number of farms in the desert or breaking the isolation of cold, dark Alaskan winters.

Local development planning efforts should explicitly recognize community culture and quality of life factors up front. What this means will be different in every town. To celebrate community culture, local festivals should be encouraged and publicized by the state. As Governor Carruthers has pointed out, people from out of state usually won't attend these small town festivals but people within the state will travel to them, bringing in outside money to the community and coming away with an appreciation of the uniqueness of the town.

The list above contains just some of the variables that impact and create a community's culture. There is not a "good" community culture and a "bad" community culture. There are just differences. Knowing these differences is essential if you want to understand how a community views its future and what it can do to affect it.

## How Can WGA Help?

### Non-Economic Indicators

WGA held a workshop in November 1989 to discuss community culture and indicators of healthy rural communities. The group was composed of rural sociologists, people providing technical assistance in rural communities, and state and local community development specialists. The group had many interesting thoughts about rural communities.

If new jobs and businesses are not the best indication of the health of a community then what are good measures of community health? The attached Table I contains a list of indicators and measurements for those indicators that seem present in healthy communities. Many of these measurements get at the elusive concept of quality of life.

Sometimes quality of life factors are forgotten in the push for economic development. For example, major tourism investments may pay off in jobs and income for residents but may also carry hidden costs of increased traffic, rising land values, and more. Community integrity or community culture is sometimes sacrificed on the altar of development. Old mining towns turned into "Bavarian villages" will not long hold appeal for longer term residents. New tourism developments also can crowd out old occupations. For example, old pineapple plantation villages on Lanai in Hawaii are likely to change irrevocably because of large new tourist resorts. This is not necessarily bad but these hidden costs should be considered up front.

Two recent stories are illustrative about how rural communities view their quality of life. One town, primarily in an agricultural region but being steadily encroached upon by a major metro area, voted to host a large regional solid waste landfill. Another town, bordered by Forest Service land, told the Forest Service it didn't want a ski area built nearby. Both towns stated that their decisions were based on quality of life concerns. The first town said a large landfill would create a buffer and act as a deterrent against future encroachment, thereby preserving the basic rural character of the town. The second felt that to protect its character it would have to work against forces that would bring new jobs into the area.

An appropriate rural community development goal should be sustainable, healthy communities based on the community's culture and the citizens' views of a desirable future that achieves the quality of life they desire.

### Using Higher Education Institutions to Help Rural Communities

A few states have benefited by encouraging state and tribal colleges and universities to help small rural communities. These institutions are broadly scattered throughout the state and are filled with bright and capable people. Business assistance, community planning, internships for students to work in communities, and other assistance can go a long way in small towns. Many people are also encouraging the Cooperative Extension Service to change its traditional role and begin providing non agriculture related businesses with assistance.

In 1988 WGA held several meetings around the West to talk about state rural development strategies. At meetings in every state someone invariably said they thought that institutions of higher education, including community colleges, land grant universities, flagship universities, and tribal colleges, should play a more direct role in providing assistance to rural communities and businesses. As a result of that feedback, WGA wrote a report in 1989 entitled, A Time of Challenge - A Time for Change: The Role of Higher Education in the Rural West. This year WGA held workshops in three states to bring together governors' representatives, state agency personnel, presidents and others from higher education, and local business people to talk about the opportunities and obstacles to involving institutions of higher education more directly in rural communities.

These workshops made it clear that there is a role for higher education in rural community development, and that most institutions are willing to help. There are significant obstacles however.

- There is uncertainty on both sides -- governor's offices/state agencies and higher education -- of what exactly the role should be for higher education.
- It is unclear exactly how institutions of higher education can coordinate with the state to get the job done.
- Cooperation and coordination among institutions of higher education on rural development will be difficult.
- How are these new efforts to be paid for? By taking professors away from traditional duties part-time or by new money and new staff?

WGA will hold a symposium later this year to bring together people from several states who represent higher education to talk about these issues.

### Interlocal Cooperation

Small towns in the rural West are finding that, to survive and continue to have access to a broad range of affordable services, cooperation goes a long way. Small communities recognize they can stretch scarce resources by cooperating with each other on education, economic development planning, marketing, tourism, solid waste facilities, healthcare and more. Cooperation brings other benefits as well, including more political clout if communities work together. WGA has been researching successful models of interlocal cooperation and is in the process of identifying state practices (grants, regulations, etc.) that can encourage these kinds of cooperative strategies. WGA is planning on holding a symposium on interlocal cooperation in the fall of this year.

### **Implications for Future Policy and Programs**

The percent of the U.S. population living in rural areas has been declining since the 1930s. However, rural areas in the U.S. have maintained a population base of between fifty and

sixty million people for over forty years. Clearly, a rural lifestyle continues to be attractive to a substantial number of people. While traditional rural industries are employing fewer people, many are finding other ways to make a living. New technologies should help in this regard.

Rural areas provide a rootedness, an authenticity, that is vital to the West's identity as a region. Governors and states can help preserve that, not by subsidizing rural areas, but by helping them develop ways to remain viable. In the future, states increasingly can help facilitate shared services and cooperative ventures between small, rural local governments to enable them to make resources go further and gain higher quality results. New federal rural community development legislation, if it passes, may provide a stronger role for states to decide how federal rural development dollars are spent. States that reward local initiative, encourage locally based cooperative ventures, coordinate all rural community development efforts/providers, and that focus on long term sustainability and maintaining community culture will be seen as the most equitable and efficient.

TABLE I

\_\_\_\_\_ Visible Community Pride:

- A central community information or tourist booth.
- Monuments, statues or plaques honoring the community's veterans or history.
- Periodic community festivals, celebrations, concerts, races, etc.
- A special sign welcoming visitors to the community.
- A community-owned cemetery.
- Organized community beautification efforts.
- Non-school sponsored community bands, theater groups or sports teams
- Maintained neighborhoods and business district.

\_\_\_\_\_ Business and Community-Life:

- Core businesses (cafe, grocery, etc.)
- Core occupations (bank, real estate firm, insurance, lumber yard, etc.)
- Core services (post office, law enforcement, library, etc.)
- Local newspaper
- Continuity of management of local businesses
- Availability and variety of consumer goods.
- Competition between stores.
- Attractive and well-cared for business district.
- Opportunity for employment within the community.
- Availability of local and regional transportation.
- Opportunities for recreation (swimming pool, movie theater, hiking trails).

\_\_\_\_\_ Involvement in Traditional Community-Wide Institutions:

- Church youth, singles or study groups.
- Voluntary service organizations
- Girl Scouts/Cub Scouts/4-H.
- Singing, dancing or other hobby clubs.
- Groups based on shared ethnicity.

\_\_\_\_\_ Well-Managed Local Government:

- Prudent use of fiscal resources, including a contingency fund.
- Equitable and efficient service delivery.
- Community trust in the government.

\_\_\_\_\_ Community Leadership:

- Communication and cooperation between the public and private sectors of the community.
- A diverse and balanced leadership team which represents all sectors of the community, builds consensus and achieves goals.
- Deliberate transition of leadership between generations.



\_\_\_\_\_ Cooperative Community Spirit and Shared Decision-Making:

- Volunteer efforts and a strong community philanthropic ethic.
- Programs to honor community achievement.
- Citizen participation in civic and social planning.
- High voter turn-out for local elections.
- Local publicity for community events.
- Balanced reporting on all sectors of the community.
- An established information-sharing infrastructure.
- An informal community meeting place or "communications center".

\_\_\_\_\_ Investment in the Future of the Community:

- Sound, well-maintained infrastructure.
- Existence of community economic development efforts.
- Existence of community planning efforts.

\_\_\_\_\_ Use of Information Resources:

- Presence of telecommunications equipment and computers with community accessibility.
- Use of telecommunications and computers to overcome distance barriers in schools, hospitals, business transactions, etc.
- Use of state/federal/university/extension service technical assistance.
- Use of outside consultants.

\_\_\_\_\_ Education:

- Active support for schools through organizations such as PTA, the School Board, or volunteer efforts.
- Announcement of school activities and student/teacher achievement in the local media.
- Support for a library, adult education and special educational activities.

\_\_\_\_\_ Healthcare:

- Presence of doctor and dentist
- Existence of wellness, exercises, diet, vaccination and other community health activities.
- Use of paraprofessionals such as Physician's Assistants and Nurse-Practitioners.
- Continuous or periodic presence of doctors and dentists.
- Cooperative arrangements with other communities to provide specialized services.

Sources: National Civic League, "The Civic Index: A New Approach for Improving Community Life" 1988  
Rural Sociology - R. Lloyd and K. Wilkinson "Community Factors in Rural Manufacturing". Winter 1985  
Heartland Center for Leadership Development - "Clues Research Offers Positive Outlook for Rural Communities" Summer 1989  
Ford: A Village in the West Highlands of Scotland - John Stephenson  
National Governors Association - A Brighter Future for Rural America. February 1988

## A NEW ERA FOR STATE-TRIBAL RELATIONS

"Another thing states can do to enhance their social environment is to help Indian tribes develop their human and natural resources. In the past, some state leaders have disparaged Indian reservations as federal enclaves best ignored. Unfortunately, this shortsighted approach has hampered the ability of Native Americans to make positive contributions to the general welfare... After a century of benign neglect and sometimes outright hostility, the time is ripe to begin forging new bonds of cooperation between Indians and state governments."

Stewart Udall, Beyond the Mythic West

### Introduction

Historically, states and tribes have, at best, ignored each other as unconnected, independent entities. At worst, there has been open, destructive animosity.

The lack of appreciation for a "rendezvous" model of settlement as put forth by Patricia Limerick, rather than a "conquer the frontier" model, continues its legacy today. At the WGA annual meeting in 1987, the governors initiated a program to improve relations between western states and tribes. Motivation for the program came from the perception of many governors that friction between states and tribes had grown in recent years and that this friction too often resulted in costly, time-consuming litigation that addressed none of the broad issues underlying the disputes.

Nearly three years have passed since the initiation of the state-tribal relations program. In that time, two direction setting meetings between western governors and tribal leaders were held in September 1988 and June 1989. WGA staff produced a series of analyses of issues underlying state-tribal relations and had numerous meetings with tribal organization staff to develop a workable action agenda. This spring an historic two-day workshop on western environmental management between western state and tribal environmental officials was held. That workshop resulted in an agreement to work together on solid waste issues, RCRA reauthorization, and water quality. These activities serve as the basis of this report.

### Shifting Paradigms

There are many reasons for optimism that we are entering a new era.

First, there is no question in the law that tribes recognized by the federal government possess sovereign powers of government within their reservation boundaries at least over their own members and lands. States are increasingly recognizing that policies that do not acknowledge or respect these powers are ultimately doomed to fail in court if challenged. On the other hand, state policy that acknowledges the self-governing powers of the tribes and which clearly indicates the willingness of a state government to deal with tribes on a government-to-government basis opens doors to cooperation with the tribes on a whole range of issues.

Second, while national Indian policy has vacillated wildly over the past 200 years -- thereby building an endemic insecurity among the tribes -- current national policy is clear: Respect for tribal self-government and development of the means to make tribes economically self-sufficient. As a result, states and tribes can enter into a dialogue which is relatively clear of mixed messages and together they can develop a greater regional understanding, sustainability and wholeness based on mutual respect. This approach has direct ties to what Charles Wilkinson has called an "ethic of place."

Third, while the federal government has a strong and court-tested trust responsibility to the tribes to look after and protect their interests, the federal government's performance in carrying out this responsibility is increasingly ineffective. Heavy-handed and sometimes corrupt federal programs stifle tribal initiative. Diminishing financial support for the tribes further reduces the importance of the federal government. These factors have convinced many Indians, non-Indians and congressional policy makers that the machinery of the trust obligation must be overhauled. The trend: The policy function of the federal government will be reduced and that of the tribes will be increased. The upshot: The federal government will act less and less as a buffer between the states and the tribes. States and tribes will increasingly encounter each other in areas which have typically been the province of the federal government, but will have increasing ability to solve problems themselves.

Fourth, as WGA and the tribal organizations with which it has worked over the past three years have repeatedly discovered, the issues which they face, particularly in the rural parts of the West, are the same. In his introduction to *Beyond the Mythic West*, Stewart Udall, a prominent western statesman, recognized this commonality and the potential for Indian tribes to positively impact the overall regional environment. Thus, healthcare problems faced by non-Indian rural westerners are the same as those faced by Indians -- the lack of affordable healthcare facilities and programs. Rural drinking water supplies and disposal of solid and hazardous waste in compliance with expensive federal standards present problems that are the same for Indian and non-Indian populations in many parts of the West. Both states and tribes have to deal with a federal government whose programs seem increasingly out of touch with what is needed. In other words, the problems faced by the West, particularly its rural parts, are common to Indians and non-Indians. In many cases, they are more amenable to resolution through joint state/local/tribal government activity than through the separate activities of each. In some cases, particularly where environmental pollution is the problem, they cannot be solved effectively without cooperation.

Finally, however, questions of jurisdiction to regulate certain activities within Indian Country, particularly where non-Indians are concerned, continue to divide us. And the Supreme Court keeps handing down opinions on questions of jurisdiction which lack the capacity to solve these questions on a broad-scale basis. Moreover, in many instances, we cannot depend on Congress, with its internal divisions and decisional gridlock, to resolve these questions of jurisdiction in a way that will be satisfactory to the states, not to mention the tribes. Nonetheless, as the experience in some western states shows, it is often unnecessary to resolve these questions prior to agreeing to confront many of the common, transboundary problems which we share. When this is possible, the significance of the jurisdictional disputes is minimized.

These factors suggest that states and tribes will be encountering each other more frequently in the future, that we face many common problems and that we can meet these problems together, cooperatively, on a government-to-government basis without resolving difficult jurisdictional issues. Many state and tribal officials seem to understand the potential for cooperation not only as a means to solve common problems but also as a springboard to address the disputes which inevitably arise. The experience of other groups who have successfully developed mechanisms to accommodate diverse interests, such as the Northwest Power Planning Council, holds valuable lessons for state-tribal relations. However, while states and tribes can learn from the successes of others, they may also need help in overcoming the tradition of confrontation.

## **How Can WGA Help?**

### The Example of the Environmental Management Project

In June 1989, governors and tribal leaders directed staff from WGA and the Council of Energy Resource Tribes (CERT) to determine how cooperation between states and tribes might be facilitated in the area of environmental management. Joint staff meetings resulted in the determination that the best, first step would be to hold a regional workshop for state and tribal environmental officials on western environmental problems.

The workshop was held on May 3-4, 1990, in Denver. Participants included representatives from eleven western states and ten tribes and staff from WGA and CERT. The primary objective of the workshop was to see, from the comments of the states and tribal participants, whether western states and tribes truly do face common environmental management problems and how we might address these problems together. There was general agreement that, at least in the rural West, states and tribes alike faced a wide range of common environmental problems. Two were identified as priority problems worthy of special cooperative attention: Solid waste disposal and water quality. In both areas workshop participants identified a broad range of problems common to states and tribes as well as ideas to work on these problems together.

As for solid waste, state and tribal participants agreed that rural waste disposal problems cried out for sub-regional solutions involving tribes, local governments and states. They also agreed that the rural West was vulnerable to exporters of waste seeking inexpensive disposal. All seemed to agree that the upcoming congressional attention to reauthorization of the Resource Conservation and Recovery Act (RCRA), as it pertains to solid waste, provides an opportunity for state/tribal cooperation to protect rural western interests. Barriers to cooperation were identified, such as tribal sovereignty and a lack of resources to comply with federal waste disposal standards. A long list of ideas was offered to initiate cooperation. Among them was a proposal that WGA and CERT staff work together to develop common positions on the major issues to be raised in RCRA reauthorization.

Similarly, there was agreement that the time was right for state/tribal cooperation in addressing water quality issues in the West. Several problems were identified on which cooperation could be improved, namely: (1) integration of state and tribal water quality regulation, (2) development of resources for rural drinking water supplies, and (3)

assessment and control of groundwater pollution, particularly in rural areas. As with solid waste, participants suggested a very long list of mechanisms by which cooperation could be initiated.

This workshop served the purpose of developing a basis for improving relations between state and tribal governments in the environmental management area. It did so by providing a non-threatening forum in which people from the states and the tribes could find out that they both faced difficult federal regulations and federal bureaucrats and that they were both strapped for resources. The workshop was no substitute for the hard negotiations that may need to occur at the state/tribal/local level to solve a specific problem or for continuing dialogue between governors and chairmen, but it provided oil for the gears of these negotiations and discussions. And it fleshed out possible roles for regional joint action among the states and the tribes to defend western interests. As such, it provided some help in overcoming traditions of confrontation.

#### Joint Approaches to Economic Health: The Highline Project

Following the June 1989 meeting between governors and chairmen, WGA, the Council of Energy Resource Tribes (CERT), the Native American Rights Fund (NARF), Americans for Indian Opportunity (AIO) and the National Congress of American Indians (NCAI) began discussing possible areas for dispute resolution pilot projects between states and tribes. In order to avoid having a solution in search of a problem, it was decided to engage in a joint project working toward common goals and resolve disputes as they arise in the course of the project. The "Highline" project, currently being worked out with the tribes and state governments in Montana and North Dakota, is designed to attract jobs and develop the economy in the northern sections of these states, building on the transportation access provided by the Highway 2 and the Burlington Northern railway "Highline."

Montana and North Dakota are primarily rural states with substantial reservation population, including the Turtle Mountain Chippewa, Fort Berthold, Fort Peck, Rocky Boys, Fort Belknap, Blackfeet and Flathead reservations. During the 1980s, the natural resource-based economies of these states began declining. The Highline program proposes to begin working with the states and tribes to identify the sorts of development acceptable to them and then approaching major corporations and businesses in the surrounding metropolitan areas with options for reinvestment in the rural areas of North Dakota and Montana. The attraction of economic activity to these rural areas would not only entail identifying attractive economic incentives, but resolving basic infrastructural shortcomings, such as those related to healthcare, education, transportation and waste management. Dispute resolution will be built into the Highline Project to start resolving differences and overcoming barriers as soon as they occur.

North Dakota and Montana were chosen for this project for several reasons. Highway 2 and the Burlington Northern Railway, which cross the northern tier of these states could provide an essential business link between relocated or new businesses and the hubs of Minneapolis-St. Paul and Seattle. Equally important, the affected tribes in these two states each operate a community college and are already involved in ongoing entrepreneurial projects.

## Indian Water Rights

The status of Indian reserved rights is an old, often contentious issue between states and tribes. Indian water rights fall under the jurisdiction of the 1908 Winters decision by the U.S. Supreme Court, which holds that the federal government implicitly reserved water for Indians at the time their reservations were created. Therefore, the rights are usually very senior. In addition, they are not subject to state law and are not limited by existing beneficial use. As tribes have begun asserting their rights to water, disputes over the quantity and status of the water have arisen with the states.

Traditionally, these disputes have been litigated, creating a tremendously costly, time-consuming, and uncertain situation. Recognizing that the length, cost and prolonged uncertainty of litigation hinders tribal economic development and forestalls investments based on the availability of and rights to water, negotiated settlement has been promoted since the early 1980s as a more certain and less divisive method for resolving disputes. Three settlements were enacted during 1988, and currently fourteen more are under negotiation. The case in favor of negotiated settlement was reinforced by the 1989 U.S. Supreme Court decision concerning the dispute between the state of Wyoming and the Wind River Reservation. After spending over \$20 million litigating the case, the state not only lost but must now negotiate a settlement over the ramifications and unanswered questions with the Wind River tribes.

Since 1982, WGA has participated with the Western Regional Council, the National Congress of American Indians, the Council of Energy Resource Tribes and the Native American Rights Fund in the Ad Hoc Group on Indian Reserved Water Rights. As a unique coalition of business, governors and tribal organizations, the Ad Hoc Group actively promotes negotiated settlement of Indian water rights disputes. Over the last eight years the group has met with the Departments of Interior and Justice, the Office of Management and Budget, congressional representatives and others to encourage initiation of negotiations, enactment of settlements, full appropriations for these, and timely implementation.

### **Implications for Future Policy and Programs**

The area of state/tribal relations is as good an example as any in the West of the need for governors to take new approaches to solve old problems. Confrontation over issues of jurisdiction which leads to multi-year litigation ending in decisions that do nothing to address underlying issues leaves all parties unsatisfied. The change in perception among Indians and non-Indians alike from perceiving the federal government as an instrument to solve indigenous problems with federal money to a cause of problems for westerners to solve with their own money, heightens the need for cooperation.

The key necessary to unlock the door of cooperation is an acknowledgement by state government that it will deal with the tribes on a government-to-government basis. Regionally, the governors made this acknowledgement by resolution at the 1989 annual meeting. Some states have acknowledged powers of self-government by proclamation. Once this is done, the hard work can begin: Negotiation of joint approaches to the resolution of common problems.

Western governors and chairmen, through WGA working with tribal organizations, can continue to promote cooperation between the states and the tribes. In particular, the environmental area looks ripe for successful coordinated approaches to problems both regionally and at the state/tribal/local level. WGA's role in this regard is catalytic: To provide forums for regional discussion of matters already on the table in several states; with Indian organizations, to think through how the states and tribes can work together to improve federal policy in the West; and to develop materials that will make cooperation at the state/tribal/local level more likely.





## UNDERSTANDING REGIONAL WASTE STREAMS

"Sustainable development requires us to understand that economic needs and environmental consequences cannot be addressed separately, and finding ways to address them together is now an urgent task... Government may play an important role in finding practical approaches to sustainable development in the West. Through policies that unify or fragment agency processes, account for or ignore environmental values, and recognize or mask uncertainties, government helps tip the balance for or against sustainable development."

John Volkman, *Beyond the Mythic West*

### Introduction

Waste management issues are near the top of almost every governor's list of concerns. Municipal solid waste management is currently receiving the greatest amount of media attention nationally. However the management of hazardous waste from production processes, mine waste from both abandoned and operating mining sites, low level radioactive waste from medical and industrial applications, transuranic waste from defense weapons production, and high level radioactive wastes from commercial nuclear power reactors and defense production are attracting a great deal of attention from governors and state legislators as well.

Waste, in whatever form, is generated by a large, diverse and dispersed number of entities (households, businesses, and governments) and is regulated by all levels of government. Because of these factors and different methods for defining wastes, it is difficult to find reliable data on exactly how much waste is produced annually. Figures for solid waste range from three to six pounds per person per day. Hazardous waste volumes are documented in some states only if the waste leaves the site where it was generated for treatment or disposal. Data for low level radioactive waste generation, because of stricter reporting regulations, are of better quality. Transuranic and high level waste volume data are comparatively very good.

Given these data problems, it is estimated that the West annually generates approximately:

- 67 million tons of municipal solid waste
- 1.5 million tons of hazardous waste
- 11,000 tons of low level radioactive waste
- 1,352 tons of transuranic waste
- 9,800 tons of high level radioactive waste
- 518 tons of spent nuclear reactor fuel.

In addition to these recurring waste streams, there are 7,132 listed and potential Superfund sites in the West with an unknown quantity of waste which, when cleaned up in the future, may strain the waste management capacity of the West. Old commercial nuclear reactors will start being decommissioned over the next decade and the resulting debris will add to waste flows around the nation. Finally, there are large volumes of waste that have been temporarily stored around the nation awaiting permanent treatment and disposal, possibly in the West. The volumes stored for eventual final treatment and disposal are:

187 million tons of uranium mill tailings  
73 thousand tons of mixed hazardous/radioactive waste  
260 thousand tons of transuranic waste  
614 thousand tons of high level nuclear defense waste  
28 thousand tons of spent nuclear reactor fuel.

The interstate movement of waste is a concern of western governors. Waste moves between states for treatment and disposal for one of four reasons: cost, differing categorization or regulation, availability of management capacity, or quality of facility. (Categorization and regulation are often related to price). Waste will flow between states if:

- o the cost per ton for treating or disposing of waste is less expensive, even after transportation costs are figured in;
- o the waste is categorized less stringently (solid vs. hazardous) or the regulations governing the treatment or disposal of a certain type of waste are less strict in one state compared to another;
- o there are only certain permitted sites that are available for approved waste management (hazardous, transuranic, low level, and high level nuclear); or
- o the quality of the facility, even though it may be more expensive, may cause waste flows. Generators are increasingly concerned about long term liability and some would rather pay more in the near term than be faced with a large liability later.

State policy can impact all of these reasons for waste migration.

### **Shifting Paradigms**

Waste management historically has been a relatively low profile issue. Waste was buried or burned with little understanding of the interrelationships between air, water, and soil contamination. But this situation has changed. The impacts of past waste disposal practices, the ever increasing volumes of waste, the production of increasingly dangerous types of waste, and the decreasing public acceptance of living near waste disposal sites have turned waste management into a high profile, high stakes issue. These impacts also have elevated waste management to a national and a regional issue, not just a local and state one.

The regionalization of waste management increases the demands for good communication among states in the West. If states permit excess regional disposal capacity for solid or hazardous waste, disposal costs will go down as site operators compete for waste. In addition, lower disposal costs may attract out-of-region waste. If not enough regional capacity is permitted, disposal costs will go up and there will be less regional flexibility for disposal options. In addition, the impact on neighboring states from one state's waste management regulatory or legislative changes argues for closer communications among states.

The governors' primary regional concerns regarding waste management are the safe disposition of wastes, equity in siting regional treatment and disposal facilities, and the importation of unwanted waste from other regions of the country. No governor wants to have his or her state be seen as the dump for other states' wastes. On the other hand, governors recognize that it is not economically feasible to build management capacity in every state to deal with hazardous, low level radioactive, transuranic, and high level radioactive waste. Governors in the West want to feel that every state in the region is doing its share in dealing with the region's waste management needs. Secondly, the governors do not want to see the West become host for other regions' waste. Large tracts of federal land, vast open spaces, aridity, geology, and old mining pits are attracting the attention of other regions which, for varying reasons, are having difficulty dealing with their own waste streams.

### Solid Waste

Relatively little solid waste is shipped between states in the West for treatment and disposal. However, because of rising disposal costs on the East Coast, more and more communities and some Indian reservations in the West are being approached to host large disposal facilities for out of region solid waste. Major pending federal regulatory and legislative changes for solid waste management will dramatically increase management costs which will lead to increased regionalization of facilities. Recycling and waste minimization efforts will likely be incorporated into almost every state's management plans.

### Hazardous Waste

Relatively little hazardous waste is exported out of or imported into the region. However, the intraregional flows of waste seeking treatment, storage, and disposal are very complex. States recently certified to EPA that, as a region, the West had the existing and planned management capacity to deal with its own wastes for the next twenty years. New landfill disposal restrictions for hazardous waste and stricter tests to determine which wastes are hazardous, combined with cleanup of federal facilities and other toxic dump sites in the West, will greatly increase the volume of hazardous wastes requiring treatment in the region.

### Low Level Waste

Currently there are only three low level waste disposal sites in the nation, two of which are in the West. The Low Level Radioactive Waste Policy Act, approved by Congress in the mid-1980s, requires states to either dispose of their own low level waste or form interstate compacts to develop disposal sites. The West's main compacts (Northwest and Southwest) are leading the nation in responding to site development. When the new sites are open in 1993, western compacts will be able to legally refuse to dispose of out of region waste. However, difficulties other states and regions are having in siting their low level waste disposal facilities could lead to pressure on Congress to allow eastern states' continued access to western disposal sites.

## Transuranic and High Level Radioactive Waste

The Waste Isolation Pilot Plant site in New Mexico for transuranic (plutonium contaminated) waste disposal continues to meet with delays. This means that wastes will continue to be placed in temporary storage facilities. This could pose major problems at the Rocky Flats Plant (CO), the Hanford reservation (WA), the Nevada Test Site (NV), and INEL (ID). The Administration has proposed using federal installations for temporary storage of transuranic wastes.

In addition, Governor Miller of Nevada, expressing concerns about the suitability of the federally proposed site for high level radioactive waste at Yucca Mountain, Nevada, recently denied DOE the necessary environmental permits to continue site characterization. The delay at the Yucca Mountain site will force more on-site storage of high level radioactive waste and spent reactor fuel which may soon exceed legal limits in some states. DOE continues to push for a Monitored Retrievable Storage facility for high level waste to deal with this problem. If Governor Miller is successful in blocking Yucca Mountain from consideration, it could touch off a new site search. DOE also is still seeking confirmation of a designee to the Office of Nuclear Waste Negotiator to negotiate with other states for other potential sites for permanent high level radioactive waste disposal.

### **How Can WGA Help?**

WGA has been active in policy research on waste issues for many years. Accordingly, WGA's involvement in waste issues has been increasing over the past few years. Western governors directed WGA staff to provide regional analysis of low level radioactive waste back in the early 1980s. In 1988, the governors directed WGA to work with the western states and the Environmental Protection Agency on developing federal mining waste regulations. In 1988, WGA also began providing technical assistance to western states to complete a regional analysis of hazardous waste flows and to develop a regional agreement on assuring the availability of sufficient capacity to manage the West's hazardous waste. In 1989 WGA undertook a survey of western states regarding solid waste activities and concerns. In addition, WGA has established proactive programs on siting and transportation issues for transuranic and high level radioactive wastes.

Successes from these programs are notable. Thirteen western states recently submitted documentation to EPA certifying that the West, as a region, had existing or planned treatment and disposal capacity to handle the projected hazardous waste created for the next twenty years. This group of states has broadened to include sixteen states which have agreed to continue a dialogue on hazardous waste minimization, regional equity in siting facilities, and interstate flows of wastes. A WGA Mine Waste Task Force has hammered out consensus positions regarding recommendations on new federal regulations on mine wastes and is now pushing that position forward. Finally, the solid waste program has been broadened to examine the interstate flow of all major waste streams in the West for treatment and disposal. A report, Western Regional Waste Flows, will be presented to the governors at their 1990 annual meeting.

## Implications for Future Policy and Programs

There are significant opportunities for collective action by western governors to ensure the West's waste management needs are dealt with in a safe, efficient and equitable manner. There is also an increasingly important need to protect the region from undesired waste from other regions. This can be accomplished both in regional and national forums. Finally, collective action by western states on waste management issues such as waste minimization, recycling, and market development could go a long way toward reducing the amount of waste that needs to be treated and disposed of in the West.

Siting issues, whether temporary storage, treatment facilities or disposal sites, have caused tension within the region and political heat within many states. For example, several states have recently issued permits for hazardous waste incinerators which will create tensions in the region over the interstate flows of waste caused by these new facilities. Delays in opening WIPP have resulted in cooperation and also some tension between Governors Andrus, Romer, and Carruthers. Governor Miller continues his fight against DOE regarding the suitability of the proposed Yucca Mountain high level radioactive waste site.

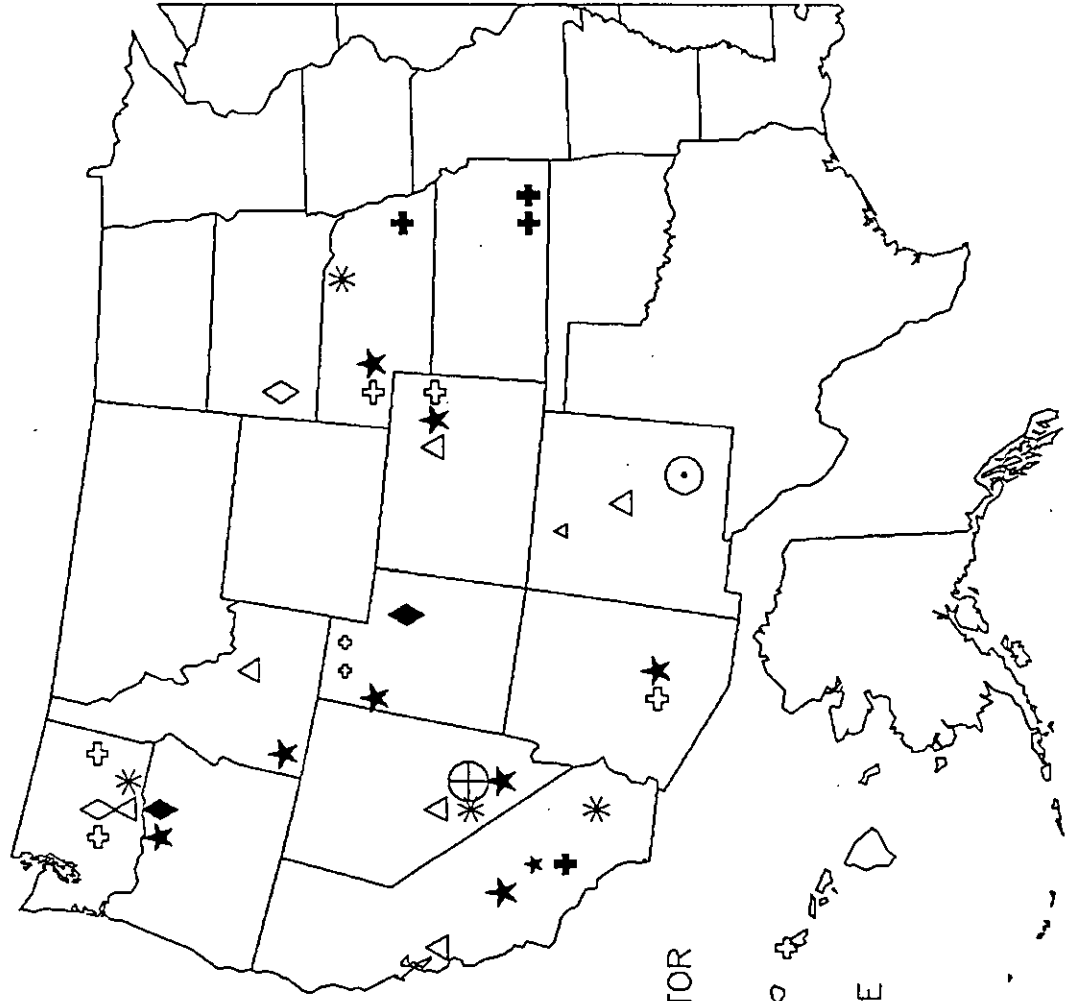
These current problems are compounded significantly when federal facility wastes, solid waste from other regions, possible challenges to strong western low level waste compacts, and transportation concerns for WIPP shipments and shipments of high level radioactive waste are factored in. It is recommended that the governors prioritize the region's waste management concerns and establish a game plan to enhance safe management of waste, build regional institutional capacity, and ensure equity within and among regions in disposal of waste.

WGA recommends the governors focus on three themes:

- The West will not sacrifice its environment to subsidize irresponsible waste management practices. The Western Regional Waste Streams Report shows that the West is already shouldering a large portion of the nation's waste management burden. The governors need to define under what circumstances the region will be willing to undertake additional burdens. Any waste that comes into the region for disposal should be held to the same standards of pretreatment.
- The West is responsibly managing its own wastes. Waste management is becoming increasingly regionalized. Source reduction, recycling standards, tipping fee levels, and environmental protection are all issues that could benefit from regional coordination and cooperation.
- Each state in the region is doing its fair share in regional waste management. Governors are concerned about interstate waste flows in the region and the equity of the siting of regional waste management facilities. Governors want assurances that before wastes are exported, the exporting state has done as much as is environmentally and economically practical, as well as politically feasible, to deal with the wastes in-state. Governors also want to establish

some framework around which to discuss regional equity in the siting of management facilities.

# REGIONALLY SIGNIFICANT WASTE SITES IN THE WEST



- ⊕ PROPOSED HIGH LEVEL NUCLEAR
- ⊙ TRANSURANIC (WIPP)
- △ DOE FACILITIES
- \* LOW LEVEL NUCLEAR
- ★ HAZARDOUS WASTE LANDFILL
- ⊕ HAZARDOUS WASTE INCINERATOR
- ⊕ PROPOSED HAZARDOUS INCINERATOR
- ◆ LARGE MULTI-STATE SOLID WASTE
- ◇ PROPOSED REGIONAL SOLID WASTE

## CHANGING TIMES: DROUGHT MANAGEMENT AND WATER

"Leaving aside environmental concerns, the social component of an ethic of place would require that precise and hard question be asked about this proposed diversion from the Eagle Valley. Since a major source of water and energy is conservation, could the cities achieve sustained supplies of water from within their own watersheds by adopting improved conservation methods? Even if they adopt rigorous conservation standards, what is the need for water -- projected new development many years hence? And if that is the need, why exactly is it that such a need should stunt the fulfillment of other communities in another watershed? The ethic requires us to ask even other questions, which must trouble every westerner. What will it finally take to wean us from a pace of development that cannot be acceptably maintained at the rate it has proceeded at since World War II? What sort of places will there be in the West if we allow that pace to continue? Are we willing to leave it to our starry-eyed children and grandchildren to live with the stark consequences of the answers?"

Charles Wilkinson, *Beyond the Mythic West*

### Introduction

The drought of the past three or four years has demonstrated that in a very real sense, all rivers in the West are fully allocated. The "allocations" may not be through the prior appropriation system, but may result from requirements under the Endangered Species Act, state recreation interests and demands, the navigation mission of the Army Corps of Engineers, FERC rulings, Indian water rights or a multitude of other demands. In dry years that full allocation becomes undeniable -- there is simply not enough water to satisfactorily meet all the demands.

Drought may mean that water intakes are exposed as reservoir levels drop, municipalities may face shortages with inadequate back-up supplies, well levels may drop, pollution effluent may not receive enough dilution, wildlife habitat may be threatened, hydrogeneration may be reduced, or navigation curtailed -- far more effects than just the shriveling crops most people associate with drought.

As an "emergency occurrence," a drought stimulates a somewhat different attitude towards water and its allocation, namely, during a drought people recognize that times are tough and cooperation is needed to help everyone get through the drought as unharmed as possible. In other words, it is acceptable to bend normal practices to share the resource. But the prior appropriation system has been designed to protect the investment of senior users -- first in time, first in right. Although both approaches are designed to respond to shrinking supplies, the difference in attitude is becoming central to the way people think of water management.

On April 16 and 17, 1990 the Western Governors' Association and the Western States Water Council held a joint drought response workshop for state and federal representatives which was genuinely seminal, both for the questions which were raised as well as for the recommendations for action.



The majority of states, when asked at the April workshop about the meaning of drought to their state, mentioned the need to accommodate environmental and recreational values -- the "new" demands -- into the existing system. These replies led to a threshold question: *if we are talking about sharing the resource, are we talking about sharing within the prior appropriation system or are we talking about going outside of the current system?* The strong consensus was to do it within the current system -- deliberately, thoughtfully, strategically.

Then a second threshold question was asked: *should drought be thought of as an occasional emergency or should it be a subset of total water management?* That question wasn't answered at the workshop but is vital to follow-up drought contingency planning.

Other points were made: drought response shouldn't reward poor planning or profligacy of use; conserved water shouldn't be allocated for additional development but should be kept for drought reserve; clear roles and assignments of responsibilities are vital; improvements in information, contingency plans, and the ability to shift priorities are needed at all levels of government -- federal, state, local and tribal; inter-entity arrangements need improving; and ultimately political will on the part of governors and others may be needed to allow the tough decisions to be made and acted upon.

The bottom line coming out of the entire WGA/WSWC effort is that the needs and concerns expressed by participants can be met within the present system but it will take some work, expenditure of resources, and good will on all sides -- the kind of thinking Charles Wilkinson called for in "An Ethic of Place." Many changes have already taken place in terms of instream flow protection, water marketing to facilitate shifts in use, conservation, and the identification of critical economic, health and social concerns. Significant authorities already exist for planning, declaring emergencies, waiving requirements or providing temporary authorizations, and the never-used but probably available power of a governor to "take" and reallocate water during an emergency. The ingredients are there. The system is adapting. Now what is needed is to decide where to go from here and make sure that is the direction that is followed. John Volkman's description of the Northwest Power Planning Council's approaches can help light the way.

The April workshop culminated a year-long effort by the Western Governors' Association and the Western States Water Council during which a state capacity matrix and federal water-related drought response catalogue were developed and disseminated. The state capacity matrix is attached.

### **Shifting Paradigms**

A reservoir in Nevada built for municipal supply is now being used to maintain flows in a wildlife refuge. The Wind River Reservation in Wyoming won a Supreme Court decision which awarded them almost half the water in eastern Wyoming. The states of Montana, North Dakota, and South Dakota sued the Corps of Engineers because the Corps dramatically lowered reservoir water levels on the mainstream Missouri River to maintain navigation on the Mississippi. The Supreme Court upheld the primacy of FERC on permitting hydro facilities. The Columbia will have to flush a lot more water in springtime

to get salmon smolt back to the ocean. Rafters and environmentalists are suing to change the operating criteria for the Colorado River as it goes through Grand Canyon.

These are just a few examples of what is happening all over the West. What it means is that, increasingly, state appropriations may no longer define and control how water is allocated on any given river. That fact greatly complicates state and local government water planning and undercuts governmental ability to assure certainty to a user who has made or is contemplating making investments which depend on having water.

The challenge to the prior appropriation system to accommodate these new realities requires a change in paradigms and new groundrules to keep the system working. The prior appropriation system is a remarkable invention and has started to adapt. The adaptations, however, tend to be reactive and somewhat ad hoc. What is being asked for is what western water managers have done historically -- show great foresight in assuring water supply and quality. The West needs to demonstrate the same strategic, proactive foresight today. Water is too important an issue, for both survival as well as quality of life, to be treated as far too many issues are: wait till a crisis arises and then use the crisis as a mandate for major change.

The drought workshop highlighted the need for states to undertake a strategic planning effort -- reassessing: What do we want?, How can we get it done?, and Who needs to do it?

#### How Can WGA Help?

In 1987, the Western States Water Council prepared a model drought contingency plan. As the survey of state drought response mechanisms shows, despite three years of drought since then, a number of states have implemented only part of the recommendations.

The WSWC drought contingency plan is a very well thought out and comprehensive plan. But it only meets half the need. Once a drought has been signified by a moisture index, the plan deals with how to organize state, local, and federal agencies to react, in progressive steps as the drought worsens. What it doesn't do is address questions such as how to determine what the community is most concerned about, what the most critical areas are likely to be, how to coordinate with other states in the basin, or how to anticipate the other realities such as federal mandates or environmental needs which may alter the options.

It makes sense for WGA and the WSWC to build on their existing work in order to reassess and complete recommendations to states. Helping states figure out how to identify what is valued the most and/or what is critical to protect will provide guides for how to react -- what to protect, what to provide emergency supplies to, and what losses to compensate. Undertaking such an effort, however, will raise some very thorny issues.

## Implications for Future Policy and Programs

### Political Will

Plans are only as good as their implementation. Implementation requires consistent, timely, visible political will from all respective parties. Although several promising initiatives are underway, increasingly the federal government has appeared almost gridlocked as a useful player. New ways of doing business are difficult to get approved and even when they are, there's little money to implement them. The Bureau of Reclamation appears to be rethinking its new mission statement. Instead of implementing its water marketing policy, it has gotten in the way of some transfers. Its mission is restricted primarily to agricultural uses. Finally, because it doesn't have standing drought response authority and must seek it from Congress, its response time is slow. The Corps of Engineers has been singularly unresponsive to the Upper Basin states on the Missouri. It often refused to use its authority for providing emergency water supplies and it is behind times in recognizing changing values towards use at the regulatory and operational level. The military/civilian split in bureaucracies is difficult to sort through. While having a mission most people support, the Fish and Wildlife Agency is seen as a "500 pound gorilla" on fish and wildlife issues, sometimes showing a lack of flexibility or common sense. EPA has many water quality concerns but hasn't figured out its role during drought yet. FERC's unresponsiveness is a sore point in every state. Neither the White House nor Congress have acted to effect improved coordination.

States too have their shortcomings. Besides being slow to implement drought contingency plans, few have made a concerted effort to identify such critical areas as availability of back-up supplies, shallow wells and intakes, inadequate delivery systems, needs of new uses, areas likely to see effluent dilution problems, or impinging outside forces. Fewer still have developed action plans to address the problems.

Although states have a broad range of authorities and governors have strong emergency powers (the "final" solution), in general only some get exercised. For example, when workshop attendees were discussing how to integrate sharing-the-resource actions into the prior appropriation system, they made it clear that at some point a governor might have to attempt exercising his/her "taking" powers to assist in critical situations. Theoretically it appears that governors have such authority, but it has never been exercised. If a governor does "take" water for a critical public purpose, just compensation would be required for the party taken from.

Local governments sometimes assume that if they have a problem, someone else will resolve it. Local districts, because of Reclamation Law, focus primarily on helping only fellow district members. Critical steps can be taken at the local government/private business/irrigation district level to anticipate and mitigate potential problems. Tribal governments generally remain outside the process. They need to be integrated into the strategic planning and implementation process.

This assessment undoubtedly sounds unfairly harsh and it doesn't recognize the many good things that are happening -- water banks, ad hoc cooperation, new studies, new initiatives.

Awareness of the need to "tune the system" is part of virtually all water managers' discussions. The reality of drought is that it is like any crisis, people pitch in to help out and make extraordinary measures work. While that is true, it is also true that underlying system-wide political and institutional problems remain. Because change creates uncertainty and alarm, all levels of water managers need to address today's needs, both in their individual actions and in shared support of each other's efforts.

### The Importance of Complementary Roles

States should take the lead. They have primacy for western water management, have the best close-to-the-ground information, and are structured to respond. The survey of states showed that they need to strengthen their strategic planning and their ability to act in timely, effective ways. In addition they would benefit from additional efforts to look beyond their borders -- to interact with other states in their basin(s), to anticipate and coordinate with the range of federal agencies, and to negotiate management strategies with localities and reservations.

Federal agencies need to unbind themselves from their cumbersome rules and practices; reassess their governing missions, laws, and regulations; duplicate their successes; and figure out how to coordinate with each other so that they stop unreasonably burdening effective water management. States can help by telling the agencies and Congress what it is that is needed (or unneeded). Congress then needs to act to facilitate these recommendations. The efforts by Governor Sinner on behalf of WGA and by the Interstate Conference on Water Policy to push for a White House-directed review of federal water coordination may be one way. The three year study currently being undertaken by the Corps of Engineers may be another vehicle to do that. Senator Hatfield's bill to establish a National Water Commission may be a third.

Whatever the vehicle, it has become totally clear that "federal water managers" no longer means just the Bureau of Reclamation or the Corps. Today it adds EPA, the Fish and Wildlife Service, FERC, the Forest Service, BLM, and all the other eight departments and seven independent agencies that have active jurisdiction over water management. It also means Congress and the 13 committees and 23 subcommittees of jurisdiction. Aspects of the state-federal system barely continue to make sense.

Local and tribal governments have a broader role to play in securing supplies and using them most efficiently. States, can help by facilitating rather than encumbering their ability to do so.

### Drought Response and Overall Water Management

Drought traditionally has been treated as a periodic interruption in normal water management procedures. A variety of temporary and emergency authorities are in place and a variety of reactive mitigation responses have been taken. Once the drought is over, attention quickly shifts to business-as-usual, with lessons forgotten and momentum for change dwindling away.

Yet droughts occur every few years on a fairly regular cycle and the West itself has been described as the "land of perpetual drought." With water resources becoming fully allocated, it may be time to stop treating drought conservation measures and tightened management as "temporary." The opposing argument, and it is a valid one, is that if slack isn't left in the system, there won't be a cushion for the next drought. That is a critical question which doesn't currently have an answer.

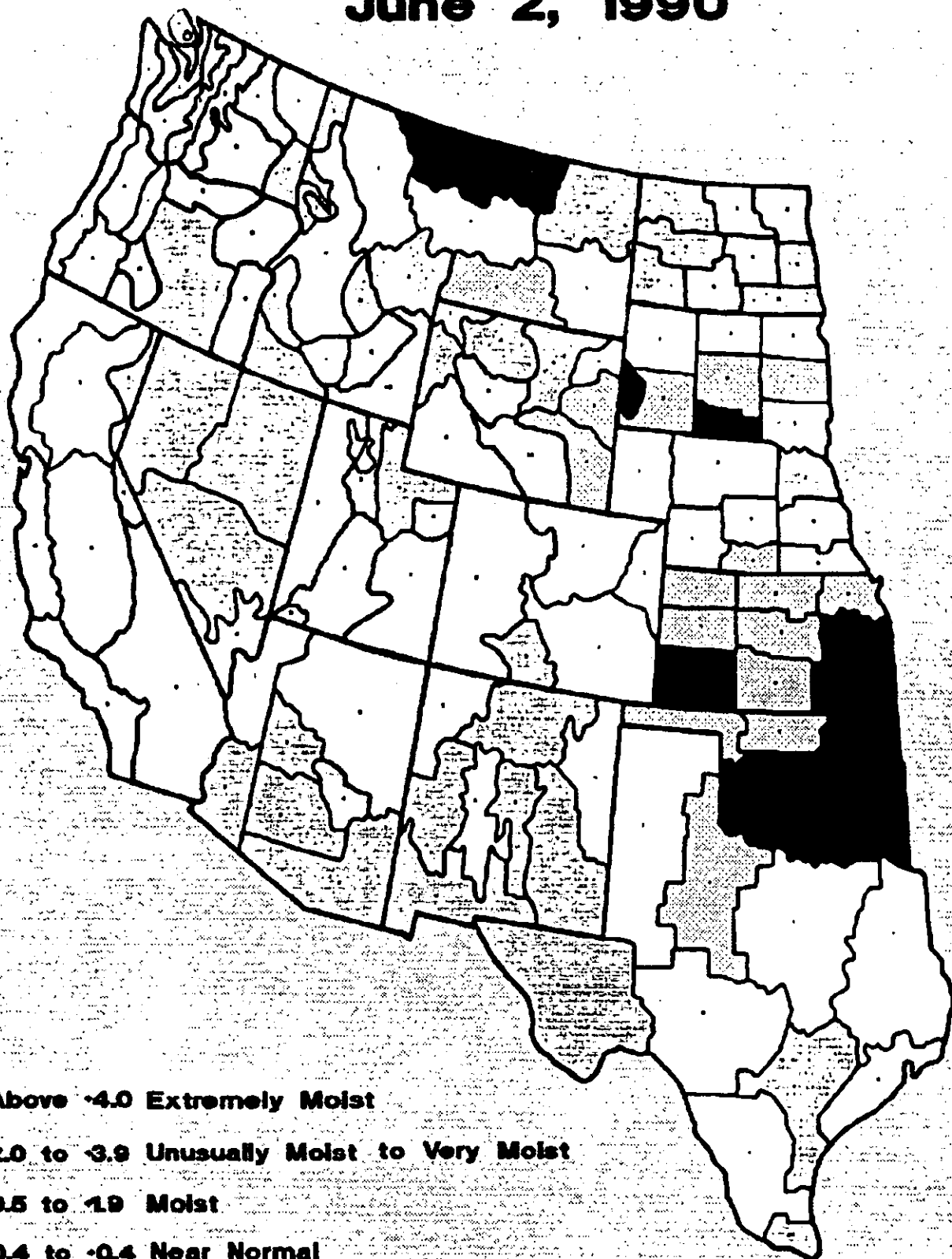
As options for increasing supply -- sales, leases, transfers, salvage, conservation, reuse, conjunctive use -- become more common, states must be sure they retain a reserve in case of drought, contamination of supplies, or mechanical failures. They also must ensure that reserve remains a reserve and isn't appropriated away for additional growth nor "taken" to maintain a wildlife habitat, navigation, or some other competing demand.

Meeting all demands while retaining a reserve cushion will require a good deal of forethought, political will, and cooperation.

Western water management is experiencing very challenging times. It also is responding. Drought turns a spotlight on all the challenges. Drought also provides opportunities for experimental responses which may point the way to improved approaches to water management.

# PALMER DROUGHT SEVERITY INDEX RATINGS

## June 2, 1990



- Above +4.0 Extremely Moist
- +2.0 to +3.9 Unusually Moist to Very Moist
- ▨ +0.5 to +1.9 Moist
- -0.4 to +0.4 Near Normal
- -0.5 to -1.9 Mild Drought
- ▨ -2.0 to -3.9 Moderate to Severe Drought
- Below -4.0 Extreme Drought

Data Provided by:  
Climate Analysis Center  
National Weather Service  
Some Data are Preliminary



	A	A	C	C	H	I	K	M	M	N	N	N	N	O	O	S	T	U	W	W
	K	Z	A	O	I	D	S	N	T	D	E	M	V	K	R	D	X	T	A	Y
<b>D. State Drought Response Capacity</b>																				
Drought Defined			.	.				.		.				.				.	.	
Triggers for State Action				.				.	.	.				.				.	.	
Early Warning System		.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
Drought Coordinator Named			.	.	.	.	.	.	.	.				.	.			.	.	
Lead State Agency Designated		.	.	.	.	.	.	.	.	.				.	.	.	.	.	.	.
Drought Response Center			.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
Agency Responsibilities Clear			.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
State Resources Inventoried														.	.					
Water Needs Prioritized			.				.	.												
Impact Task Force(s) Organized			.	.	.	.	.	.	.	.				.	.			.	.	
Action Plans Developed For				.					.	.							.			
Agriculture				.					.	.				.			.			
Business/Commerce				.					.	.										
Economics				.					.	.										
Energy				.					.	.										
Fish and Wildlife				.					.	.							.			
Public Water Supplies				.	.				.	.							.			
Domestic				.					.	.										
Rural				.					.	.							.			
Municipal				.					.	.							.			
Industrial				.					.	.										
Recreation				.					.	.								.		
Tourism				.					.	.										
Water Quality				.					.	.										
Wildfire				.					.	.							.	.	.	.
Other				.					.	.								.	.	.
Public Info/Education Program		.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
Local Coordination Mechanism				.		.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
Federal Cooperation Forum			.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.	.
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\$500,000 - \$1 Million										.	.	.	.	.	.	.	.	.	.	.
\$100,000 - \$500,000																	.	.	.	.
Less than \$100,000				.		.		.												
<b>E. Problem Areas Identified</b>																				
Critical Water Supply Areas					.								.							.
Vulnerable Communities		.	.		.	.	.			.	.	.	.			.	.	.	.	.
Inadequate Delivery Systems		.	.		.	.	.			.	.	.	.			.	.	.	.	.
Shallow Water Intakes		.			.	.	.			.	.	.	.			.	.	.	.	.
Shallow Wells		.		.	.	.	.			.	.	.	.			.	.	.	.	.
Inadequate Ground Water		.	.		.	.	.			.	.	.	.			.	.	.	.	.
Critical Stream Reaches			.				.			.	.	.	.			.	.	.	.	.
Reduced Effluent Dilution		.	.		.	.	.			.	.	.	.			.	.	.	.	.





## A NEW THRUST INTO ECONOMIC GLOBALISM

"Fremont's description of the ethnic mosaic of his party presents a compelling case study in the rendezvous model. In its application to the West, the term originated in the annual meeting held, in the 1820s and 1830s, at the peak of the Rocky Mountain fur trade. Merchants brought trade goods from Missouri to a selected site in the Rockies, and a diverse crowd converged to exchange furs for commodities that were otherwise hard to come by in mountain life. Indian people from a variety of tribes, French Canadians, Irishmen, Scots, Germans, Mexicans, and native white Americans came together at the rendezvous. They came literally from all directions."

Patricia Limerick, *Beyond the Mythic West*

### Introduction

In the forty-five years since the Second World War, the world has indisputably and inexorably moved towards integration. Economically, culturally, politically, and environmentally, the growing mode is one of interdependence.

In each of the last five decades, world trade has grown much faster than world production. U.S. foreign trade is now twice as large a percentage of our GNP as it was in the 1970s. Local goods and services and the companies that provide them have spread to every continent. Trade barriers have dwindled, travel has mushroomed, standards have harmonized, and thousands of businessmen and state officers have lost their provinciality. The process is ongoing, but the thrust is clear.

The western states, led by their governors, have not missed this boat (or airplane, since 38% of the value of western U.S. exports now go by air). American state budgets for international trade have tripled in the past five years. The West has kept pace. In the past four years alone the number of overseas offices from western states has almost tripled to a total of thirty.

Unfortunately, the U.S. Federal Government has not only missed the boat; it is eroding the piers. In real dollars, appropriations for the U.S. Foreign and Commercial Service (US&FCS) have declined by 20% since 1985.

Today, the West is expanding its efforts to develop international trade, investment, and tourism. Led by the governors, and the WGA Going Global program, the West is learning to eliminate regional incongruities, to increase effectiveness, and to cut costs, by moving into interstate cooperation on joint trade missions and shows, joint offices, and information sharing.

### Shifting Paradigms

Individual states have had international trade and investment promotion activities for decades. But these programs have moved into high gear in the last five years. Spurred initially by growing awareness of the importance of the international marketplace to the

economies of their states, and bolstered by the attrition of federal support, governors throughout the country have enhanced their global programs.

Six years ago, the average state international trade budget was reported as some \$600,000. By 1988, it had grown by 2.5 times to almost \$1.5 million. In that year, total state appropriations were almost equal to the US&FCS budget.

The western states have more than kept up with this trend. Exports from the western states of almost \$80 billion in 1988 accounted for over 7% of gross states' product (GSP) in that year, and grew at more than five times the rate of the western economy.

Western state programs to promote these international activities also grew, and were reported at \$21 million in fiscal 1988, up 58% in two years, but still only 3/100 of 1% of exports.

The growth of these state programs, while federal aid shrank, has brought the benefits of closer focus on individual state needs, and better control. But the price paid has been an expensive learning process and the multiplication of efforts as states repetitively gather the same information, open multiple offices in the same overseas cities, and create similar export assistance manuals and services.

Federal budget and personnel cuts have placed the U.S. export promotion efforts among the lowest compared to seven major competitors according to a 1988 study. When ranked with Belgium, Canada, France, Germany, Italy, Sweden, and the UK, the U.S. ranked lowest in:

- Export promotion spending per capita
- Promotion relative to total GNP
- Promotion relative to total government spending
- Subsidization of export promotion services.

In one specific comparison, the U.S. spends \$.06 per \$1000 of GNP on export promotion, while neighboring Canada allocates \$1.48.

### **How Can WGA Help?**

Last year, California's Governor Deukmejian, as Chairman of the Western Governors' Association, launched a program called "Going Global: A Western Trade and Prosperity Strategy." In his introduction, the Governor noted:

"The West's stake in the international economy is vital and indispensable. ...In 1988, exports from our western states were nearly \$80 billion. Foreign direct investment accounts for over 500,000 jobs, and foreign-based tourism creates an estimated 125,000 jobs."

Governor Deukmejian went on to note that the western governors have embarked on global initiatives that would have been unthinkable even a few years ago. However, he expressed

concern that the western states were pursuing their international strategies separately. The result was the Going Global program which featured a report prepared by WGA Scholar-in-Residence Jerry Levine.

As Governor Deukmejian noted, and as the governors endorsed at the July 1989 annual meeting, the report presents a compelling case for regional cooperation.

"The advantages of cooperation are many. Joint advocacy will give us more clout in Washington, D.C. and 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."

### On Going Global: The West Moves Out Together

From the July 1989 presentation of the Going Global report, the western states have heartily endorsed the concept of regional cooperation in their international programs. From governors' policies to trade directors' networking, patterns are changing and a new direction has been set. Few study projects have stimulated such rapid and diverse implementation. State legislators, through their national and regional bodies are also addressing the topic, as are various federal bodies.

As a policy, western regional cooperation in international programs has arrived.

Some of the concrete manifestations of this "global regionalism" (a useful concept put forward by Kenichi Ohmae), have already taken root:

- Joint Advocacy

A Policy Advocacy Task Force of western governors' representatives is actively promoting western positions in Washington, D.C. on issues ranging from increasing the level and effectiveness of US&FCS exporter services to supporting changes in the Department of Transportation's air service policies.

Advocacy also extends to the European Community and to G.A.T.T.

- Western Trade Directors Council

It became clear that individual trade directors were reinventing the wheel by learning anew lessons that others had mastered and gathering information that others had previously collected.

The directors have had a series of highly productive meetings which have not only allowed them to share information and experiences, but have led to specific cooperative activities such as joint trade shows, joint trade missions,

joint advocacy efforts and the consideration of opportunities for establishing joint overseas trade offices.

- An Arizona, Colorado, Utah and Wyoming Mission to Chile and Mexico

This collaborative effort allowed companies from the four states to pool their efforts and funds in order to display their wares at the world's most important mining trade show. Reported results included \$2 million in immediate sales and \$15 million expected in the next twelve months.

- U.S.-Mexico Trade Relations

As the U.S. and Mexico appear to move forward toward free trade negotiations, the western governors are positioned to play a key role in the development of U.S. trade policy vis-a-vis Mexico. WGA has provided staff support to the U.S.-Mexico Border Governors' Conference.

- Western U.S.-Japan Exchange Program

Together with the Western Regional Council, a private sector organization, WGA is coordinating an exchange program which will allow U.S. and Japanese business and state government people to work in each other's countries.

- Washington-Minnesota Initiative

In a unique experiment, these two states are exploring a series of bi-state initiatives which range from cooperation in forest products exports to sharing space in overseas offices.

## **Implications for Future Policy and Programs**

### Maintaining Momentum: Ongoing Programs

The policies of regional cooperation, and dynamic internationalization are in place in the western states. Three challenges remain:

1. To Institutionalize the Global Approach

There is always the risk, in democracies, that changing administrations will dilute, distort, or destroy programs which have in fact proven their worth. The governors and WGA are dedicated not only to enhancing their global programs, but to informing the legislatures, the business community, and the public of the benefits which have been and can be achieved. Performance monitoring, in an objective and thorough manner, remains one of the major challenges, as does constant communication.

## 2. To Consummate Initiatives Launched But Not Yet Implemented

A number of promising programs identified in the Going Global project have been endorsed by the governors, and have been launched, but not yet consummated. To achieve the potential of these initiatives, they need to be pursued with unflagging vigor. Among these initiatives are:

- Consolidating Overseas Offices

In 1989 eleven western states maintained offices in Tokyo, and eight in Taipei. This configuration still represents a substantial duplication of expenses, and initiatives for at least partial sharing remain to be consummated.

- Opening New Joint Offices

A joint modular office in Toronto has been the subject of a task force chaired by California.

Hawaii is taking the first steps towards a liaison office in the European Community capitol of Brussels, and other states are considering joining with them.

Plans for western trade offices in Europe and Mexico are also being considered. Continued support is necessary to bring these plans to fruition and to monitor, evaluate and publicize the results.

- Joint Governors' Missions

The governors of North and South Dakota very successfully joined in a bilateral mission to Japan a few months ago, stimulated by the WGA initiative.

At this time, plans are in hand for a larger, multi-state mission to Canada, which is particularly important as the Canada-U.S. Free Trade Agreement moves forward, and as Canada struggles with its identity.

The governors may consider future joint trade missions to Europe or Asia. Given the movement toward a unified European Community in 1992, western governors may consider organizing a future joint trade mission to Europe focusing on improving trade relations between the West and the E.C.

## 3. To Move Forward With New Initiatives

There are other initiatives, identified in the Going Global project or developed subsequently, which deserve consideration.

- Canadian Premiers

There is reason to consider working towards a formal relationship with the Western Canadian Premiers as a follow-up to the joint meeting held at the WGA annual meeting in Fargo, North Dakota in July.

- Shared Foreign Sales Corporation

As a way to assist smaller exporters retain a larger share of their proceeds in order to finance further growth, this is a proven technique.

- Joint Export Finance Service

Since the Going Global report, additional western states have begun to offer this service. They could benefit from sharing of professional officers.

The West and the western governors have truly launched themselves on the path of internationalization. The path is long, with multiple destinations, and many potential detours. A policy of consistent perseverance, based on regional cooperation, and bolstered by WGA support, offers measurable and vital rewards.

## WHAT THE WEST EXPORTS, 1988

(Millions of Dollars)

	NORTH AMERICA	EEC	SOUTHEAST ASIA	ASIA	EAST ASIA	OTHER	TOTAL
FOOD	\$659	\$343	\$94	\$2,440	\$462	\$3,998	
CROP	\$537	\$432	\$297	\$1,652	\$858	\$3,776	
LUMBER	\$358	\$102	\$2	\$2,466	\$235	\$3,163	
CHEMICALS	\$470	\$428	\$139	\$789	\$395	\$2,221	
MINERALS, OIL AND GAS	\$39	\$12	\$13	\$182	\$18	\$264	
<b>SUBTOTAL</b>	<b>\$2,063</b>	<b>\$1,317</b>	<b>\$545</b>	<b>\$7,529</b>	<b>\$1,968</b>	<b>\$13,422</b>	
MACHINERY (EXCEPT ELECTRICAL)	\$2,571	\$3,782	\$1,172	\$3,335	\$3,595	\$14,455	
TRANSPORTATION EQUIPMENT	\$1,571	\$3,256	\$884	\$3,600	\$4,617	\$13,928	
ELECTRICAL, ELECTRONIC INSTRUMENTS	\$1,627	\$1,695	\$2,140	\$3,463	\$1,684	\$10,609	
	\$700	\$1,260	\$246	\$1,492	\$1,346	\$5,044	
<b>SUBTOTAL</b>	<b>\$6,469</b>	<b>\$9,993</b>	<b>\$4,442</b>	<b>\$11,890</b>	<b>\$11,242</b>	<b>\$44,036</b>	
ALL OTHER PRODUCTS	\$3,040	\$1,284	\$411	\$4,651	\$1,645	\$11,031	
<b>TOTAL WEST</b>	<b>\$11,572</b>	<b>\$12,594</b>	<b>\$5,398</b>	<b>\$24,070</b>	<b>\$14,855</b>	<b>\$68,489</b>	



## STATE/FEDERAL MANAGEMENT OF OCEAN/COASTAL RESOURCES

"The period when the West could supply much of the country's rapacious appetite for natural resources is drawing to a close. Most of the old-growth timber has been cut, the oil pumped, the high-grade silver and gold mined. The pantry is not empty, but it's time to begin husbanding what's left. Over the long run, certainly by the time our children's children are grown, our culture must come to grips with the inherent inconsistency of sustained growth on a finite planet."

Stewart Udall, *Beyond the Mythic West*

### Introduction

Western governors maintain an active interest and role in management decisions regarding a wealth of natural resources located above and below the ground and the seabed throughout the region. Historically, management of onshore resources on the federally owned lands which comprise nearly half the land area in the West and of offshore ocean resources beyond three miles was carried out by the federal government. It was only on non-federal land holdings and near-coastal waters where state management prerogatives could be exercised.

Several pieces of a legislation enacted in the 1970s set in motion changes that now afford onshore states a significant role in resource management decisions on federal lands within their borders. These and other statutes also provide states a share of the revenues derived from development of federal lands. These laws suggest there are opportunities for coastal/ocean states and territories to participate in management of their own resources, including those beyond the historical three mile limit, as well as to share in the revenues they can provide.

A desire to resolve continuing state/federal resource management tensions over coastal resources coupled with the realization of common ground among coastal/ocean and onshore western states regarding natural resource management led the WGA to begin a coastal issues work program element three years ago. Two executive actions by former President Reagan, one in 1983 and the other late in 1988, served to focus this activity. The 1983 designation of a two-hundred mile Exclusive Economic Zone (EEZ) (Figure I) formally brought under United States jurisdiction vast areas of seabed with unknown mineral and resource potential. This proclamation and a 1988 proclamation expanding the limits of the territorial sea from three to twelve miles, both provided a unique opportunity for states to assert greater authority in ocean resources management than existed when the three to twelve mile belt was part of the EEZ.

Two studies were conducted by WGA in 1988 on issues related to the EEZ. One of these analyzed the similarities in the western states' experience in development of minerals under onshore federal mineral laws and the opportunities facing the states and territories looking to develop their EEZ mineral resources. The second was an analysis of the new legal regime governing marine resources created by the EEZ proclamation. Currently, WGA is analyzing results of a survey of all coastal states and territories, conducted in cooperation

with the Coastal States Organization (CSO), assembling views on the expansion of the territorial sea and the role to be played by states in its planning and management. The survey results will serve as the basis for a short report to the governors.

### **Shifting Paradigms**

Coastal states and territories are on the edge of a new era. This change is being brought about in part from the changing jurisdictional status of both their near-shore and coastal waters and in part because of the increased development pressures and impacts being placed on the resources that lie within these waters.

The West's oceans and coastal waters provide the recreation, open space, and fresh air that make the region one of the healthiest locales to live in or visit. This helps to explain both the fact that over half the population of the western U.S. lives within a one hour drive of the Pacific as well as the West's standing as America's #1 tourist designation. At the same time, the region's coastal beaches and oceans hold great reserves of oil and gas, valuable mineral deposits, some of the most sought after fish resources in the world and numerous proposed sites for waste disposal. As the region's population increases and its economy becomes further internationalized, the tensions between resource development and conservation will intensify. There is unanimity among the states and territories that reasonable, sensible and responsible development and management is necessary to avoid impacts on both the environment and an existing economic activity.

Historically, resource development issues faced by governors of coastal states and territories were of limited scope. Oil and gas, sand and gravel, and near shore fisheries were about the extent of their concerns. Ocean resource issues which are emerging such as deep sea land minerals mining, limitations on high seas driftnet fishing, energy production through ocean thermal energy conversion (OTEC) and a variety of research and development activities go well beyond the range of existing traditional management expertise. Yet, it is far reaching management schemes that will be called for in the future to avoid unregulated development and negative environmental consequences.

Stewart Udall points out in his essay that the period when the West could supply much of the country's rapacious appetite for natural resources is drawing to a close. Seeking more, this hunger is moving offshore. Udall further states, "The pantry is not empty, but it's time to begin husbanding what's left." Realizing this, the coastal states and territories face the question of who's responsibility the husbanding will be. Their vision is that joint state-federal management responsibility is the only equitable solution.

### **How can WGA help?**

Political tensions and environmental concerns, especially as resource development activities move further from shore, are magnitudes greater than those previously faced by governors. WGA can serve as the forum to bring the states and territories together with federal and other interests to deal with contentious state-federal issues such as deep sea hard minerals mining, ocean dumping, and resource revenue sharing. The organization can also continue to serve as a consensus building mechanism for responding to the jurisdictional challenges

posed by both the EEZ and territorial sea proclamations. Finally, through the combined personal efforts of its member coastal and island governors, the Association can serve as a strong voice on federal legislative and regulatory initiatives of importance.

### **Implication for Future Policy and Programs**

The potential of the expanded territorial sea and immense EEZ areas remains largely unrealized. At present there are many state and federal programs for ocean and coastal resource management but no overall policy structure. To preserve what economic activity already exists there, and to realize the new potential, technology will need to be developed, environmental protection will need to be assured, and above all comprehensive management schemes will need to be implemented which reflect the varying state and federal interests at hand.

As pointed out, some lessons can be learned from western interior states with a long history of cooperative state-federal efforts. But more importantly, lessons can also be shared from management efforts being conducted by the coastal states themselves. Since 1976 for example, states have exercised authority over fisheries in federal waters through their participation in the regional fisheries management councils established by the Magnuson Act. Additionally, states exercise review authority over federal activities off-shore through consistency provisions provided in the Coastal Zone Management Act (CZMA). For example:

- Hawaii recently cooperated in the development of an environmental impact statement for hard minerals leasing in the state's EEZ. In addition the state has signed a formal agreement with the U.S. Department of Interior for joint planning and management of marine minerals;
- Oregon has undertaken management of its entire EEZ under authorities provided the states in the CZMA; and
- the Commonwealth of the Northern Mariana Islands has enacted a series of laws establishing a 12 mile territorial sea, an EEZ, and other jurisdictions over ocean territory and resources.

Other western states and governors also are actively pursuing ocean and coastal resource management initiatives of their own which provide major implications for a future regional focus. California is currently in the middle of developing a comprehensive, coordinated state program for its ocean resources and Washington has begun to look more closely at the resources of its coastal waters, including proposals for limiting damages from oil spills. Collectively all western states have called for the creation by Congress of a National Oceans Policy Commission to develop recommendations to Congress and the President on a variety of domestic ocean policies, laws, regulations, and activities.

As work on coastal issues continue, two goals will thus be kept in mind. First, coastal state and island governors realize that they must work in a cooperative and equitable manner with the federal government to both develop and protect the resource base. Secondly,

governors acknowledge the importance and usefulness of coordinating and sharing the results of their individual management studies and efforts. The WGA role will continue to be the provision of the forum and the identification of the resources to realize these two goals.

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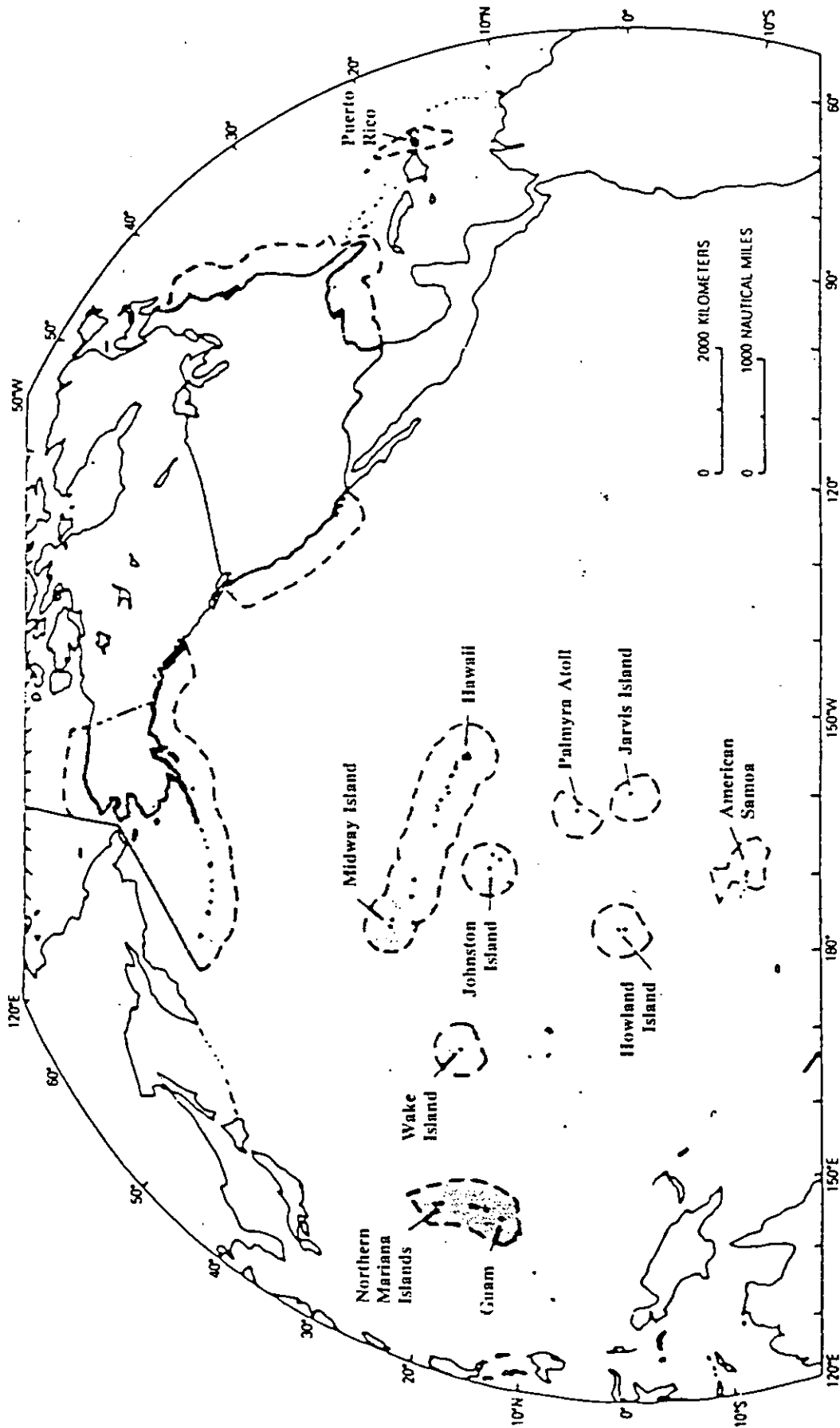


Figure 1.— Exclusive Economic Zone (EEZ) of the United States, Commonwealth of Puerto Rico, and possessions (outlines of map are approximate). Acreage now deemed within the U.S. EEZ includes: United States proper, 2.787 billion acres; Commonwealth of Northern Mariana Islands, 0.299 billion acres; territories and possessions, 0.839 billion acres.

Source: Rowland, R.W., M.R. Goud and B.A. McGregor, *The U.S. Exclusive Economic Zone - A Summary of its Geology, Exploration and Resource Potential* (U.S. Department of the Interior, Geological Survey Circular 912, 1983).

# **Great Plains Partnership**

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**Creating Tools for People of the Great  
Plains to Explore Environmental  
Management Issues**

*What kind of environment do  
we want for our communities  
and the future?*

*What does this mean for  
our way of life?*

---

**“I learned a tremendous amount [reading these reports]. They really gave me insights into how people think and some good solid tips on how to approach people and how you interact with them.”**

Brian Stotts, *US Forest Service*

## **About the Great Plains Partnership**

Spanning the 13 Great Plains states and the corresponding regions of Canada and Mexico, the Great Plains Partnership is an innovative program comprised of federal, state, and local agencies, tribes, non-governmental organizations, and landowners who believe that through cooperation rather than conflict, economic and environmental interests can be compatible.

# **Do you think it is important to explore environmental issues?**

## **Decide for Yourself**

Y N

- Do you care deeply about the environment?

*Do you think that everything that makes up the environment — the land, water, air, animals, and people — is essential to sustain the kinds of communities we want for ourselves and our children?*

- Do you think we need to think hard about how the environment we want affects our way of life?

*Do you think that we need to explore how what we do in our lives on a day-to-day basis and over time affects our ability to sustain the kind of environment we want for our communities?*

- Do you believe that citizens, groups, and communities must find better ways to talk and work together?

*Do you think that people and organizations — such as government agencies, resource user associations, and environmental groups — need to find ways to work together and take action to manage environmental resources?*

- Do you believe that everyone has a role to play?

*Do you think that everyone — citizens, farmers, ranchers, business owners, government agency representatives — has a role and a responsibility for making sure we have the kind of environment we want for our communities and future?*

**If you answered yes to these questions, the Great Plains Partnership has three important documents to help you explore environmental management issues.**



**“[These conversations] are important because they make you think about the consequences of our decisions about the environment without laying the problem on other people’s shoulders.”**

Woman from Grand Island, Nebraska

# **The Great Plains Partnership offers you three keys ...**

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## **A Way of Life: Great Plains Citizens Talk About Ecosystems**

This Public Issues Landscape™ report captures the voices and perspectives of Great Plains residents as they talk about the values, hopes, fears, and aspirations they share around ecosystem management.



## **Two Futures: Citizens Define Ways to Manage Glacial Lake Agassiz Ecosystems**

This Conditions for Change™ report outlines the roles, responsibilities, and choices that Glacial Lake Agassiz citizens would like to see guide ecosystem management decisions.



## **The Choice Is Ours**

A discussion tool designed to enable citizens, community groups, government agencies, and organizations to explore such questions as:

- What is most important to us when it comes to environmental resources?
- What are our responsibilities for managing the environment?
- What might others think?

This series of reports and the discussion tool were prepared for the Great Plains Partnership by The Harwood Group. Public Issues Landscape and Conditions for Change are a trademark of The Harwood Group.

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## **... to unlock environmental**

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### **If you work at a government agency, consider...**

- ✓ Using the insights in these reports as a measuring stick to gauge how the way you work in communities fits with what people say they want.
- ✓ Working through the discussion tool to see how your values and priorities square with those citizens say are important.

### **If you belong to a resource user association, consider...**

- ✓ Using the ideas outlined in these reports to challenge members of your group to be the best environmental stewards possible.
- ✓ Making sure you are in sync with people in communities you represent.

### **If you are involved with an environmental group, consider...**

- ✓ Taking time to learn what is important to the people who live and work in environmentally sensitive areas.
- ✓ Challenging yourself and other members of your group to think about how to work in communities in ways that acknowledge others' way of life.

# **management issues.**

## **If you work as an educator, consider...**

- ✓ Holding classroom conversations about how environmental management will affect their future.
- ✓ Challenging students to think about everyone's roles and responsibilities, including their own.

## **If you are a concerned citizen, consider...**

- ✓ Thinking about how your views on environmental management issues fit with what citizens on the Great Plains say.
- ✓ Talking with friends and neighbors about what is important to you when it comes to the environment.

## **Everyone should consider...**

- ✓ Coming together with people who may hold different views and working through environmental management issues in open and constructive ways.

## **Contact Us**

For more information about the Great Plains Partnership or for copies of these documents contact:

Western Governors' Association  
600 17th Street, Suite 1705 South Tower  
Denver, CO 80202-5452  
303/623-9378

For copies of Two Futures or The Choice Is Ours, you may also contact:

State Prairie Biologist  
Minnesota Department of Natural Resources  
1221 E. Fir Avenue  
Fergus Falls, MN 56537  
218/739-7497  
peterbuesseler@dnr.state.mn.us

**Visit Us on the Web**

<http://rrbin.cfa.org/rrbin/gpp/gpphome.html>





Dear Friends of the  
Western Governors' Association:

As Chairman of the Western Governors' Association, it is a pleasure to invite you to Fargo, neighbor to my hometown of Casselton, to attend the seventh WGA annual meeting scheduled for July 15-17, 1990.

The theme this year, matching North Dakota's centennial year of statehood theme, is "Cherishing our Past - Shaping our Future." In honor of this theme, we commissioned five noted western authors to write essays on the future of the West. The resulting book, **Beyond the Mythic West**, will be released at this year's meeting.

In this fast-paced age, each of us realizes how brief our opportunity is to shape the future, to make a difference. Therefore, I hope you will join us as we make plans to address the critical issues facing the West and adopt an action-oriented agenda for the Association.

We want you to experience North Dakota hospitality in some special ways, with a mixture of productive discussions and enjoyable social gatherings. I look forward to welcoming you to our state.

Sincerely,

George Sinner  
Governor of North Dakota  
Chairman, WGA



*"The effect of the land on the man was amazing even to Theodore Roosevelt himself. In fact, he went so far as to say that had he not come West as a young man, he might never have become President of these United States".*

Artwork courtesy of The Theodore Roosevelt Medora Foundation.

**WESTERN GOVERNORS' ASSOCIATION  
1989-1990  
BOARD OF DIRECTORS**

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

# WAGENDA HIGHLIGHTS

HOLIDAY INN  
3803 13TH AVENUE SOUTH  
FARGO, NORTH DAKOTA 58109

## SUNDAY, JULY 15

- 10:00 a.m. - 5:00 p.m. Registration  
2:00 - 3:00 p.m. Press Briefing  
6:15 - 9:30 p.m. Reception, State Dinner and Entertainment

After dinner, WGA attendees will be entertained by "The Music of Mannheim Steamroller", a nationally acclaimed group. Formed by artist/composer Chip Davis, the group performs unique and exciting music that combines classical instruments and compositions with powerful rock rhythms, accompanied by a light show. The result is a thoroughly enjoyable - and creative - performance.

## MONDAY, JULY 16

- 7:30 a.m. - 5:00 p.m. Registration  
9:00 - 10:00 a.m. Board of Directors Meeting

The governors of eighteen western states, two Pacific territories and one commonwealth constitute the Western Governors' Association Board of Directors. The Board meets annually to review and discuss budget and program recommendations, establish an operating budget and decide work priorities for the next twelve months.

- 10:00 - 12:00 noon Opening Plenary Session

### Cherishing Our Past - Shaping Our Future

As the West verges on the threshold of a new century, it is a time for taking stock - cherishing our past and charting a course that will lead the West toward a clean, safe, sustainable future. Authors of the book *Beyond the Mythic West*: Stewart Udall, Patty Limerick, Charles Wilkinson, John Volkman and Bill Kittredge, will share their ideas and visions with the governors and spearhead a discussion about the West. *Beyond the Mythic West*

was commissioned by the Western Governors' Association. It seeks to define the true West, the West of marvelous peoples and rich cultures, the West that is looking forward to the future. By knowing our heritage, and learning the strengths and the weaknesses of the West, we can forge political and economic partnerships that will carry this region successfully into the next century.

- 12:15 - 1:30 p.m. Keynote Luncheon

### Critical Contemporary Issues for the 1990s

Hodding Carter, one of the most respected and articulate journalists in Washington, D.C., will offer his analysis of key contemporary issues. His background as administration spokesman during the Iranian hostage crisis, coupled with his current journalistic expertise, enhance his ability to comment on current economic, social and political issues.

- 1:30 - 3:00 p.m. Plenary Session with the Western Canadian Premiers

### Beyond the Free Trade Agreement

For the first time, the western governors will meet with the western Canadian premiers to discuss current issues of mutual concern. They are expected to discuss cross-border management issues such as trade, tourism, the environment, energy, and regional development.

- 3:00 - 4:30 p.m. Governors' Working Session

### Taking Stock - Regional Policy Priorities

Governors will discuss important regional issues such as waste management, water and international trade. The ground rules are changing in each of these areas and regional cooperation is more important than ever to ensure success. These discussions will shape an action oriented agenda for the Association.

- 5:30 - 10:30 p.m.

Buses will provide continuous transportation between Holiday Inn and Trollwood Park

- 5:30 - 10:00 p.m. Reception, Picnic Dinner and Performance at Trollwood Park

The North Dakota Troubadour, Chuck Suchy, will perform selections from his lively repertoire of folk music. Mr. Suchy, a rural Mandan farmer, songwriter and singer, has delighted many audiences during North Dakota's centennial year of statehood.

A special performance of Peter Pan will follow. This event, put on by Fargo's IMAGINE project, brings together talented Chinese, Soviet, and American students in this outstanding international performance.

- 10:00 p.m. - 1:00 a.m. Music and Dancing

The energetic Johnny Holm Band will entertain conference attendees with dance music. An entertainer who has produced five albums and eleven single records, Holm plays the most singable, danceable Top 40 tunes from the pop, rock and country charts. It is indeed music for everyone.

## TUESDAY, JULY 17

- 7:30 - 10:30 a.m. Registration  
7:30 - 9:00 a.m. Continental Breakfast  
9:30 - 11:00 a.m. Plenary Session

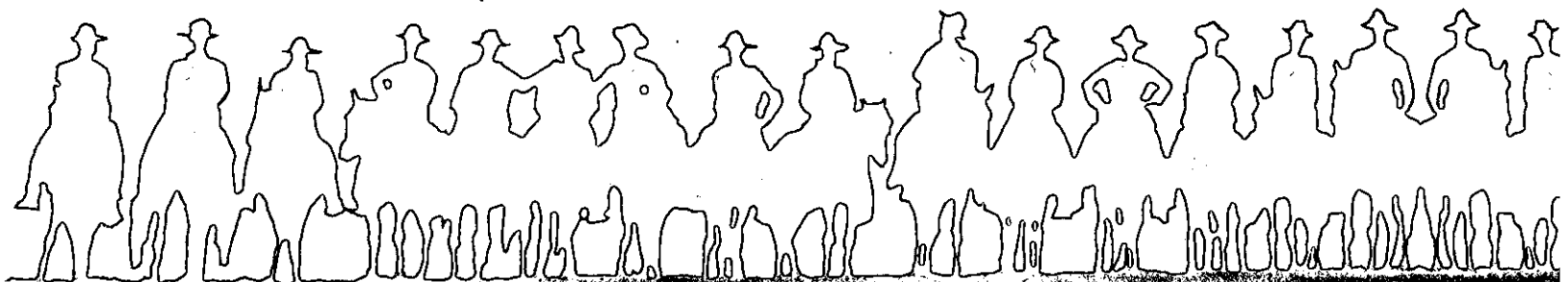
### Voicing Western Interests

This session will focus on issues which are of mutual interest to the West and to the Bush Administration. Governors, key administration officials and other invited participants will join in the discussion.

- 11:00 - 12:00 Noon Closing Business

Governors will discuss and vote on policy resolutions.

- 12:00 - 12:30 p.m. Closing Press Conference





# LOGISTICAL INFORMATION

## General Information

The seventh Annual Meeting of the Western Governors' Association will be held on July 15-17, 1990 at the Holiday Inn in Fargo, North Dakota. All attendees, including the news media, are encouraged to preregister for the meeting. For additional logistical or program information, call (303) 623-9378, or FAX correspondence to (303) 534-7309.

## Registration and Credentials

Registration materials and credentials will be available at the WGA Meeting Registration Desk in the Main Lobby of the Holiday Inn, from 10:00 a.m. until 5:00 p.m. on Sunday, July 15. On the following days registration will open at 7:30 a.m. Credentials are required for admittance to all meetings and social events.

## Hotel Accommodations

Hotel accommodations must be made directly with the Holiday Inn. A one night's deposit is required to guarantee arrival after 6:00 p.m. A confirmation will be mailed directly to you by the hotel, if requested. The block of rooms reserved for this conference will be held until June 23, 1990. Requests received after that date will be filled on a space available basis.

When you call for reservations, identify yourself as a WGA attendee to obtain the special conference rates:

\$60.00 Single (Plus 7.5% tax)  
(\$5.00 charge for each additional adult in a room.)  
(No charge for children under 18 sharing a room.)

**Cancellation Policy:** No cancellation fee will be assessed if the room is cancelled before 6:00 p.m. the date of arrival. If cancellation is received after that time the deposit will be forfeited.

Call for Hotel Reservations:

(701) 282-2700  
Holiday Inn Fargo  
3803 13th Avenue South  
Fargo, North Dakota 58109

## Transportation

Attendees are responsible for their own travel arrangements.

**Special fares have been arranged.** United Airlines, in cooperation with WGA, is offering the following:

- 5% discount on lowest United roundtrip fares including first class (applicable restrictions must be met) within the U.S. Some promotional fares already discounted more than 75% may not be included in this offer.
- Special rates on Canadian fares.
- 45% discount on unrestricted coach fares.

Seven days advance registration and ticketing is required to obtain these fares. Special rates are also available for Hertz rental cars.

To take advantage of these special United and Hertz fares, participants or their designated travel agents should call the United Reservations toll-free numbers listed below between 8:00 a.m. and 11:00 p.m., 7 days/week (EDT).

- Call 1-800-521-4041
- Immediately mention ID NO. 0294N
- Discounted fares are only available through the toll-free number.

## Ground Transportation

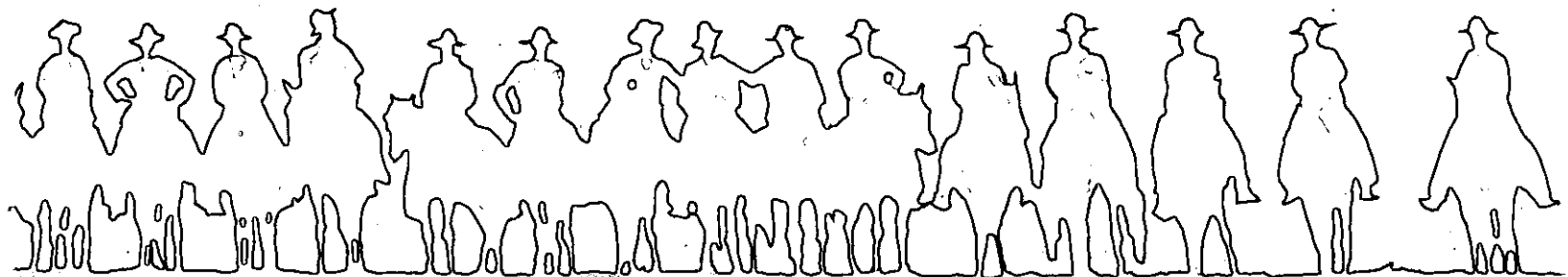
The Holiday Inn has a free shuttle operating regularly; you may call from the courtesy phone on the baggage claim level. The hotel is just 10 minutes from the airport. Free parking is available at the Holiday Inn.

## Registration Information

The enclosed form should be used for registration. Payment by check or voucher should be enclosed. Forms received after June 30 will be charged an additional \$25.00.

Full refunds will be made if written notice of cancellation is postmarked no later than June 30, 1990. Cancellations postmarked after June 30 will be subject to a \$25.00 fee. **NO REGISTRATION REQUESTS WILL BE TAKEN OVER THE PHONE.**

The registration fee includes all group meals. Tickets for spouses or guests are available for individual functions and you may indicate your preferences on the order form.



WESTERN  
GOVERNORS'  
ASSOCIATION  
ANNUAL MEETING  
JULY 15-17, 1990  
HOLIDAY INN  
FARGO, ND



Western Governors' Association  
600 17th Street, Suite 1705, South Tower  
Denver, Colorado 80202-5442

Presorted  
First Class Mail  
U.S. Postage Paid  
Bismarck, ND  
Permit #256

# AGENDA HIGHLIGHTS

## SUNDAY, JULY 15

10:00am - 5:00pm Main Lobby  
 Registration  
 2:00 - 3:00pm Press Room  
 Press Briefing  
 6:15 - 9:30pm Great Hall  
**Reception, State Dinner and Entertainment**  
 After dinner, WGA attendees will be entertained by "The Music of Mannheim Steamroller", a nationally acclaimed group. Formed by artist/composer Chip Davis, the group performs unique and exciting music that combines classical instruments and compositions with powerful rock rhythms, accompanied by a light show. The result is a thoroughly enjoyable - and creative - performance.

## MONDAY, JULY 16

7:30am - 5:00pm Main Lobby  
 Registration  
 9:00 - 10:00am Harvest Hall  
**Board of Director's Meeting**  
 The governors of eighteen western states, two Pacific territories and one commonwealth constitute the Western Governors' Association Board of Directors. The Board meets annually to review and discuss budget and program recommendations, establish an operating budget and decide work priorities for the next twelve months.  
 10:00 - 12:00noon Great Hall  
**Opening Plenary Session**  
*Cherishing Our Past, Shaping Our Future*  
 As the West verges on the threshold of a new century, it is a time for taking stock - cherishing our past and charting a course that will lead the West towards a clean, safe and sustainable future. Authors of the book *Beyond the Mythic West: Stewart Udall, Patricia Nelson Limerick, Charles Wilkinson, John Volkman and Bill Kittredge*, will share their ideas and visions with the governors and

spearhead a discussion about the West. *Beyond the Mythic West* was commissioned by the Western Governors' Association. It seeks to define the true West, the West that is looking to the future.

12:15 - 1:30pm Harvest Hall  
**Keynote Luncheon**  
*Old Boundaries and New Frontiers*  
 Hoding Carter, one of the most respected and articulate journalists in Washington D.C., will offer his analysis of key contemporary issues. His background as administration spokesman during the Iranian hostage crisis, coupled with his current journalistic expertise, enhance his ability to comment on current economic, social and political issues.

1:30 - 3:30pm Great Hall  
**Plenary Session with the Western Canadian Premiers**  
*Beyond the Free Trade Agreement*  
 For the first time, the western governors will meet with the western Canadian premiers to discuss current issues of mutual concern. They are expected to discuss cross-border management issues such as trade, tourism, the environment, energy and regional development.

3:30 - 4:30pm Great Hall  
**Governors' Working Session**  
*Taking Stock - Regional Policy Priorities*  
 Governors will discuss important regional issues such as waste management, water and international trade. The ground rules are changing in each of these areas, and regional cooperation is more important than ever to ensure success. These discussions will shape an action-oriented agenda for the Association.

5:30 - 10:30pm Main Entrance  
 Buses will provide continuous transportation between Holiday Inn and Trollwood Park.

5:30 - 10:00pm Trollwood Park  
**Reception, Picnic Dinner and Performance**

This evening's activities will take place in Fargo's Trollwood Park which is located on the banks of the Red River. Attendees will be treated to several very special events including an appearance by the North Dakota State Troubadour, a talented young pianist and a group of visiting Soviet students who play the balalaika. The featured event of the evening will be the Trollwood Performing Arts School's IMAGINE '90 performance, a spectacular international production of "Peter Pan" performed by students from the Soviet Union, China and the United States.

10:00pm - 1:00am Great Hall  
**Music and Dancing**  
 The energetic Johnny Holm Band will entertain conference attendees with dance music.

## TUESDAY, JULY 17

7:30am - 10:30am Main Lobby  
 Registration  
 7:30 - 9:00am Harvest Hall  
 Continental Breakfast  
 9:45 - 11:15am Great Hall  
**Plenary Session**  
*Voicing Western Interests*  
 This session will focus on issues which are of mutual interest to the West and to the Bush Administration. Key administration officials including Secretary of the Interior Manuel Lujan and Deputy Secretary of Energy W. Henson Moore will join the governors in discussing these issues.  
 11:15 - 12:00noon Great Hall  
**Closing Business**  
 Governors will discuss and vote on policy resolutions.  
 12:00 - 12:30pm Press Room  
 Closing Press Conference

## LOGISTICAL INFORMATION

### Registration Credentials

For security purposes, persons attending the WGA Annual Meeting are required to wear name badges at all functions, including all meal functions.

### Dress

The following is appropriate dress for specific functions.

#### Sunday, July 15:

Reception, State Dinner and Entertainment  
Normal business attire

#### Monday, July 16 and Tuesday, July 17

Plenary Sessions  
Normal business attire

#### Monday, July 16

Outdoor Reception, Picnic Dinner  
Casual attire - sunglasses, visor and  
sweater recommended

### Press Facilities

The Press Room is in the Gold Room.

### Questions and Messages

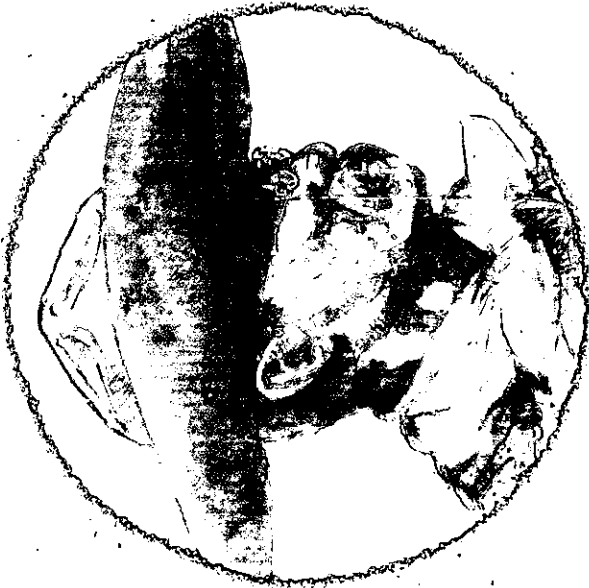
WGA staff will be glad to answer any of your questions. They can be identified by a purple ribbon. Messages will be posted by the registration desk in the main lobby of the Holiday Inn.

### Holiday Inn

3803 13th Avenue South  
Fargo, ND 58109  
Phone: 701-282-2700  
FAX: 701-281-1240



Western Governors'  
Association



**ANNUAL MEETING**  
**JULY 15 - 17, 1990**

**HOLIDAY INN**  
**FARGO, NORTH DAKOTA**

On the Cover: Artwork courtesy of The Theodore  
Roosevelt Medora Foundation.

Western Governors' Association  
600 17th Street, Suite 1705, South Tower  
Denver, CO 80202  
(303) 623-9378

# Menu

*Avocado Shrimp Louis*



*Medley of Greens*

Vinaigrette

*Assorted Dakota Breads*

Strawberry & Honey flavored Butters



*North Dakota Pheasant, Bechamel*

Nutted Long Grain Wild Rice

Spring Asparagus

Broiled Parmesan Tomato



*Chocolate Creme on Strawberries*



*Wines from the 1987 Jordan Vinyard*

Jordan Chardonnay

Jordan Cabernet Sauvignon

# Program

*Welcoming Remarks*

*Governor George A. Sinner*

State of North Dakota

*Gift Presentation*

*Governor George S. Mickelson*

State of South Dakota

*Entertainment*

*The Music of  
Mannheim Steamroller*



# WGA Annual Meeting Fargo Committee

Roger Reiersen

*Chairman*

Susan Lerud

*Special Assistant to the Chairman*

Vince Lindstrom

*Fargo/Moorhead Convention and Visitors Bureau*

Russ Slotten

*Finance*

Linda Sailer

*Hospitality*

David Rogness

*Security*

David Hungness

*Security*

Jim Kapitan

*Transportation*

Steve Hanson

*Hotel*

Margie Hanson

*Banquets*

Lee Massey

*Communications*

Bill Hoverson

*Social*

Kaia Edland

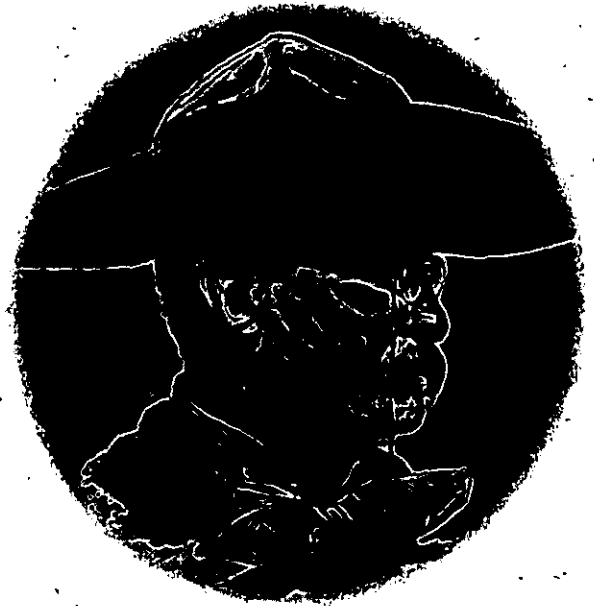
*Spouse Activities*

Bonnie Jordan

*Gifts*

John Campbell

*Fargo Chamber of Commerce*

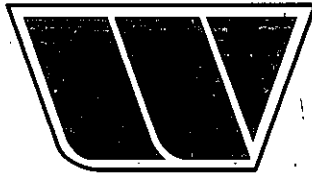


# Western Governors' Association

**STATE DINNER**

July 15, 1990  
Fargo, North Dakota





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WESTERN GOVERNORS' ASSOCIATION

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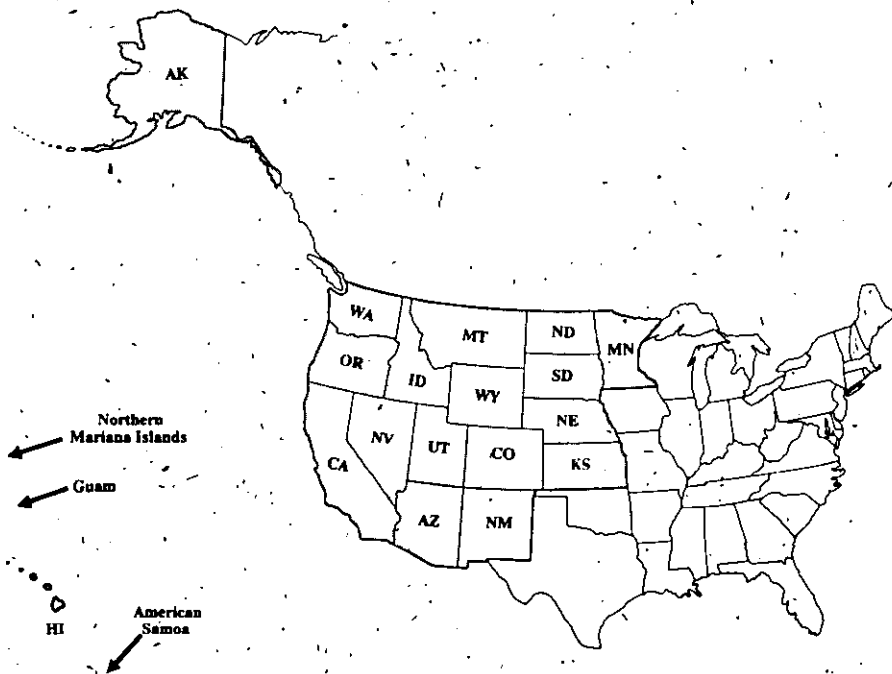
ANNUAL REPORT

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JULY 1, 1989 - JUNE 30, 1990

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# 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,



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 Bangert, 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 Bangert** 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 excel-

lence 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**

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