



**Western Governors' Association
Annual Report**

July 1, 1991 - June 30, 1992

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

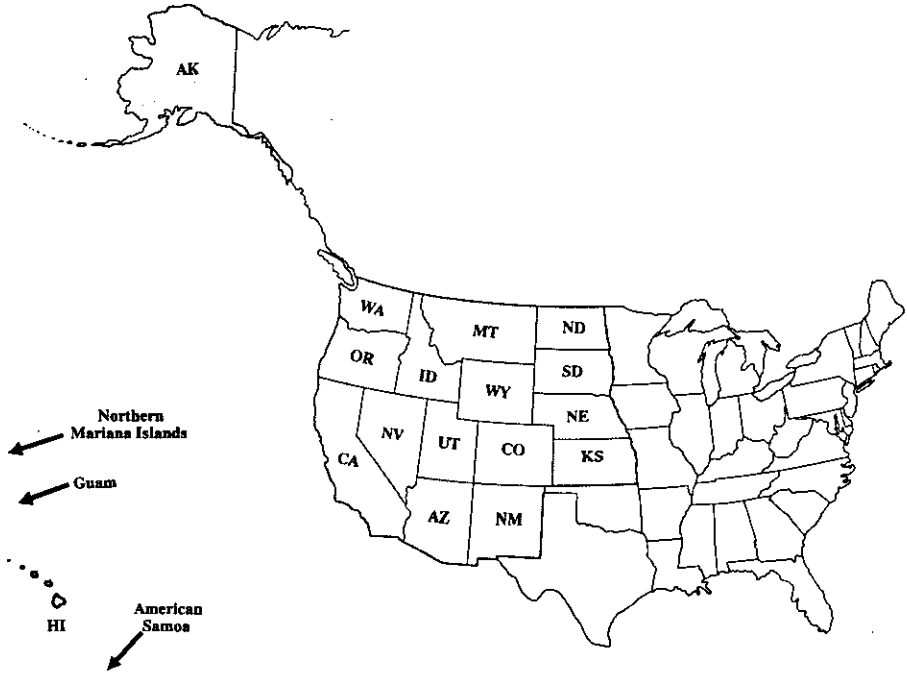


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MESSAGE FROM THE CHAIR

Dear Friends of the West:

This meeting marks the end of my year as chairman of the Western Governors' Association. It has been a pleasure to work with my colleagues this year under my umbrella theme of "Pioneering New Solutions - Directing Our Destiny". As we have been reminded this year by Congressional gridlock on many of the key issues affecting our region, it is up to us to develop new solutions and test new ideas to respond to our region's problems. We must scout the way for ourselves. Fortunately, we have always been good at that in the West.

As part of my theme, my colleagues and I selected several pilot projects to experiment with better ways of doing business. We understood going in that by the end of my chairmanship some projects would have steered us in a new direction, some would be just underway, and some might have led us down blind alleys. I have briefly summarized below the pilot projects we undertook this year. The pilots that are furthest along are discussed in more detail in our companion report, *Pioneering New Solutions: Directing Our Destiny -- A Pilot Project Report*.

Mineral Revenue Collections/Audits. Royalties collection from mineral leasing on federal lands is presently done through the Minerals Management Service (MMS), a branch of the U.S. Department of Interior. In the last two fiscal years, the Congress has deducted 25% of the cost of collecting and distributing these royalties to federal and state governments -- \$68 million -- from the state share. The states believe this "cost" is excessive.

Working with our Congressional delegation, we supported action directing the MMS to work with the Bureau of Land Management, the Forest Service, and the states, to determine the extent to which states can collect mineral royalties more efficiently and less expensively than the federal government. The MMS also has been directed to report in its FY 93 budget request its recommendations for revising its methodology for assessing mineral royalty collection and distribution costs by state.

Great Plains Project. During last year's annual meeting, western governors met with Mexican border governors and western Canadian premiers to discuss issues of common concern and propose potential cooperative programs. Assessing the protection of migratory species using the Central Flyway and the ecosystems which support them was suggested. That suggestion evolved into a program to work with U.S. Fish and Wildlife, The Nature Conservancy, The International Association of Fish and Wildlife, and others in the U.S., Canada, and Mexico. The participants are exchanging data and other information, identifying tools and models for protection, and working with local entities in areas deserving special attention.

One of the goals of this experimental program is to seek sustainability, a concept to simultaneously consider both ecological and economic well being, recognizing the strong connection between them. (see *Pioneering New Solutions: Directing Our Destiny -- A Pilot Project Report*)

FERC. Martin Allday, Chairman of the Federal Energy Regulatory Commission (FERC), contacted me a year ago to see whether there were ways for states and the Commission to

cooperate to improve FERC/state relations. Several meetings to clarify state and FERC hydropower licensing and relicensing processes highlighted the usefulness of a Memorandum of Agreement on coordination. That MOA is being drafted and hopefully will be agreed to within the next year.

A working group has been formed with members from WGA, Western States Water Council and FERC to monitor several western applications for licensing and relicensing. The group will assess how the current process works and trouble shoot problems if necessary. Several other positive results have already occurred. The state of Washington is drawing up a separate MOU with FERC on dam safety procedures, FERC included language recognizing the need for securing state water rights in its EIS for Shelly Dam in Idaho for the first time, and a rule on flows for fish in the Northwest was improved. (see *Pioneering New Solutions: Directing Out Destiny -- A Pilot Project Report*)

Improving Water Quality on Public Lands. Idaho's Department of Environmental Quality, Idaho Department of Lands, the University of Idaho, the U.S. Forest Service Intermountain Forest Research Station, private interests and landowners, and Latah County are working cooperatively on a forest harvest and haul road restoration and stabilization project. The two year project is designed to demonstrate the water quality gains which can be made from restoring forest harvest and haul roads. These roads are the largest contributors of sediment to the local streams. The pilot is also demonstrating workable methods for restoration guided by modeling tools, as well as new partnerships in resource management.

Improving State/Federal Coordination of Land Management Plan Implementation. Oregon, the BLM, and the Forest Service are now finalizing an MOU which will provide a process to identify, communicate and coordinate actions related to the management of the region's public lands and resources. The MOU provides a mechanism for continuing involvement in the development, implementation, monitoring and revision of land management decisions and land use plans. It also provides a framework for supervisors of individual programs and organizational units as they plan, implement and monitor land use actions.

Negotiations to develop the MOU have already resulted in closer cooperation between the three signatories who, together with Washington State, now hold regular meetings to share information on a broad range of regional natural resources issues. They discuss and provide information and input on BLM planning, FS plan implementation and plan adjustments (in particular the proposed adjustments to the region's forest plans necessitated by the northern spotted owl recovery plan), and overall forest health. These regular meetings have been valuable in facilitating communication and information exchange on major regional issues. In addition, the relationships that have developed over the past year have created important new institutional linkages.

Assessing State Water Banks. Water marketing is increasingly considered an option for providing water during times of low supply and for new uses. Water banks are mechanisms for accomplishing controlled marketing. WGA has collected and reviewed reports and has conducted interviews on the California water bank that was developed as a response to the drought in

Message From the Chair

1990-1991. In addition, WGA is looking at other states' experiences with water banks such as Idaho. (see *Pioneering New Solutions: Directing Out Destiny -- A Pilot Project Report*)

SmartCards for Delivering "Women, Infants and Children" Benefits. The State of Wyoming is piloting the use of SmartCards for electronic benefit transfer for the Women, Infants and Children (WIC) program in several counties in the state. The SmartCards, which are akin to credit cards with a computer chip in them, store the client's monthly allotment of food credits and the types of foods prescribed. The cards replace up to eight WIC food checks the state issues to clients every month. The cards have the added benefit of being able to be updated over the phone by a computer.

The pilot has been so successful we will transfer the lessons learned from this pilot to other states and test expanded uses of the card for other health and welfare programs. (see *Pioneering New Solutions: Directing Out Destiny -- A Pilot Project Report*)

These projects have shown that we can move forward on the tough issues that confront us. In addition to these pilot projects, the ongoing work in other important areas continued this year. I want to thank my colleagues for their leadership in these important regional efforts. These programs are described in the following section, *FY 1992 in Review*.

In closing, my family and I welcome you on behalf of all of Wyoming to Jackson Lake Lodge for the 1992 WGA annual meeting. We look forward to getting to know you better through discussions on the critical issues we face. After the meeting, we hope you will stay over and enjoy what our great state has to offer.

Very Truly Yours,



Mike Sullivan
Governor of Wyoming
Chairman, WGA

MISSION AND OBJECTIVES

MISSION

Established in 1984 through the merger of two governors' organizations, the Western Governors' Association (WGA) is an independent, nonpartisan organization of governors from 17 western states, two Pacific territories and one commonwealth. The Association was formed to provide strong regional leadership in an era of critical change in the economy and demography of our region. The organization is founded on the understanding that the vital issues and opportunities shaping our future 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 its leaders.

The WGA identifies and addresses key policy and governance issues in natural resources, the environment, human services, economic development, international relations and fiscal management. The issues are selected by the governors based on regional interest and impact. WGA helps the governors develop strategies both for the complex, long-term issues facing the West and for the region's immediate needs. Through WGA the governors develop and advocate policies that reflect regional interests and relationships in debates at the international and state levels.

The WGA has six basic objectives:

1. DEVELOP REGIONAL POLICY

The WGA enables governors to identify issues of regional concern, to formulate regional policy for those issues, and to take action that promotes western interests.

2. SERVE AS A LEADERSHIP FORUM

The WGA provides a forum for governors and other leaders to exchange ideas, positions and experiences.

3. BUILD REGIONAL CAPACITY

Through the WGA, governors and their staffs exchange information and ideas about problem solving for a wide range of practical management concerns. The exchange helps governors manage their resources more efficiently and builds rapport among governors, cabinet officers and gubernatorial staffs in the region.

4. CONDUCT RESEARCH

The WGA is staffed by experts in western issues and maintains up-to-date information 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. FORM COALITIONS AND PARTNERSHIPS

Through the WGA, western governors 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.

6. BUILD PUBLIC UNDERSTANDING

Through its annual convention, meetings, media briefings, background papers, and the *Western Governors' Report*, WGA provides timely information for media and the public.

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

WGA plans, manages and reports on its activities in four program areas: Environmental Management; Lands and Waters; Regional Development and the Washington, DC, Office.

FY 1992 IN REVIEW

ENVIRONMENTAL MANAGEMENT

Hazardous Waste

In July, 1988, WGA established the Western Regional Dialogue on Hazardous Waste Capacity as part of the Capacity Assurance Program established under the Comprehensive Environmental Response, Compensation and Liability Act (CERCLA). This dialogue has served as a forum for the western states to discuss interstate hazardous waste issues, to develop regional positions on national issues, and to measure and encourage state actions to take responsibility for managing their wastes. CERCLA mandates that the governor of each state, territory and commonwealth provide assurance that his or her state has sufficient capacity to treat or dispose of all hazardous waste projected to be generated within its borders for the next twenty years. The western states provide this assurance to the Environmental Protection Agency (EPA) through the Western Regional Agreement on Hazardous Waste. The western governors reaffirmed their commitment to the Regional Agreement in February 1992.

In 1990 **Governor Norm Bangerter** became WGA's lead governor for hazardous and solid waste issues. In 1992, under Governor Bangerter's leadership, sixteen western states and three Pacific flag islands addressed three principal issues as part of the Regional Dialogue: states taking responsibility for their wastes, implementation of waste minimization, and updating the regional picture on capacity availability.

WGA has funded, through an EPA grant, state specific projects to identify opportunities and programs for minimizing the amount of hazardous waste generated and to develop improved data for the states' capacity assurance plans. Regionally, WGA has commissioned a series of state studies on the implementation of waste minimization programs. WGA is working with EPA and other national policy organizations to develop a practical guidance document for the 1993 capacity assurance plan.

Finally, WGA plans to work with Canadian provinces, through the Western Premiers Conference, to identify policy issues related to hazardous waste moving across the international border.

Recent Publications:

Western States Regional Agreement, Capacity Assurance Update for February 1992
State Waste Minimization Program Reports 1991 and 1992

Nuclear Waste

In 1988, the western governors established the Governors' Task Force on Nuclear Waste to define the West's policies for ensuring the safe and uneventful transport of nuclear waste through the West. The governors in 1989 expanded that charge to include: examining the cleanup, transport and disposal of radioactive and mixed wastes originating at the Department of Energy (DOE) facilities in the West, and working for the expeditious opening of the Waste Isolation Pilot Plant (WIPP) in New Mexico.

In 1992 the Task Force on Nuclear Waste was combined with other WGA groups addressing waste issues to form the Waste Task Force. **Governor Bob Miller** and **Governor Barbara Roberts** were WGA's lead governors for radioactive waste issues. Actions taken to address western radioactive waste issues include:

Transportation

WGA, through grants from the Departments of Energy, coordinates a regional planning process for the safe transport of DOE waste to WIPP. This process addressed vehicle and driver safety emergency response, shipment notification and public involvement. WGA also prepared its second report to Congress and the Secretary of Energy describing activities on the part of DOE and the states in preparation for WIPP shipments. WGA has developed model procedures for ensuring vehicle and driver safety, training and equipping emergency response personnel, keeping shipments off of bad

roads, and parking them during bad weather. WGA, in cooperation with the state of Colorado and DOE, conducted a full scale exercise demonstrating the state/federal capability for responding to a WIPP accident.

Ninety-four percent of a \$1.5 million DOE grant was passed through to the states to assist them in their individual preparations for these shipments. Seven state projects were funded (CO, ID, NM, OR, UT, WA and WY) for the purchase of special equipment, training for emergency response personnel, support for planning and operating personnel, and public involvement programs. In 1991 the states of CA, NV and AZ joined the program.

Below Regulatory Concern

The Nuclear Regulatory Commission in 1990 issued a policy exempting certain low-level radioactive wastes from their regulations. Governor Mike Sullivan sponsored a resolution which called for a review and withdrawal of this policy. WGA and NRC staff worked cooperatively to address these issues and to define an acceptable dispute resolution process. In 1991, due to the unwillingness of third party groups to participate, NRC dropped the process. NRC continues to consider each request for a waiver on a case-by-case basis.

Monitored Retrievable Storage (MRS)

The Nuclear Waste Policy Act (NWPA) of 1987 established a long-term, monitored retrievable storage (MRS) facility as an option for the storage of spent nuclear fuel. The 1989 amendments to the NWPA established the Office of the Nuclear Waste Negotiator to seek volunteer sites for both the MRS facility and the high level radioactive waste repository. The Negotiator may approve feasibility grants to local, state, and tribal governments to consider locating an MRS.

Local and tribal governments in ten western states have either applied for a phase one grant or are considering applying. WGA convened a meeting in April of states interested in learning more about the negotiations process and the MRS. The Nuclear

Waste Negotiator, Department of Energy, and the Nuclear Regulatory Commission represented the federal government's position. The following points were raised.

- The MRS is one of several options in building a nuclear waste disposal system. There is sufficient capacity in the existing at-reactor storage system. An MRS is to provide relief for certain utilities which do not wish to retain spent fuel on-site or which want to avoid the cost of a dry cask facility after decommissioning a reactor. An interesting option presented by the states was locating regional MRS facilities near where the spent fuel is currently located.
- Over ninety percent of the spent fuel will come from east of the Mississippi River.
- The Negotiator is offering \$100,000 grants to local and tribal governments to consider an MRS with the promise of \$3.2 million if they decide to evaluate a site. Once a site is developed, the annual payment is open for negotiation. States are not eligible for compensation to evaluate the impact of an MRS on the rest of the state, nor is it clear if they will share in the annual impact payments.
- Governors may veto a local government's application to be considered as a host, but not those of Indian tribes (currently twelve tribes have applied for funding).
- An MRS facility may be licensed for forty years with an extension for an additional forty years under current NRC rules.

WGA's policy resolution 91-021 states the governors' opposition to locating an MRS only in the West and storing spent fuel from sources other than the West. WGA continues to monitor this issue for the states.

Recent Publications:

A Consolidated Regional Technical Document on: Safety Audits, Safe Parking, Emergency Response, Equipment and Training for WIPP Shipments. (1991)

Mine Waste Regulatory Development

Through a grant from the Environmental Protection Agency, states, industry, environmental groups, and federal agencies have been involved in an innovative approach to developing new federal regulations over the last year. While States have been responsible historically for regulating mining and mining wastes, concerns nationally regarding the uneven nature of regulatory coverage from state to state moved both EPA and Congress to begin thinking about a nationally based mining regulatory structure. Rather than develop draft regulations within the Agency, EPA provided funding to affected interest groups to develop position papers and work toward a consensus. The EPA created the Policy Dialogue Committee (PDC) comprised of representatives of the affected stakeholders groups and hired the Keystone Center to facilitate the discussions.

Under Governor Bangerter's leadership, WGA established a Mine Waste Task Force with representatives of the major non-coal mining states -- both from the West and from other regions. The Task Force has both state mining and state environmental protection agency representation. The Task Force has proposed that, rather than develop a duplicative federal regulatory structure, the federal program rely on existing state programs. In addition, the Task Force position gave states flexibility in designing a state specific program to meet broad national goals rather than relying on a traditional "one size fits all" regulatory approach common with federal legislation and regulation.

While the PDC was unable to reach a final consensus, state representatives moved the other interest groups toward a middle ground position. Representatives Swift (WA), Schaefer (CO), and Richardson (NM) adopted the states' position and incorporated it into legislation reauthorizing the Resource Conservation and Recovery Act. The Task Force will continue to work in partnership with EPA to develop guidelines and subsequent regulations to incorporate the legislative mandate into EPA regulation.

Recent Publications:

States' Position on RCRA Reauthorization (1992)
Inactive and Abandoned Non-Coal Mines: A Scoping Study (1991)

New Framework For Western Environmental Policy

WGA is initiating a new project to develop the case for improved environmental protection policy for the West and its special concerns (e.g. water quality in arid areas) by integrating and testing four policy concepts. The policy concepts are: ecosystem management/geographic targeting; comparative risk analysis; employment of the most effective combinations of alternative strategies (e.g. market based incentives) to address the highest priority environmental risks; and use of new organizational/inter-jurisdictional strategies (e.g. consensus building, collaborative decision making). The project will strengthen and in some instances create an ongoing partnership among environmentally concerned and sensitive institutions in the West. This partnership will start with the governors and EPA, both at its headquarters and regional levels.

Working together, states, EPA and WGA, along with other concerned agencies and organizations, will create and evaluate new strategies to deal with special western environmental concerns, particularly those that don't fit well with existing national strategies (command and control/compliance enforcement) and standards. Possible demonstration projects will be recommended for further action. Analysis will include the nature of waivers and funding to move necessary demonstrations to fruition in the near term, and to evaluate their results for application in policy development.

Valuable information for environmental policymaking and public understanding will be produced and disseminated to further western regional policy. One report will assess the applicability of alternative environmental tools and strategies to western environmental problems, including how they should be evaluated. Another will describe special or critical western ecosystems/

geographic areas. A final report will describe the efficacy of the new policy framework and recommend how to implement it.

An advisory group of key stakeholders and technical experts will be formed to advise the governors, EPA and other federal regional administrators, project staff, and consultants. Members will include senior executives from environmentally sensitive western industries, environmental interest groups, state and federal executives and academicians. This advisory group may be called upon by the governors and EPA to take up other matters related to the project. Governor Wilson will be lead governor for the project.

Waste Cleanup Technology R&D

Last summer the governors signed a Memorandum of Understanding between WGA and the Departments of Defense, Energy, and Interior, and the Environmental Protection Agency on improving waste management technology research and development over the next four years. The objectives of the effort are to identify waste cleanup technology needs in the West, reduce barriers to the testing of emerging technologies, and conduct demonstrations of the most promising new cleanup technologies. Through this effort, WGA intends to fashion a network of experienced stakeholders on waste site cleanups in order to build a world class industry in the region.

WGA and the federal agencies recently agreed upon a implementation plan. The plan calls for each group, state and federal, to work independently on ways to achieve the objectives. WGA will create an advisory body of firms and universities interested in waste technology R&D to solicit their advice. Two meetings per year will be held, an input meeting in the summer and a dissemination meeting in February. Governor Cecil Andrus is the lead governor for this project.

Recent Publications:

Federal/State Collaboration Study on Innovative Waste Management Technologies (1991)

LANDS AND WATERS

Water

The WGA water program has addressed a variety of water issues since the program was started in 1982. This year, led by Governors George Sinner and Fife Symington, WGA has worked with representatives from all aspects of water development and management to figure out how the system needs to change to adequately meet today's needs. In a series of three workshops cosponsored by WGA and the Western States Water Council, representatives of states, tribes, federal agencies, user groups, environmentalists, academics, and others met in Park City, Utah to develop better ways to meet multiple, and often conflicting, demands (the "multiple crunch") for western water resources.

Participants at the workshops agreed on the nature of the problem: the status quo isn't working very well, we are trying to solve new problems with old mechanisms, we are incurring losses because of a paralysis of decisionmaking, and the time is here to ask what we are leaving for our children. Participants also agreed that organizational change is not the answer. Education, especially education for managers and decisionmakers, is needed to change attitudes, develop necessary resources, and build momentum. Even though solving water resource management problems will require a mix of legislation, new agency missions, and coordination among diverse entities, implementation was not seen as the key problem. Deciding to change in the first place is the crucial question facing resource managers and consumers.

States must play a pivotal role. That role includes:

- developing the will and capacity to respond to the wide range of public interests which the federal government protects through statutes and regulations;
- integrating functions such as water quantity and quality in state systems and among the different players -- federal, local, tribal, and non-governmental interests;

- solving problems at the "problemished" level, by helping locals come together at the watershed level with the necessary assistance and resources; and by developing effective mechanisms for basin management.

The first workshop resulted in the "Park City Principles" -- guidelines for responding to the "multiple crunch" of diverse needs and interest. Determining the public interest is key to being able to decide among competing demands. Therefore, the second workshop focused on the public interest -- what it is, who speaks for it, how it gets exercised, and how it gets integrated into other water management decisions. The "Park City Criteria" were developed to test when public interest determinations are as clear as possible. The third workshop provided a roadtest for the principles and criteria and added rungs in the ladder to better management. As a result of these workshops, WGA and the Water Council, together with other participants, have identified steps to update water management and to protect the basic resource.

WGA co-sponsored a roundtable as part of its "Bringing the West to Washington" series to provide western perspectives on reauthorization of the Clean Water Act. The roundtable was co-sponsored by EPA, the Western Senate Coalition, and the Western States Water Council. Participants included state and local water managers, federal agency staff, congressional committee staff, and other key players. The roundtable highlighted some of the special conditions in the West that require regional treatment in national regulations.

Recent Publications:

Challenges and Opportunities for Western Water Management in an Era of Changing Values (1991)
WGA/WSWC Drought Report (1990)
Catalog of Federal Water-Related Drought Response Programs (1990)
WGA White Paper on Federal Water Policy Coordination (1989)

Public Lands and Coastal Management

WGA's efforts in the public lands program, led by **Governors Bob Miller and Cecil Andrus** for lands and **Governors John Waihee and Barbara Roberts** for coastal management, are to monitor activities and trends in the management of resources on western public lands and in the coastal zone. When appropriate, pertinent regional policy recommendations are developed and advanced. The focus of the public lands program this year was on initiating or monitoring pilot projects under the Chairman's theme of innovative governance. These pilots include:

Improving Water Quality on Public Lands.

Idaho's Department of Environmental Quality, Idaho Department of Lands, the University of Idaho, the U.S. Forest Service Intermountain Forest Research Station, private interests and landowners, and Latah County are working cooperatively on a forest harvest and haul road restoration and stabilization project. The two year project is designed to demonstrate the water quality gains which can be made from restoring forest harvest and haul roads. These roads are the largest contributors of sediment to the local streams. The pilot is also demonstrating workable methods for restoration guided by modeling tools, as well as new partnerships in resource management.

Improving State/Federal Coordination of Land Management Plan Implementation.

Oregon, BLM, and the Forest Service are now finalizing an MOU which will provide a process to identify, communicate and coordinate actions related to the management of the region's public lands and resources. The MOU provides a mechanism for continuing involvement in the development, implementation, monitoring and revision of land management decisions and land use plans. It also provides a framework for supervisors of individual programs and organizational units as they plan, implement and monitor land use actions.

Negotiations to develop the MOU have already resulted in closer cooperation between the three signatories who, together with Washington State, now hold regular meetings to share information on a broad range of regional natural resources issues. This pilot demonstrates the value of a new state/federal forum for pooling data, information, and expertise; determining common objectives; and coordinating actions for the ultimate goal of improving the region's public lands management.

Mineral Revenue Collections/Audits. Royalties collection from mineral leasing on federal lands is presently done through the Minerals Management Service (MMS), a branch of the U.S. Department of Interior. In the last two fiscal years, the Congress has deducted 25% of the cost of collecting and distributing these royalties to federal and state governments -- \$68 million -- from the state share. The states believe this "cost" is excessive.

In this first year, WGA, working with the western Congressional delegation, has supported action directing the MMS to work with the Bureau of Land Management, the Forest Service, and the states to determine the extent to which states can collect mineral royalties more efficiently and for less cost than the federal government. The MMS has also been directed to report in its FY 93 budget request its recommendations for revising its methodology for assessing mineral royalty collection and distribution costs by state.

In addition to the pilot project activities, Governors Sullivan and Andrus testified before Congress on the crisis in funding for state and local public recreation areas, with specific reference to funding for the Land and Water Conservation Fund. Joint testimony on the extension of the U.S. Territorial Sea and Contiguous Zone was submitted by WGA and the Coastal States Organization to the House Merchant Marine and Fisheries Committee. Finally, comments were submitted to the U.S. Forest Service and the Bureau of Land Management by WGA on the

proposed regulations for implementation of the Federal Land Exchange Facilitation Act.

Recent Publications:

Implementing Land Management Plans for the Federal Lands: Possible Problems and Suggested Solutions (1991)
Survey of Coastal States (1990)

REGIONAL DEVELOPMENT

International Trade and Relations

Under the leadership of Governors Wilson, Waihee, and Sinner, WGA kept the western states abreast of developments in U.S. multilateral and trilateral trade talks. Forging stronger ties with our neighbors to the north and south, and with Japan, were also top priorities. Key developments included:

- In August, WGA submitted testimony on NAFTA to the USTR officially noting several areas of concern to the western states, and our dialogue with USTR has continued. Staff prepared an analysis for the governors on the connection between cross-border differentials in environmental protection and international competitiveness. Memoranda were also prepared on the treatment of import sensitive industries under NAFTA and on the status of the Integrated Border Environmental Plan. In May, WGA was selected by the U.S. Information Agency to lead a U.S. study tour of Mexican opinion leaders to learn about our perspectives on the NAFTA negotiations. This group will visit several western governors' offices in July.
- WGA produced a report on the impacts of multilateral trade agreements on state government. The report covers the implications of the pending NAFTA and GATT Uruguay Round agreements on the areas of health, safety and environmental regulation, services regulation, subsidies, compliance costs and the role for governors in influencing the implementing legislation.

FY 1992 in Review

- The Western Canadian Premiers and Mexican Border Governors were invited to the WGA 1992 Annual Meeting in Jackson Hole to continue discussions on cross-border environmental projects such as the maintenance of migratory habitats and hazardous waste management. Additional topics for the governors and premiers include the NAFTA negotiations and the Integrated Environmental Plan for the Mexican-U.S. Border area.

Through a WGA/Western Regional Council exchange program, South Dakota successfully completed an exchange designed to forge trade and investment links with the Oita Prefecture in Japan. In return, WGA and the State of Wyoming hosted a Japanese official from Tottori Prefecture to encourage mutual understanding of governance practices. WGA is working with the Western Regional Council and the Japan Local Government Center to design additional exchanges for next year. WGA also is seeking funding for an exchange to support reforms in the former Soviet Union, involving scenic and cultural resource management and parklands development.

Under the leadership of Governors Waihee and Gardner, WGA continued efforts to strengthen the region's performance in international trade and investment. Key developments were:

- Elizabeth Santillanez, WGA Policy Analyst, participated in a European Community Visitors Program in October and met with European Community officials in Belgium, France, Germany, Spain and the United Kingdom to discuss WGA's international program interests. WGA Staff Council was briefed on opportunities for increased cooperation.
- WGA helped the western state trade directors collaborate on regional trade promotion efforts. As a result, the trade directors are evaluating proposals for the establishment of a joint fee-for-service contract representative in Canada.

Recent publications:

U.S. Multilateral Trade Agreements and the States: An Analysis of Potential GATT Uruguay Round Agreements (1992)

The Japan-Hawaii Link: Causes and Implications of Declining Japanese Investment in Hawaii (DRAFT) (1992)

Human Services

WGA initiated health and welfare policy work this year at the governors' request. The effort focussed on two areas this year -- a SmartCard pilot project on electronic benefits transfer and regional waivers for federally mandated programs in order to explore innovative approaches to the delivery of benefits and services. Work in both areas will continue next year. The Smartcard project will be expanded to four additional states in the coming year (*see Pioneering New Solutions: Directing Our Destiny -- a Pilot Project Report*). The regional waiver effort will pursue expeditious consideration of state and regional waiver requests and will disseminate reports on the results of state innovations throughout the region.

WASHINGTON MONITORING

The Western Governors' Association Washington, DC office was expanded during the past year from one to two people. Under the leadership of a new Washington, DC director, the office is formulating a pro-active legislative agenda and raising the visibility of the governors and the West in Washington. New initiatives include the development of the "Bringing the West to Washington" roundtable series on critical western issues and the initiation of a weekly report for the governors which highlights current congressional and administration actions and provides information on upcoming legislative activities.

The western governors' Washington, DC office serves as the governors' liaison to the western congressional delegation, key congressional committees and cabinet and other executive branch

agencies. A major portion of the work of the office entails identifying, tracking, analyzing and reporting on federal legislation and regulatory actions which affect the West. Located in the Hall of the States, the office works closely with those states which have Washington representation and is available as a resource for those states which do not. Over the past year the Washington, DC office has been involved with reauthorization of the Resource Conservation and Recovery Act (RCRA); development of a national energy strategy; surface transportation legislation; wetlands policy and Clean Water Act reauthorization; a variety of mining and public lands issues; and the North American Free Trade Agreement. In February 1992, a "Bringing the West to Washington" roundtable on water quality issues involving a group of western state experts and congressional and administration staff was held in Washington in cooperation with the Environmental Protection Agency, the Western States' Water Council and the Western Senate Coalition/Western States Foundation. Additionally, the Washington office helped coordinate governors' testimony on issues ranging from state funding under the Land and Water Conservation Fund to Indian Gaming.

Upcoming highlights for the office include another Indian Water Rights workshop in the early fall, as well as other "Bringing the West to Washington" roundtables. Finally, the office is initiating a two-to-three week rotation for western state executives to work out of the WGA Washington office on important state issues.

1991-1992 BOARD OF DIRECTORS

Governor Mike Sullivan, Wyoming, Chairman

Governor Fife Symington, Arizona, Vice Chairman

Governor Walter Hickel, Alaska

Governor Peter T. Coleman, American Samoa

Governor Pete Wilson, California

Governor Roy Romer, Colorado

Governor Joseph Ada, Guam

Governor John Waihee, Hawaii

Governor Cecil Andrus, Idaho

Governor Joan Finney, Kansas

Governor Stan Stephens, Montana

Governor Ben Nelson, Nebraska

Governor Bob Miller, Nevada

Governor Bruce King, New Mexico

Governor George Sinner, North Dakota

Governor Lorenzo I. Guerrero, Northern Mariana Islands

Governor Barbara Roberts, Oregon

Governor George S. Mickelson, South Dakota

Governor Norman Bangerter, Utah

Governor Booth Gardner, Washington

WESTERN GOVERNORS' BIOSKETCHES

ALASKA



WALTER J. HICKEL (Independent) was born near Claflin, Kansas, August 18, 1919 and moved to Alaska in 1940. In 1954, he was elected Republican National Committeeman and served in that capacity for ten years. In 1961, President Kennedy asked the U.S. Chamber of Commerce to pick six businessmen to continue the Hankone Conferences in Tokyo. Previous conferees had included Secretaries Rusk, Hodges, and Udall. Hickel was

one of the six chosen. In 1964, Hickel was the leader of the first Alaska Chamber economic trade mission to Japan. In 1966, Hickel ran against heavy odds for the governorship and won. His record as Governor includes putting Alaska onto a sound financial footing by opening up the North Slope for oil development, upgrading the court system, and initiating forceful environmental and anti-pollution action. While serving as Governor of the State of Alaska, Walter J. Hickel was designated by President Richard Nixon to be the 38th Secretary of the U.S. Department of the Interior. At the 1968 Republican National Convention, he was nominated for President as Alaska's favorite son. In 1988, he received the "Grand Cordon of the Order of the Sacred Treasure" from his Imperial Majesty, the Emperor of Japan. Hickel was reelected in 1990. He is married to Erma Lee Hickel and has six sons.

Inaugurated December 1966 *Inaugurated December 1990*
Left Office January 1969 *Term will expire December 1994*

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 1985. He was reelected for his fourth term in 1988 before stepping down 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 *Left Office January 1985*
Inaugurated January 1978 *Reelected November 1988*
Reelected November 1980 *Term will expire January 1993*

ARIZONA



FIFE SYMINGTON (Republican) is serving his first term as Governor. He was born on August 12, 1945 in Maryland. He graduated from Harvard with a liberal arts degree in 1968. He was introduced to Arizona while stationed at Luke AFB in 1968. Governor Symington's military career included service in Southeast Asia where he was awarded the Bronze Star for Meritorious Service. He left the Air Force with the rank of Captain

and returned to Arizona where his business career led to the formation of his own commercial development firm, The Symington Company. His civic involvements have included Chairman, Phoenix Citizens Police Protection Bond Committee, 1988; Vice President of the Board of Trustees for the Heard Museum; Men's Art Council member; Environmental Quality Commission of the City of Phoenix; the Arizona Children's Foundation; and the Executive Board of the Phoenix Community Alliance. Governor Symington served as Arizona State Republican Finance Chairman from 1982-1984. He is married to Ann Pritzlaff Symington and has five children.

Inaugurated March 1991
Term will expire January 1995

CALIFORNIA



PETE WILSON (Republican) was born August 23, 1933, in suburban Chicago. He attended Yale University on an ROTC scholarship, and was graduated with a bachelor's degree in 1955. From 1955 to 1958, Wilson served as a Marine Corps infantry officer, then went on to earn a law degree from the University of California, Berkeley, Boalt Hall, in 1962. In 1971 Pete Wilson was elected Mayor of San Diego. In 1982, after 11

years as Mayor, Wilson went on to win his first term in the U.S. Senate. Californians returned him to that office in 1988. He is married to Gayle Wilson and has two children.

Inaugurated January 1991
Term will expire January 1995

Western Governors' Biosketches

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
Reelected November 1990
Term will expire January 1995

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

Incorporated 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
Reelected November 1990
Term will expire January 1995

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 and received an honorary doctorate in 1992 from Central Michigan University.

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 and national conventions. In 1987, Governor Waihee won the Distinguished Eagle Scout Award of the Aloha Council of the Boy Scouts. 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, the Kalihi-Palama Hawaiian Civic Club, the Young Presidents Organization, the Metropolitan Rotary Club, Honolulu Rotary Club, and the East-West Center Board of Governors. Governor Waihee is currently chairman of the Democratic Governors' Association. Married, two children.

Inaugurated December 1986
Reelected November 1990
Term will expire December 1994

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
Reelected November 1990
Term will expire January 1995

KANSAS



JOAN FINNEY (Democrat) is a fifth generation Kansan, born in Topeka on February 12, 1925. Her parents were Leonard McInroy and Mary Sands McInroy. She attended Hayden High School; St. Mary Academy's Manhattan High School; the College of St. Teresa in Kansas City; the Kansas City Conservatory of Music; and is a graduate of Washburn University of Topeka, with a major in economic history. She served on the

staff of former U.S. Senator Frank Carlson in his Washington, D.C. and Topeka offices from 1953 to 1969; was Commissioner of Elections of Shawnee County from 1970 to 1972; was Administrative Assistant to the Mayor of Topeka from 1973 to 1974; and was acting director of the Topeka Housing Authority. The first woman State Treasurer of Kansas, Finney was elected to that office in 1974 and reelected in 1976, 1978, 1982 and 1986. Joan Finney also served as Chairman of the Pooled Money Investment Board and a member of the Surety Bonds and Insurance Committee. Mrs. Finney's husband is Spencer W. Finney, Jr., a native of Chanute, Kansas. They are the parents of two daughters, Sally and Mary, and a son, Dick. She has one granddaughter and one grandson.

*Inaugurated January 1991
Term will expire January 1995*

MONTANA



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

career, Stephens received many state and national awards for excellence in news and editorial writing. Most notable is his 1975 Edward R. Murrow award for journalistic excellence in editorials uncovering a scandal in Montana's Workers' Compensation Program. He represented his home community of Havre in the Montana Senate for 16 years starting in 1969. He is the only Montana legislator elected by his peers to every leadership position in the senate. He served as Senate Republican floor whip in 1977, majority leader in 1979 and 1981, Senate president in 1983 and minority leader in 1985. He retired from the Montana Senate in 1986. That same year he was recognized by the National Republican Legislators Association as one of the country's ten most outstanding state lawmakers. Married, two children, Lutheran.

*Inaugurated January 1989
Term will expire January 1993*

NEBRASKA



BEN NELSON (Democrat) is an Omaha businessman with a noted career of leadership in civic, private and public sectors, and with a record of accomplishment as former Director of Insurance for the state. Nelson was born and raised in the city of McCook in rural southwestern Nebraska. After graduating from the University of Nebraska in 1963, Nelson stayed at the university to earn a master's degree and teach undergraduate courses in

logic and philosophy. Nelson left the university in 1965 to work for the Consumer Division of the Nebraska Department of Insurance, and pursued and achieved a law degree from the university in 1970 while continuing to work full-time. Nelson left state government in 1972 to enter the practice of law, eventually becoming general counsel for a major Omaha insurance provider. He was elected president of the company in 1978 and CEO in 1980. Nelson returned to state government in 1975-76 when then Governor Jim Exon named him as Director of Insurance. In 1982, Nelson re-entered public service as executive vice president of the National Association of Insurance Commissioners. He joined the Kennedy Holland law firm in 1985. Nelson and his wife, Diane, make their home in Lincoln with their four children -- Kevin, Sarah, Christie and Patrick.

*Inaugurated January 1991
Term will expire January 1995*

NEVADA



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

was elected president of the National District Attorney's Association in 1984-85, and was elected president of the Nevada District Attorney's Association in 1979 and 1983. He was chosen by President Ronald Reagan to serve on the nine-member President's Task Force on Victims of Crime in 1982. He served as Las Vegas Township Justice of the Peace, 1975-78, and as first legal advisor, Las Vegas Metropolitan Police Department, 1973-75. He received his Juris Doctor from Loyola Law School in Los Angeles in 1971, and his Bachelor of Arts degree in Political Science at the University of Santa Clara in 1967. He is married, three children.

*Sworn in January 1989
Reelected November 1990
Term will expire January 1995*

Western Governors' Biosketches

NEW MEXICO



BRUCE KING (Democrat) elected to the Board of County Commissioners, Santa Fe County, in 1954. In 1959 he was elected to the New Mexico House of Representatives where he served five consecutive terms including three terms as Speaker of the House. He was elected Governor of New Mexico in 1970, serving in that office from 1971 through 1974, and was re-elected Governor of New Mexico in 1978, serving in that office from 1979

through 1982. While Governor, he served as Chairman of the Interstate Oil and Gas Compact Commission, the Rocky Mountain Federation, the Four Corners Regional Commission, the Western Governors' Conference, the Southwest Border Commission, and as First Chairman of the Bi-National Governors' Commission of Mexico and the United States. He received an Honorary Doctoral Degree of Law from the University of Albuquerque and was a Veteran of the U.S. Army as a Field Artilleryman in Asiatic Theater. King was born on April 6, 1924, in Stanley, New Mexico and is married to Alice King, formerly Alice Martin of Moriarty. The King family includes two sons: Bill and his wife Nancy, Gary and his wife Yolanda and four grandchildren, Rebecca, Jenny, Stacy and Eric. He is a graduate of Stanley High School and attended the University of New Mexico. King is a farmer and rancher, holding partnership in King Brother's Ranch and King's Butane Company and is a lifetime resident of Stanley, NM.

Inaugurated January 1971 Left office January 1983
Left office January 1975 Re-elected November 1990
Re-elected November 1978 Term will expire January 1995

NORTH DAKOTA



GEORGE A. SINNER (Democrat) was born May 29, 1928, and grew up in 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. He served as president of the board of the Red River Valley Sugar Beet Growers Association from 1975 to 1979. 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 served in the North Dakota Senate from 1962-1966. 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. Governor Sinner is past-chairman of the IOCC and the American Energy Assurance Council. He also serves on the Federal Advisory Commission on Intergovernmental Relations. He served with the U.S. Air Force in 1951 and 1952.

He was Chairman of the Western Governors' Association in 1990, and serves on the Executive Committee of the National Governors' Association. He received the prestigious Patrick Henry Citation for his support of the National Guard. He has also been presented the 1992 Wetlands Conservation Award by the national Ducks Unlimited organization, and the 1992 National Wetlands Protection Award from the U.S. Environmental Protection Agency and the Environmental Law Institute. Married, ten children. Catholic.

Inaugurated January 1985 Term will expire December 1992
Re-elected November, 1988

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



BARBARA ROBERTS (Democrat) is a fourth generation Oregonian and was born in Corvallis on December 21, 1936. She began her years of community service as an unpaid advocate for handicapped children. That involvement led to her election to the Parkrose School Board in 1973 where she served for ten years. Barbara also served for 3 1/2 years as a member of the Mt. Hood Community College Board before her

election to the Oregon House of Representatives. In 1984, Barbara was elected Secretary of State. She was re-elected in 1988. Barbara is married to State Senator Frank Roberts; she has two sons, Mike and Mark, and one granddaughter.

Inaugurated January 1991
Term will expire January 1995

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. He 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. He is past Chairman of the Western Governors' Association. Married, three children. Methodist.

*Inaugurated January 1987 Term will expire January 1995
Reelected November 1990*

UTAH

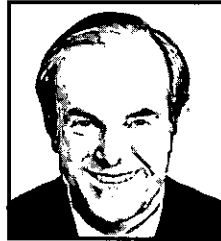


NORMAN H. BANGERTER (Republican) was born on January 4, 1933, in Granger, Utah. He attended Brigham Young University and the University of Utah. A building contractor and a veteran of 25 years in Utah's home building and real estate development industries, Governor Bangerter is former president of NHB 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, 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 Term will expire January 1993
Reelected November 1988*

WASHINGTON



BOOTH GARDNER (Democrat) was born in Tacoma, Washington on August 21, 1936. He 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 handi- capped. 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. He is past chairman of the Western Governors' Association, Education Commission of the States, and the National Governors' Association. Married, two children. Assembly of God.

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

WYOMING



MIKE 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. Governor Sullivan is currently Chairman of the Western Governors' Association. He has also served 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 1995
Reelected November 1990*

WGA HISTORY AND MODE OF OPERATION

Established in 1984 through the merger of two governors' organizations, the Western Governors' Association (WGA) is an independent, nonpartisan organization of governors from 17 western states, two Pacific territories and one commonwealth. The Association was formed to provide strong regional leadership in an era of critical change in the economy and demography of our region. The organization is founded on the understanding that the vital issues and opportunities shaping our future 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 its leaders.

WGA members include the governors of Alaska, American Samoa, Arizona, California, Colorado, Guam, Hawaii, Idaho, Kansas, Montana, Nebraska, Nevada, New Mexico, North Dakota, Commonwealth of the Northern Mariana Islands, Oregon, South Dakota, Utah, Washington, and Wyoming. WGA has six objectives: to develop regional policy, serve as a leadership forum, build regional capacity, conduct research, form coalitions and partnerships, and build public understanding.

The WGA identifies and addresses key policy and governance issues in natural resources, the environment, human services, economic development, international relations and fiscal management. The issues are selected by the governors based on regional interest and impact. WGA helps the governors develop strategies both for the complex, long-term issues facing the West and for the region's immediate needs. Through WGA the governors develop and advocate policies that reflect regional interests and relationships in debates at the national and state levels.

WGA plans, manages and reports on its activities in four program areas: Environmental Management; Lands and Waters; Regional Development and the Washington, DC, Office.

Mode of Operation

The WGA Board of Directors is composed of the governors of the states, Pacific territories and commonwealth which are members of the

Association. The Board meets at least once each year at the annual meeting and typically meets more frequently. 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 acts on policy, work plan and budget matters between meetings of the board. In general practice, the WGA chairman interim recommends a focus and program during his/her term which integrates the interests of the governors.

Many governors have one or more issues or policy areas for which they choose to serve as lead governor. A lead governor, with the concurrence of the chairman, directs the activities, develops proposed positions, chairs related meetings, and provides testimony and comments to Congressional committees and federal agencies. WGA staff provide assistance in these activities.

Between gubernatorial meetings, a Staff Council meets 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. It reviews proposed workplans, budgets, and policy resolutions; works out interstate differences on regional approaches; and provides guidance to WGA staff. Staff Council conveys its recommendations to the individual governors, as well, to keep members abreast of WGA activities.

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.

1991-92 WESTERN GOVERNORS' ASSOCIATION STAFF COUNCIL

ALASKA

Don Stolworthy
Special Staff Assistant

AMERICAN SAMOA

Fred Radewagen
Primary Washington D.C. Liaison

ARIZONA

John Kelly**
Special Assistant

CALIFORNIA

Pat Clarey
Deputy Chief of Staff

COLORADO

Cole Finegan
Legal Advisor

GUAM

Lourdes (Lou) Pangelinan
Office of the Governor

HAWAII

Norma Wong
Administrative Assistant

IDAHO

Marc Johnson
Chief of Staff

KANSAS

Mary Holladay
Acting Chief of Staff

MONTANA

John Kinna
Chief of Staff

NEBRASKA

Sandy Scofield
Chief of Staff

NEVADA

Brian Harris
Executive Assistant

NEW MEXICO

James Lewis
Chief of Staff

NORTH DAKOTA

Dick Gross
Legal Counsel to Governor

N. MARIANA ISLANDS

Eloy Inos
Office of the Governor

OREGON

Kevin Smith
Intergovernmental and Community
Relations Officer

SOUTH DAKOTA

Frank Brost
Chief of Staff

UTAH

Curt Garner
Special Assistant to Governor

WASHINGTON

Dan Silver
Special Assistant to Governor

WYOMING

Scott Farris*
Office of the Governor

* Chairman

** Vice Chair

WESTERN GOVERNORS' ASSOCIATION STAFF

James M. Souby, Executive Director

Denver

Jo Clark, Director of Programs

Thomas O. Singer, Director of Research

Ronald W. Ross, Program Manager

Christopher McKinnon, Program Manager

Elizabeth J. Santillanez, Policy Analyst

Julia Doermann, Policy Analyst

Carol Dwyer, Financial Manager

Toni McCammon, Executive Secretary/Office Manager

Deborah Kinsley, Administrative Secretary

Laura Scheele, Intern

John Butler, Intern

Alejandro Chaux, Intern

Michael Orr, Intern

Washington, D.C.

Richard Bechtel, Director

Kristen L. Dillon, Legislative Analyst

Derek Liston, Legislative Analyst

FINANCES

WGA's income is derived from dues from member states, grants and contracts, contributions for the annual meeting, interest and other miscellaneous income. Member dues for fiscal year 1992 were \$30,000 per state and \$5,000 per territory/commonwealth.

During the fiscal year ended June 30, 1991 WGA's income totalled \$3,084,042. Seventy percent of this amount was received from federal agencies for projects related to hazardous, mine and nuclear waste issues. The majority of these funds were distributed to state agencies and/or subcontractors, with WGA being reimbursed for staff and administrative costs related to these contracts. Six percent of the income was received from foundations in support of specific projects.

Western Governors' Association Statement of Support, Revenue and Expenses and Changes in Fund Balance For the Years Ended June 30, 1991 and 1990

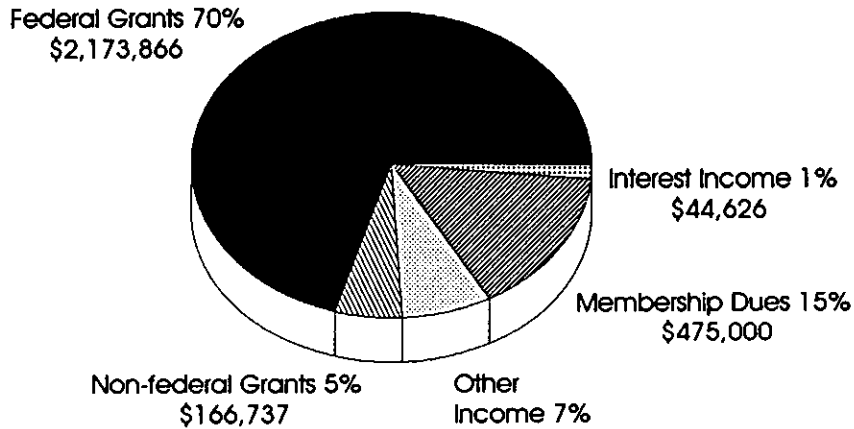
	1991	1990
Support and Revenues		
Membership dues	\$475,000	\$510,000
Grants and contracts	2,340,598	1,396,477
Other income	223,818	374,142
Interest Income	44,626	55,938
	<hr/>	<hr/>
Total support and revenues	3,084,042	2,336,557
	<hr/>	<hr/>
Expenses		
Personnel	526,555	479,144
Consultants and subcontractors	555,204	745,309
State subcontracts	1,476,100	461,239
Meetings	243,872	238,703
Travel	193,167	172,860
Rent	50,499	62,855
Equipment rental and maintenance	6,847	26,646
Telephone	19,104	24,847
Printing and copying	10,949	24,608
Depreciation	22,975	20,733
Postage, shipping, and messenger services	15,835	18,537
Office supplies	12,844	15,435
Other expenses	5,422	6,511
Books, publications, and dues	4,677	5,731
	<hr/>	<hr/>
Total expenses	3,144,050	2,303,158
	<hr/>	<hr/>
Excess of support and revenues over expenses	(60,008)	33,399
Fund balance, beginning of year	374,474	341,075
Fund balance, end of year	<u>\$314,466</u>	<u>\$374,474</u>

Excerpted for the Audit Report of Yanari, Watson, Lyons & Co., P.C.

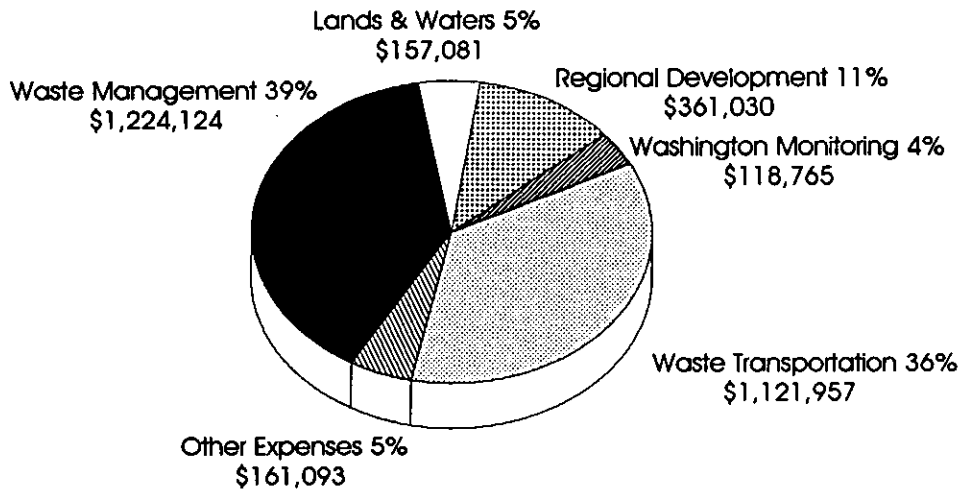
Western Governors' Association

FY 1991 Income and Expenses

Income



Expenses



ACKNOWLEDGEMENTS

WGA wants to thank the many state staff who serve on various task forces, working groups, and advisory committees for their guidance, including the Staff Council (see page 21 for list of members), Mine Waste Task Force, the Mid-Continent Flyway Working Group, Waste Task Force, Hazardous Waste Working Group, and WIPP Transport Technical Advisory Group.

The Western Governors' Association wishes to thank the following federal agencies and private foundations for their support last year:

Federal Agencies

U.S. Environmental Protection Agency
U.S. Department of Energy
U.S. Information Agency
U.S. Department of Interior, Fish and Wildlife Service

Foundations

The Ford Foundation
The William and Flora Hewlett Foundation
The John D. and Catherine T. MacArthur Foundation

Finally, WGA wishes to recognize the valuable assistance of its advisors and contractors over the course of the last year. They include:

Paul Albright, Western Interstate Commission for Higher Education
Rich Andrews, Boulder Innovative Technologies
John Arthur, Waste Isolation Pilot Plant, USDOE
Craig Bell, Western States Water Council
Gerald Boyd, U.S. Dept. of Energy
Leonard Bucsanyi, Consultant
William Byrd, Federal Highway Administration, USDOT
Mike Clinton, Bookman-Edmonston Engineering
Daniel Esty, U.S. Environmental Protection Agency
David Getches, University of Colorado, School of Law
Ed Goldstein, The White House
Laurie Goodman, U.S. Environmental Protection Agency
Frank Gregg, University of Arizona, School of Natural Resources
Karen Hone, Conference Management Specialists
Manlio Huacuja, CO State Planning and Budgeting
Dick Jonsen, Western Interstate Commission for Higher Education
Jim Joy, SC Air Quality Control
Kate Kramer, CO Dept. of Health
Doug Larson, Western Interstate Energy Board

John Leary, CO Dept. of Health
Jim Lehr, U.S. Environmental Protection Agency, Rocky Flats
Herman B. Leonard, Harvard University, JFK School of Government
Jack McGraw, U.S. Environmental Protection Agency, VIII
Bob Meinen, The Nature Conservancy
Don Ostler, UT Water Pollution Control
Bill Ross et al, Ross & Associates
Matt Schaefer, University of Michigan Law School
Mathew Strauss, U.S. Environmental Protection Agency
James Strock, CA Environmental Protection Agency
Michelle Sullivan, Snake River Institute
Michael Taimi, U.S. Environmental Protection Agency
David Teeter, U.S. Environmental Protection Agency, X
Larry Tilton, Waste Isolation Pilot Plant, USDOE
Chris Wentz, NM Environment Dept.
Doug Wheeler, CA Dept of Natural Resources
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