



**ANNUAL MEETING
OMAHA, NEBRASKA
JUNE 22-24, 1996**

**WESTERN GOVERNORS'
ASSOCIATION**

ANNUAL REPORT

JULY 1, 1995 - JUNE 30, 1996

MESSAGE FROM THE CHAIRMAN

June 22, 1996

Dear Friends and Colleagues:

*This past year, Western Governors have been faced with enormous changes and challenges. Changes brought about by advanced technology have inspired us to rethink the way we do business with our "customers," the citizens of our states. And changes in state-federal roles have challenged us to be more creative in developing programs on every front—education, human services and the environment. When I became chairman of the Western Governors' Association, I chose as my theme, *The West: Forging Opportunity Through Change*. Western Governors accepted the challenge and initiated several innovative projects which clearly demonstrate ways we can capitalize on and benefit from change, especially when we work in partnership.*

In the West, we are overcoming the disadvantage of distance in education by working in partnership to create a regional virtual university. We will move a step closer to turning our vision into reality when we approve plans for its implementation during our annual meeting.

Through our SmartStates initiative, we are embracing technological changes and moving toward global electronic commerce by guiding the development of accessible, cost-effective networked services in the public and private sectors. By promoting cost sharing, coordination of procurement and strategic partnering with industry, we can provide better services to our citizens without each of us reinventing the wheel.

Finally, through our Transportation Futures Project, western governors are exploring innovative ways we can improve our transportation systems and, therefore, our economic competitiveness and quality of life. During our annual meeting, we will discuss these ideas involving the efficiency, safety and capacity of western transportation systems.

We are undergoing great changes in the West. But we have chosen to take charge of those changes, rather than let change control us. In the process we have empowered our citizens, encouraged innovation, moved beyond politics, and engaged in strategic partnerships. We have, indeed, forged opportunity through change.

Sincerely,



*E. Benjamin Nelson
Governor of Nebraska
Chairman, WGA*



MEMBER STATES, COMMONWEALTH, AND TERRITORIES OF THE WESTERN GOVERNORS' ASSOCIATION

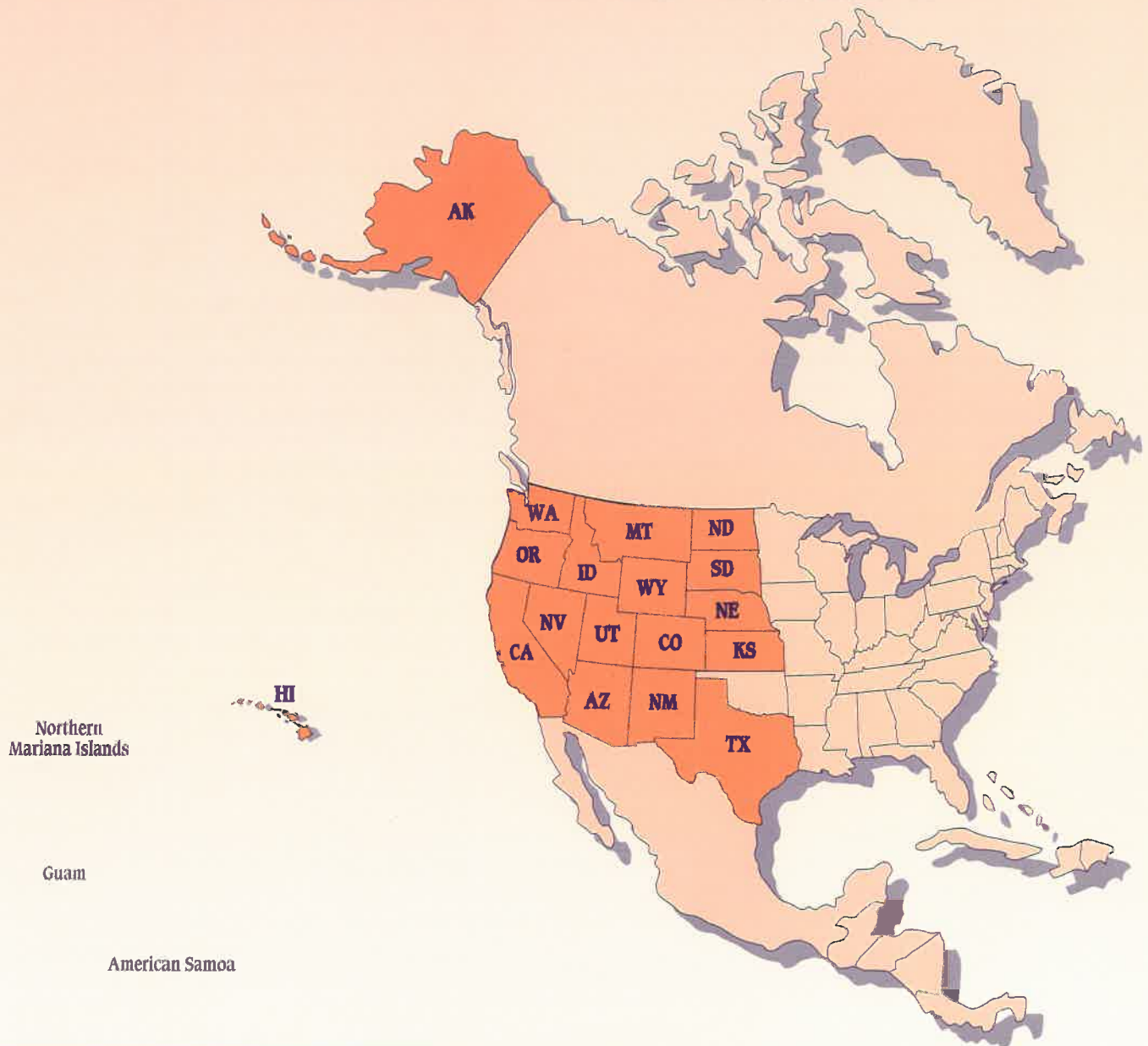


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WGA MISSION, OBJECTIVES AND MODE OF OPERATION

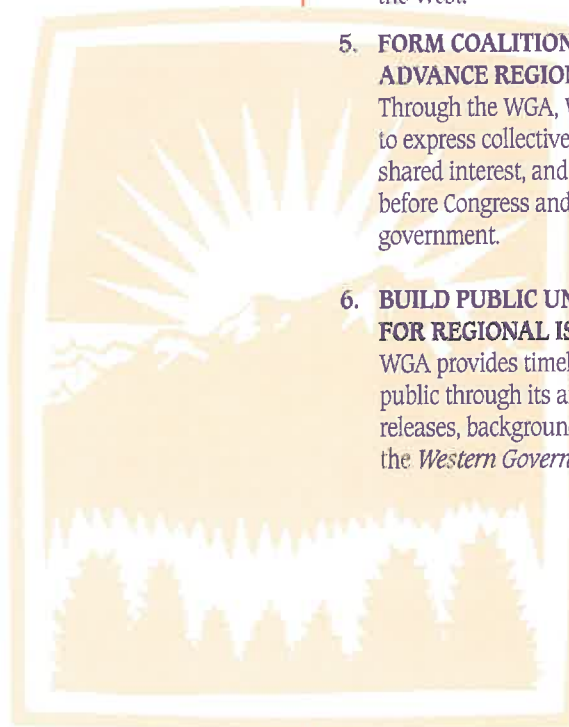
MISSION

Established in 1984 through the merger of two governors' organizations, the Western Governors' Association is an independent, non-partisan organization of Governors from 18 western states, two Pacific-flag territories and one commonwealth. The Association was formed to provide strong leadership in an era of critical change in the economy and demography of the West. The Western Governors recognize that many vital issues and opportunities shaping our future span state lines and are shared throughout the West.

Through their Association, the Western Governors identify and address key policy and governance issues in natural resources, the environment, human services, economic development, international relations and public management. Governors select the issues 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. Governors use the WGA to develop and advocate policies that reflect regional interests and relationships in debates at the national and state levels.

THE WGA HAS SIX BASIC OBJECTIVES:

- 1. DEVELOP AND COMMUNICATE 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 AND DISSEMINATE FINDINGS**
WGA develops and maintains up-to-date information on a wide range of subjects important to western policy makers, business leaders and educators. The WGA produces occasional white papers and other analyses used in the development of policy on matters important to the West.
- 5. FORM COALITIONS AND PARTNERSHIPS TO ADVANCE REGIONAL INTERESTS**
Through the WGA, Western Governors form coalitions to express collectively 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 AND SUPPORT FOR REGIONAL ISSUES AND POLICY POSITIONS**
WGA provides timely information for media and the public through its annual convention, meetings, press releases, background papers, program newsletters and the *Western Governors' Report*.



MODE OF OPERATION

The WGA Board of Directors is composed of the Governors of the states and Pacific-flag Islands, which are members of the Association. The Board meets at least once each year at the annual meeting. 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, workplan and budget matters. In general practice, the WGA chairman recommends a focus and program during his or 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 Congress, committees and federal agencies. WGA staff provide assistance in these activities.

Between gubernatorial meetings, a Staff Council meets to review and guide WGA activities. The Staff Council comprises the chief of staff or top policy adviser for each Governor. The Staff Council reviews proposed workplans, budgets, and policy resolutions; works out interstate differences on regional issues; and provides guidance to WGA staff. The Staff Council conveys its recommendations to the individual Governors, as well, to keep members abreast of WGA activities.

WESTERN GOVERNORS' FOUNDATION

The Western Governors' Foundation is the philanthropic arm of the Western Governors' Association. The Foundation receives charitable grants and gifts from corporate and philanthropic donors and makes awards to the Western Governors' Association and other organizations or individuals who assist WGA in policy development and implementation. The Foundation also awards the George S. Mickelson Fellowship, annually. Named in honor of the former and late South Dakota Governor and WGA Chairman, the Fellowship allows each succeeding Chairman's state to fund an innovative demonstration or training opportunity for a deserving state employee that would not otherwise be possible. Recipients have used the Fellowship to design a rural, state tourism initiative and experiment with an innovative family and community service program to help children excel in school and develop positive values.

1995-1996 BOARD OF DIRECTORS

Governor E. Benjamin Nelson, Nebraska, Chairman
Governor Edward T. Schafer, North Dakota,
Vice Chairman

Governor Tony Knowles, Alaska
Governor A.P. Lutali, American Samoa
Governor Fife Symington, Arizona
Governor Pete Wilson, California
Governor Roy Romer, Colorado
Governor Carl T.C. Gutierrez, Guam
Governor Benjamin Cayetano, Hawaii
Governor Phil Batt, Idaho
Governor Bill Graves, Kansas
Governor Marc Racicot, Montana
Governor Bob Miller, Nevada
Governor Gary E. Johnson, New Mexico
Governor Froilan C. Tenorio, Northern Mariana
Islands
Governor John Kitzhaber, Oregon
Governor William J. Janklow, South Dakota
Governor George W. Bush, Texas
Governor Michael O. Leavitt, Utah
Governor Mike Lowry, Washington
Governor Jim Geringer, Wyoming

FISCAL YEAR 1996 IN REVIEW

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, Texas, Utah, Washington, and Wyoming.

WGA plans, manages and reports on its activities in four program areas: Regional Development; Lands and Water; Environmental Management; and state-federal relations through the Washington, D.C. office.

REGIONAL DEVELOPMENT

SMARTSTATES

The SmartStates initiative, a key part of Governor Ben Nelson's theme as chairman, seeks to harness the Governors' leadership in the widespread move toward more cost-efficient delivery of government services and global electronic commerce. Through SmartStates, the Governors are championing and guiding the development of accessible, cost-effective networked services in the public and private sectors.

Several states are taking the lead for certain information technology (IT) applications, as well as joining in regional network and applications development. Through this activity, SmartStates will promote cost sharing, coordination of procurement, strategic partnering with industry, and promotion of open systems through standards and protocols to avoid obsolescence and ensure network interconnectivity.

Governor Mike Leavitt of Utah, serves as lead governor for the SmartStates initiative, which was launched in December. At that time, a SmartStates Task Force was created consisting of Governors' IT advisors to develop action items for the Governors, set priorities, and execute a workplan. The task force is establishing a mentor or lead state for different IT applications; identifying areas where regional or multi-state collaboration on applications design, development, and implementation makes sense; and developing a "good practices" guide for Governors on governance of IT.

Following is a description of the initiatives falling under the SmartStates Banner.

Recent Reports

- *Information Technologies and State Governments: Challenges for Political Leadership (1995)*

A Western Virtual University

The creation of a western virtual university is a bold, break-the-mold approach to higher education. In December, Western Governors agreed to begin the design work for a learning system which will use advanced information technology to expand the delivery of instruction and foster the formal recognition of learning by employers and higher education institutions. Key goals include moving

towards competency- and performance-based credentialing, improving access to learning opportunities, reducing higher education costs, and meeting individual and private sector needs for lifelong learning. Participating states and public and private partners plan to establish an operating entity during the next fiscal year to make progress in achieving these goals over an 18-month period.

Governors Roy Romer and Mike Leavitt serve as lead Governors for the virtual university, which they have recommended be named the Western Governors University. Over the past six months, the design team refined the conceptual framework for the WGU and developed an implementation plan to present to the Governors for action at the 1996 annual meeting. That work was continuously reviewed by a governor-appointed regional advisory group, comprising senior representatives from industry, higher education and state government.

Under the direction of WGA, the National Center for Higher Education Management Systems (NCHEMS) developed an approach to competency assessment for the virtual university. It is based on the premise that the virtual university can enhance the marketplace for demonstrated competence through certification that is widely accepted. To provide focus for the upcoming roll out of the virtual university, NCHEMS recommended two skills areas—transferable math and quantitative skills and electronics-related manufacturing skills—for further work on competency standards and assessment leading to certification. WGA is working closely with industry and higher education to ensure this work will add value to existing efforts.

Also under the direction of WGA, the Western Cooperative for Educational Telecommunications, part of the Western Interstate Commission for Higher Education, developed a proposed design for the virtual catalog, including quality control criteria for course entry. The virtual catalogue will



allow students easy access to materials on programs and courses available from both industry sources and traditional higher education institutions. A proposed approach was also developed on how the WGU can best meet student needs for such services as advising, network access, and financial aid.

Funding for this initiative is provided by Educational Management Group and International Thomson Publishing.

Recent Reports:

- *Information Technology Governance and Policy Series, Report Number Two: Multi state Procurement (1996)*
- *From Vision to Reality: A Western Virtual University (1996)*
- *Western Governors University: A proposed Implementation Plan (1996)*
- An extensive set of interim reports on the WGU can be found on the SmartStates web site at www.westgov.org/smart/vu/vu.html.

Transportation Futures Project

Governors and business leaders concur that improving the West's transportation systems and connections between systems—be they highway, railway, air or water—is key to increasing the region's economic competitiveness in the global marketplace. However, public dollars for making such improvements are dwindling. Western governors decided this past year to tackle the issue by creating a public-private task force to identify ways government, business and the transportation industry could work in partnership to increase the efficiency, capacity and safety of the systems.

WGA Chairman, Governor Ben Nelson and former U.S. Transportation Secretary and Governor Neil Goldschmidt co-chaired the Transportation Futures Task Force, whose members include Gov. Mike Leavitt, Gov. Bob Miller, transportation leaders and business leaders who rely on transportation systems to move their products. Neil Goldschmidt, Inc. and the Federal Highway Administration assisted WGA in developing the issues and preparing recommendations for the Governors to consider at their annual meeting in June, 1996.

In their report, task force members identified impediments and inefficiencies in the current system. They also offered potential solutions, many of which employ innovative technologies and financing techniques, that will enhance our western lifestyle and meet the needs of commuters, shippers, farmers and emergency services, among others.

The recommendations will be used to address state and regional issues and to establish a western position before Congress when it takes up reauthorization of the Intermodal Surface Transportation Efficiency Act, the

Airport Improvement Act and local rail-assistance programs.

Recent Reports:

- *Transportation Futures: Moving the West's Economy (1996)*

Health Passport Project

Western Governors, through the Health Passport Project, are pioneering efforts to apply smart card technology to improve the management of public health programs serving women and children. Under the leadership of Governor Ed Schafer, the project supports related initiatives involving managed care, Medicaid, and Electronic Benefits Transfer.

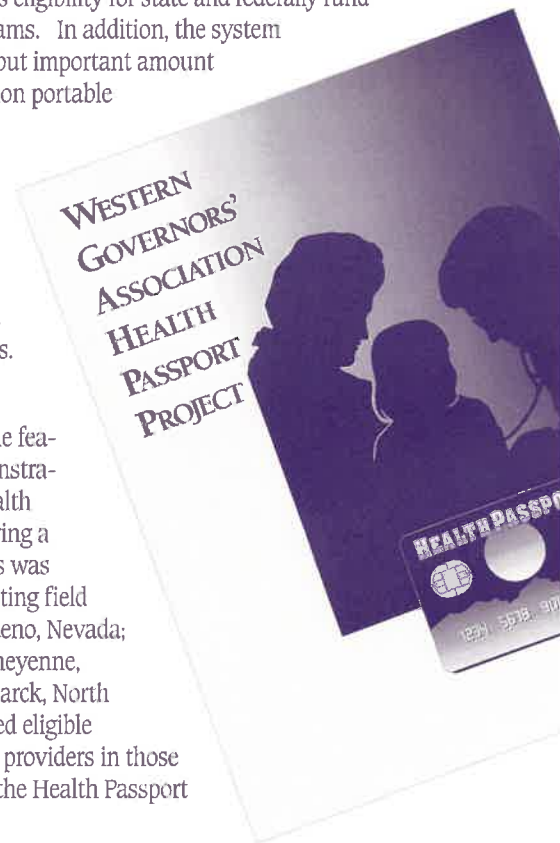
The focus is on developing a system for using a secure, portable electronic card that can simplify the process of determining a client's eligibility for state and federally funded health care programs. In addition, the system will make a limited but important amount of medical information portable and, therefore, more accessible. It may also be able to streamline insurance eligibility and claims settlement for both public and private providers.

In September, WGA issued a report on the feasibility of and demonstration design for a Health Passport. In late Spring a request for proposals was issued for implementing field demonstrations in Reno, Nevada; Twin Falls, Idaho; Cheyenne, Wyoming; and Bismarck, North Dakota. It is expected eligible patients and service providers in those states will be using the Health Passport in early 1997.

Funding for the project is provided by the Bureau of Maternal and Child Health, Public Health Service, Health and Human Services; Food and Commercial Service, U.S. Department of Agriculture; and U.S. Department of Defense.

Recent Reports:

- *WGA Health Passport Project: Final Feasibility, Assessment and Preliminary Demonstration Design (1995)*



Western Coalition for Electronic Benefits Transfer

In most western states, cumbersome and expensive paper-based government delivery methods will soon be replaced with integrated electronic payment systems known as electronic benefits transfer or EBT. These electronic systems operate in a fashion similar to debit and automatic teller machine networks, and they have demonstrated greater efficiency, better service, and new ways to control fraud in a host of state-administered cash and nutrition assistance programs.

During the past year, the following states organized under the auspices of the WGA to cut the costs associated with planning and developing these systems: Alaska, Arizona, Colorado, Hawaii, Idaho, North Dakota, Oregon, South Dakota, Utah, Washington and Wyoming. Gov. Mike Lowry is lead governor for this initiative, through which the states established an alliance to deliver state and federal cash and nutrition benefits in an integrated fashion. The states of Alaska, Arizona, Colorado, Hawaii, Idaho and Washington moved ahead with a joint procurement of EBT services, which generated economies of scale and corresponding lower EBT implementation costs for participating states.

The western states will continue to work closely during the coming year to ensure compatibility of EBT electronic infrastructure development and use—debit networks, point-of-sale devices, ATMs, etc.—by financial institutions, retailers, health care providers, other businesses, and government agencies throughout the region.

This program is funded by the federal Electronic Benefits Transfer Task Force.

Telemedicine

Telemedicine has the potential to significantly improve the health care of the West's rural residents and encourage health professionals to stay and work in these traditionally underserved areas.

However, the use of telecommunications technology to provide medical services over distance will remain limited unless its cost effectiveness can be demonstrated.

In 1995, the Governors instructed WGA to analyze telemedicine issues and recommend steps they

could take to expand availability of this service. The WGA Telemedicine Action Report describes barriers to the increased use of telemedicine and recommends specific issues for Governors to address within their states and as a region. The Governors unanimously endorsed these recommendations by resolution in June 1995. Since then, WGA has been working to implement the report's recommendations to overcome regional barriers. They include the development of a model state code for licensure of physicians and congressional proposals to federalize state confidentiality protections for medical records. WGA also hopes to work closely with the Federal Communications Commission and its Telecommunications and Health Care Advisory Committee over the coming year to address regulatory barriers to increased use of telemedicine. Gov. Ed Schafer is lead governor for this initiative.

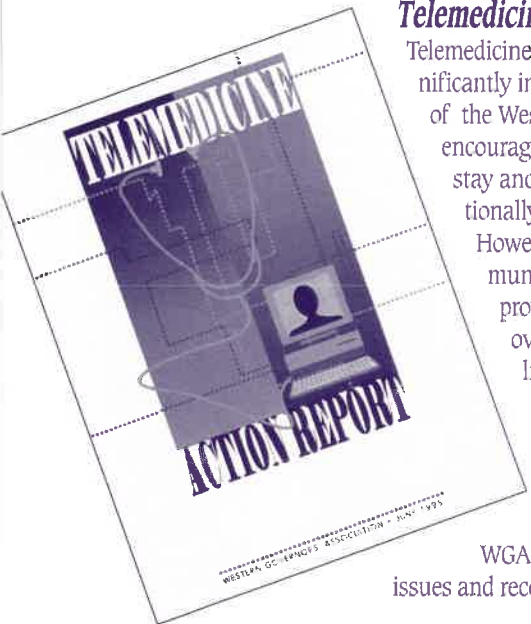
Recent Reports:

- *WGA Telemedicine Action Report (1995)*

INTERNATIONAL TRADE POLICY

States are presented with both opportunities and challenges as the North American Free Trade Agreement and the Uruguay Round of the General Agreement on Tariffs and Trade are implemented. WGA keeps its members informed of developments and works to strengthen the role of states in implementing these agreements and influencing trade policy as it impacts sub-national governments. In the face of internationally negotiated agreements, the trade policy program helps states maintain their sovereignty, particularly with regard to environmental and natural resources measures. WGA provides technical trade expertise on issues specific to a state's interest, serves as a conduit for states to communicate with trade policy makers, and coordinates western state trade policy positions.

In November 1995, WGA cosponsored a conference in Austin, Texas entitled "The Impacts of Trade Agreements on State/Provincial Laws." The conference included sessions on the risk to sub-national laws from international trade agreements, sub-national and federal procedures for addressing trade issues, the NAFTA environmental institutions and opportunities for states, and the status of decentralization efforts between the federal government in Mexico and the Mexican states. Each WGA state sent at least one representative to the conference, as did a number of other states. The consensus among the participants was that state-federal communications on trade agreement implementation has broken down and that states needed to reinvigorate this process. It was also recommended that states get involved in the federal government's efforts to negotiate a multilateral investment treaty that could





potentially preempt state laws, and that states get more involved in the work of the NAFTA environmental institutions.

WGA is working on each of these important international trade policy issues with its members.

WGA also is working with USTR and the

National Governors' Association to ensure state participation in harmonization committees and other aspects of GATT and NAFTA that call

for input from states. A report analyzing state impacts of the multilateral investment agreement is being prepared. Through the trade policy program and the border environmental dialogue project detailed below, WGA is providing opportunities for its members to participate in the work of the NAFTA environmental institutions. Furthermore, WGA is developing a conference program for the National Association of State Development Agencies that would educate its members on how trade policy impacts state laws.

The William and Flora Hewlett Foundation and the Charles Stewart Mott Foundation provide support for the international trade policy program.

Recent Reports:

- *International Trade, the Environment, and the States: An Evolving State-Federal Relationship*; Journal of Environment and Development, University of California San Diego (1995)

BORDER ENVIRONMENT DIALOGUE

The Border Dialogue creates opportunities through a number of initiatives for U.S. and Mexican state and federal officials to work together on cross-border health, environmental and natural resource issues of mutual concern. WGA is working with various federal agencies and the trilateral Commission for Environmental Cooperation (CEC) to ensure a state role in the CEC's work on a transboundary environmental

impact assessment procedure (TEIA) for North America. If a project has the potential for transboundary pollution impacts, TEIA could allow for notice of projects, assessment and mitigation between states and provinces. In conjunction with its international trade policy program described above, WGA is aiding those states that share a border with Canada or Mexico in developing positions on TEIA.

Representatives from Washington, California, Texas, and Montana have attended CEC meetings on TEIA to help develop TEIA recommendations by the end of 1996.

WGA sponsored and helped organize a February meeting in Ciudad Victoria, Mexico for environmental officials from Texas, New Mexico, Arizona, and California. They met with officials from each of Mexico's northern border states and with Mexican federal officials to offer assistance in building the capabilities of Mexican state environmental agencies under a World Bank northern border environmental loan to Mexico. At this meeting important relationships were established, and WGA states agreed to plan with their Mexican colleagues a number of environmental training sessions for all the border states in the near term. By building Mexican state capacity, these sessions will contribute to decentralization efforts in Mexico and will allow for integration of state environmental programs across the border.

WGA is consulting with its states on the manner in which such state-to-state interactions can be institutionalized for the long term.

WGA sponsored three meetings during the first half of 1996 for environmental officials from its southern border states and their cross-border Mexican state colleagues to confer with officials from the Border Environment Cooperation Commission (BECC) and the North American Development Bank (NADBank). These institutions were designed to certify and provide loans to environmental infrastructure projects in the U.S.-Mexico border region. Through these meetings, states are assisting the BECC and the NADBank in focusing technical expertise and resources on the infrastructure problems faced by small communities on the border. Finally, WGA grant resources have been devoted to border non-governmental organizations to build relationships across the border and to allow for enhanced binational coordination of these groups at BECC meetings.

Governor George Bush of Texas serves as lead governor for the Border Environment Dialogue program. The Ford Foundation and the Charles Stewart Mott Foundation provide support.

ENVIRONMENTAL MANAGEMENT

GRAND CANYON VISIBILITY TRANSPORT COMMISSION

In June, the Grand Canyon Visibility Transport Commission made its final recommendations for protecting and improving visibility at 16 national parks and wilderness areas on the

Colorado Plateau. The five-year process involved hundreds of participants—all levels of government, industry, environmental groups and private citizens. It proved the region can reach consensus on difficult environmental issues and on alternatives to prescriptive solutions imposed by the federal government.

The commission, chaired by Governor Fife Symington, held three rounds of public hearings throughout the West and relied on the extensive work of its Public Advisory Committee in making recommendations to the U.S. Environmental Protection Agency. The EPA has 18 months to act.

The Public Advisory Committee developed several strategies to ensure reasonable progress is made toward a national visibility goal. Its recommendations were based upon the following set of principles:

- Define reasonable progress as achieving continuous emission reductions to reduce existing impairment and managing emissions growth to prevent the loss of clear days.
- Include all sources that contribute to visibility impairment in developing strategies for emissions reductions.
- Develop solutions that are regional in nature and sensitive to issues of equity.
- Emission reductions from existing federal, tribal and state air quality laws are expected to occur.

Voting members of the commission included eight western governors (or their designees) and four tribal leaders. One tribal representative, four federal land managers and EPA were non-voting members.

The U.S. Environmental Protection Agency provides funding, however, in-kind contributions from all levels of government, businesses and environmental groups constitutes the major resource base for this project.



Grand Canyon National Park

Recent Reports:

- *Grand Canyon Visibility Transport Commission: Recommendations for Improving Western Vistas (1996)*
- *Proposed Recommendations of the Grand Canyon Visibility Transport Commission: Public Advisory Committee Report (1996)*

ENVIRONMENTAL MANAGEMENT REFORM

Air Quality Initiative

At the Western Governors breakfast meeting in Vermont on August 1, 1995, the Governors initiated a project to simplify state-federal environmental relations and reduce the cost of environmental management activities. The goal of the project is to recommend ways to cut overhead, decentralize EPA administrative activities to the states where appropriate, and simplify environmental administration and compliance activities for states and the regulated community.

Improving air quality management in the West in the face of new fine particulate requirements is the first target of this initiative. Western states, expected to deal with new federal requirements for a fine-particulate health standard and regional haze, are working with the EPA, industry and environmentalists to explore how institutional and regulatory reform can result in better use of public and private resources and more efficient air quality management. The benefits of moving towards performance-based relations with EPA will be evaluated as an alternative to prescriptive administrative practices. Also to be reviewed is the efficacy of using the current EPA office structure to support air pollution problems related to regional transport and particulates.

The public-private steering committee working on this initiative will assess the feasibility of using economic incentives, such as market trading, to replace or supplement more traditional command-and-control approaches. The committee will also examine the role economic incentives could play in managing emissions from mobile sources, e.g. cars and trucks.

Representatives of WGA and EPA have raised the possibility of extending this project to another area of concern in a second phase, if the Clean Air Act effort remains promising.

HAZARDOUS WASTE REGIONAL DIALOGUE

The regional dialogue for hazardous waste was established in 1989 and is currently lead by Governor Mike Leavitt. A technical advisory group supports the forum, through which the Western Governors and their staff resolve regional and interstate hazardous waste issues. Member states, through the dialogue process, provided certification to EPA that the

West has the capacity to manage its hazardous wastes. This certification enables member states to continue to receive Superfund cleanup monies

The technical advisory group prepared a report last fall summarizing the methods employed by the western states to minimize the amount of hazardous waste requiring management. All of the western states made a commitment to implement a waste minimization program for the largest volumes of waste.

The technical advisory group published a document in December identifying the principle hazardous waste issues facing the West. The issues focus on the redefinition of roles for the U.S. Environmental Protection Agency, state resources to continue to support the oversight of hazardous waste management and pending federal legislation. The technical advisory group supported the regional dialogue as the one means through which states can develop joint positions; communicate the West's position on national and international issues; and resolve interstate conflicts related to the movement, treatment and disposal of hazardous waste in the West.

Recent Reports:

- *Regional Hazardous Waste Minimization (1995)*
- *Western Hazardous Waste Issues (1995)*

NUCLEAR WASTE TRANSPORTATION

In February, WGA's Chairman Governor Ben Nelson signed a memorandum of agreement with Secretary of Energy Hazel O'Leary committing the department to use transportation safety protocols developed by WGA for the shipment of radioactive waste to the Waste Isolation Pilot Plant in New Mexico. In addition, several southern states are using the protocols as a model in preparing their transportation program guide.

Governors Phil Batt and Bob Miller provide leadership for the radioactive waste pro-

gram. Governor Gary Johnson joins them as co-lead governor for transportation issues related to WIPP.

On another front, WGA signed a second cooperative agreement with DOE's area office in Carlsbad, N.M., covering two projects. It provides funding for shipment preparation of transuranic waste to the WIPP site. It also supports regional and state planning for other DOE radioactive waste shipments. Both projects have as their objective the safe and uneventful movement of radioactive waste through western states.

During the past year, shipping campaigns for highly radioactive cesium capsules and radioactive nitric acid were completed. Both campaigns, which were coordinated by WGA's Technical Advisory Group on WIPP Transportation, were completed without a single accident or incident. In addition, the cesium campaign was completed ahead of schedule and under budget.

The Technical Advisory Group is currently assisting western states prepare for the shipment of radioactive and mixed radioactive/hazardous waste resulting from the cleanup and realignment of DOE facilities. Future shipments include those resulting from the return of spent nuclear fuel from foreign research reactors in accordance with the non-proliferation treaties; implementation of intersite agreements for the treatment and disposal of cleanup waste under the Federal Facilities Compliance Act; and the consolidation of strategic materials.

Recent Reports:

- *Waste Isolation Pilot Plant Transportation Safety Program Implementation Guide (1995)*
- *Memorandum of Agreement Between the U.S. Department of Energy and WGA For the Safe Transport of Transuranic Waste to the Waste Isolation Pilot Plant (1996)*

WASTE REMEDIATION TECHNOLOGY DEVELOPMENT (DOIT COMMITTEE)

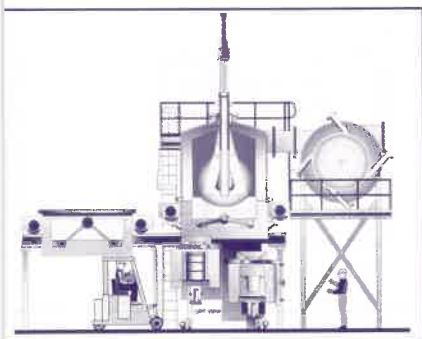
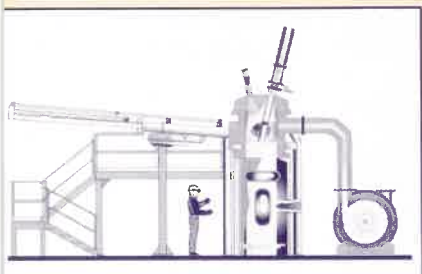
In June 1996 the Committee to Develop On-site Innovative Technologies recommended new state and federal policies for development of innovative technologies and waste site cleanup. The recommendations were contained in the committee's final report which was released during the WGA Annual Meeting. Governors Bob Miller, Mike Leavitt, Ben Nelson and Pete Wilson were members of the DOIT Committee, along with the Secretaries of Defense, Energy and Interior and the Administrator of the EPA. The executive director of WGA and the director of the Office of Management and Budget were ex-officio members.

The recommendations will expedite the cleanup of federal waste sites by advancing new technologies and new approaches to the problem. Millions of tax dollars can be



A cask for radioactive waste is inspected during a WIPP training exercise.

saved and a stronger environmental technology industry will result in implementation of the recommendations.



Drawings depict a new, mixed waste treatment technology called the plasma hearth process, which transforms radioactive waste into glass-like rock. It was demonstrated as part of the DOIT project at the Idaho National Engineering Laboratories.

Regional work groups composed of state, tribal, federal, industry, environmental, and other representatives developed the recommendations over a period of nearly four years.

Demonstration site teams at seven federal facilities tested these new approaches over the last two years, which included broader citizen involvement in decisionmaking, enhanced coordination, streamlined regulatory review, and incentives for innovation.

In addition to the demonstration site teams, the Governors approved a framework for interstate regulatory cooperation on the permitting and evaluation of promising new technologies at their summer meeting last year. Industry has long contended they spend an inordinate amount of time going state to

state to prove that their new technologies work. A group of state regulators successfully tested an interstate framework over the last year and, as a result, one of the DOIT Committee's recommendations was to continue this interstate regulatory collaboration.

Recent Reports:

- *Recommendations of the Committee to Develop On-site Innovative Technologies (1996)*
- *Mixed Waste Working Group Final Report (1996)*
- *Abandoned Mine Waste Working Group Final Report (1996)*
- *Military Munitions Working Group Final Report (1996)*
- *Hazardous Waste Generic Technologies Working Group Final Report (1996)*
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PUBLIC LANDS AND WATER

REGIONAL WATER POLICY

The West continues to see rapid changes in the management of western water. In this era of growing demands and changing values, a number of state and local groups have gravitated to a "watershed approach" to enhance local input,

integrated management, and adaptation to changes on a site-specific basis. WGA has joined in a collaborative effort with the Western States Water Council (WSWC), the National Conference of State Legislatures, and the Natural Resources Law Center at the University of Colorado to understand what makes watershed efforts work where they do, and what lessons are transferable.

After careful analyses of watershed efforts to date and state roles in watershed management, WGA is developing a handbook for local watershed groups that emphasizes unique western factors to consider and is providing funding to the WSWC to develop a report for state water managers. These outcomes are part of a larger package from WGA's collaborators that include an inventory and analysis of current western watershed efforts, a comprehensive source book on watershed management and a guidebook for legislators. In addition, WGA is working with local, state, and federal interests to identify common objectives among western states and to advance those objectives in the appropriate legislative or executive forum.

Pursuant to a policy resolution calling for the creation of an incentive in the Clean Water Act for voluntary remediation of water quality impacts at abandoned and inactive mine sites, WGA continues to work to amend the Clean Water Act. The WGA proposed language, which was included in the House bill, shields states from liability when they engage in remediation efforts at abandoned and inactive mine sites. WGA has also been working with western states on language for an NGA Clean Water Act package. The areas addressed are water rights (section 510), state certification (section 401) and arid area water quality standards.

As part of the reconfiguration of the way WGA conducts western water policy, WGA has forged a closer link between WGA's Denver office, the D.C. office, and the WSWC. The WSWC will provide staff support to WGA and work with the D.C. office staff on actions being considered by the Congress and/or the Administration. The Denver office will ensure close liaison with issues of concern to Governors.

The Ford Foundation and EPA provide financial support for these efforts.

Recent Reports:

- *The Watershed Source Book: Watershed-Based Solutions to Natural Resources Problems, University of Colorado Natural Resources Law Center (1996)*
- *Watershed Management: Toward Local Initiative in Solving Water Problems, National Conference of State Legislatures (1996)*
- *Water Policy and Growth Management (1995)*
- *"Retooling Western Water Management: The Park City Principles," Water Law Trends, Policies and Practices, published by the ABA (1995)*

PUBLIC LANDS AND NATURAL RESOURCES MANAGEMENT

WGA is working with local interests, state legislators, the Western States Water Council and the Western Interstate Energy Board, to identify common objectives among western states on the issues described below. WGA will then advance those interests in community, state and federal forums. By examining existing laws and policies both selectively and collectively, Governors can identify and promote opportunities to improve governance and the existing policy framework for western lands and coastal management.

Endangered Species Act — The primary focus of the WGA Public Lands Program has been the Endangered Species Act. In this regard, WGA created a task force of state representatives to develop principles and a legislative bill for reauthorization of the Endangered Species Act. A summary of this year's ESA activities can be found in the next section of the annual report: Bringing the West to Washington.

Wildland/Urban Fire Interface — Western Governors passed a resolution at the 1995 annual meeting noting the need for clear and comprehensive fire policies concerning the wildland/urban interface. A WGA task force was formed with membership from federal, state, and local governments, the insurance industry, the homebuilders association, and professional firefighting organizations. A final report and action plan for implementation of the recommendations was completed in February. The WGA has developed a working relationship with the National Association of State Foresters, who will take a lead role in implementing the recommendations. Funding for this project was provided by the U.S. Departments of Agriculture and Interior and the Insurance Institute for Property Loss Reduction.

Public Land Law Review — State public lands experts recently began exploring how various public lands laws are working—or not working. Their objective is to examine laws governing the Bureau of Land Management and the Forest Service to determine what opportunities may exist to

improve the ability of those agencies to meet their broad policy goals while integrating various legislative mandates, e.g. the Endangered Species Act, National Environmental Policy Act and Clean Water Act. The review could result in recommendations or proposed legislative language to resolve conflicts among various laws. The goal is to improve the health of the land and enhance the sustainability of communities.

Recent Reports:

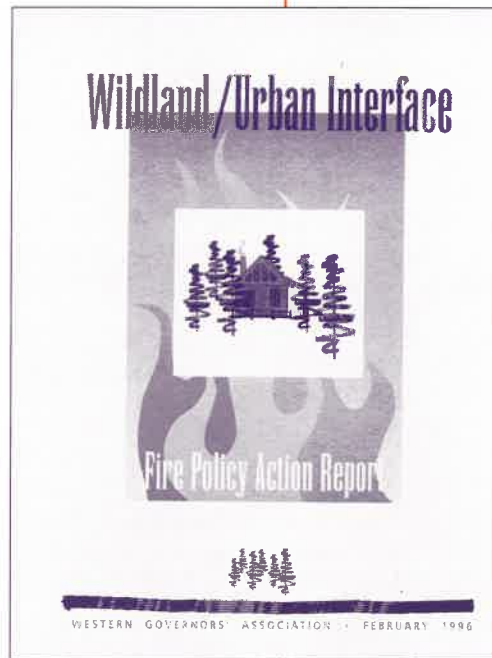
- *Endangered Species Act: Legislative Reform Package (1995)*
- *Wildland/Urban Interface: Fire Policy Action Report (1996)*
- *Wildland/Urban Interface: Action Update (1996)*

GREAT PLAINS PARTNERSHIP

The mission of the Great Plains Partnership is to catalyze and empower the people of the Great Plains to define and create their own generationally sustainable future. The initiative, which relies on "good science and good sense," is co-chaired by Governor Ben Nelson and John Sawhill of The Nature Conservancy. Governor Jim Geringer has agreed to become lead governor in June. This past year, GPP has moved forward on several fronts including on-the-ground projects, science and data, and public involvement.

The GPP Work Group is assisting on-the-ground projects, both to learn how to provide coordinated multi-partner response and to test and demonstrate community-based innovations in conservation. For example, in the Rainwater Basin in Nebraska, a newly developed model classifying wetlands by functional values will be used by local landowners to develop wetlands banks and other market mechanisms to safeguard both wetlands and farming. State and federal agencies are demonstrating flexibility to achieve both the goals of the local people while also

complying with existing regulations. The State of Texas is initiating a program to develop a community-based conservation strategy for endangered species associated with short grass prairies. The intent is to expand this program to neighboring panhandle states. Wyoming, South Dakota, and Montana have initiated a critical, comprehensive watershed effort on the Belle Fourche River to address the natural



resource goals, issues, and concerns on the entire drainage. Minnesota and Iowa have developed a proactive program to conserve valuable remnants of the tall grass prairie ecosystem.

In *science and data*, both the Great Plains International Data Network (a large partnership initiated by GPP and funded by EPA) and the Northern Prairie Science Center of the National Biological Service have developed Home Pages for Plains information. The Home Page address is www.epa.gov/GPIDN. Efforts to improve and expand this Home Page are on-going with emphasis on close coordination with all states and their respective GIS activities.

In *public involvement*, GPP has completed its series of focus groups to better understand concerns and goals of Plains' residents. The report, entitled *A Way of Life - Great Plains Citizens Talk About Ecosystems*, was prepared by the Harwood Group for the Great Plains Partnership. It provides excellent information for anyone working with groups regarding natural resource management in the Great Plains. An outreach subcommittee is working on a campaign tentatively titled "Celebrate the Plains." It will hold a series of community events in conjunction with local projects, distribute a newsletter called "Plains Speaking," and will develop an outreach kit for local projects. The Natural Resources Conservation Service has loaned GPP the services of employee Jim Schwartz to develop a recognition program for noteworthy projects and to expand GPP's assistance to additional projects. In an effort to expand the public's knowledge of the value and benefits of grasslands, GPP is working with the Smithsonian Institution in the development of an educational package.

The Great Plains Partnership includes state and federal resource agencies, non-governmental organizations, trade and industry groups, and Canadian provinces. Funding has been provided by EPA, the U.S. Fish and Wildlife Service, the Department of Defense, the Province of Manitoba, the Natural Resources Conservation Service, the Bureau of Reclamation, the Ford Foundation, and the State of Minnesota.

Recent Reports:

- *A Way of Life - Great Plains Citizens Talk About Ecosystems (1996)*

BRINGING THE WEST TO WASHINGTON

WGA maintains an office in Washington, D.C., which serves as its liaison to the western congressional delegation, key congressional committees, the cabinet and other executive branch agencies. The office uses WGA's policy resolutions as its principal lens to develop coalitions, provide technical assistance as issues arise, and to influence the shape of federal law, regulations, and administrative decisions. A major portion of the office's work entails identifying, tracking, analyzing and reporting on federal legislation and regulatory actions that affect the West.

ENDANGERED SPECIES ACT

Last year, WGA's ESA task force under the leadership of Governor Mike Leavitt developed legislative principles for reauthorizing and amending the Endangered Species Act in a way that would strengthen the role of the states, streamline the Act, and provide increased certainty and assistance

for landowners and water users who are affected by the Act. Last fall, Governors Ben Nelson, Ed Schafer, and Leavitt submitted on behalf of WGA legislative language to appropriate House and Senate committees. ESA reauthorization bills introduced in both bodies have included many provisions based on WGA's proposal.

WGA's legislative reform package has been viewed as representing the common ground on this very contentious issue. WGA's Washington, D.C. office worked closely with the majority and minority leadership of the Senate Environment and Public Works Committee as they launched an intensive effort to develop a bipartisan bill to reauthorize the Act that could be passed unanimously by both the subcommittee and full committee. The office also worked closely with the House leadership and members working to find common ground on the issue, and provided technical assistance to a working group of industry and environmental representatives developing a legislative proposal. In both of these recent initiatives, the office has constantly infused the hands-on expertise of state experts into their negotiations.



GPP members visit a ranch in the Sandhills of Nebraska to see first hand the work the Sandhills TaskForce is doing to enhance the wetland-grassland ecosystem in a way that sustains profitable private ranching, wildlife and vegetative diversity, and associated water supplies.

CLEAN WATER ACT REAUTHORIZATION

After the House passed its Clean Water Act reform bill last May, reauthorization efforts in Congress slowed greatly. WGA incorporated four western states' proposals into a package offered by the National Governors' Association. They included Good Samaritan cleanups of abandoned mines, arid areas issues, Section 401 state water quality certification, and state water rights' also referred to as Section 510.

In January, the House took one of the issues within WGA's arid areas' proposal and passed it as a stand-alone bill under the 'Correction's Day' calendar. The bill, H.R. 2567, would give states flexibility to regulate constructed water conveyances for the purposes for which they were constructed.

MUNICIPAL SOLID WASTE

In March, Congress passed and the President signed the first environmental reform bill to become law during the 104th Congress, H.R. 2036. The new law exempts small landfills from groundwater monitoring if the landfill is in an area that receives less than 25 inches of rain per year or serves a community whose surface transportation is annually interrupted during at least three consecutive months, thus preventing access to a regional facility. Small landfills are defined as receiving less than 20 tons of solid waste per day. A Senate amendment granted states further flexibility in regulating small landfills. WGA assisted Governors Gary Johnson and Tony Knowles, who were strong supporters of the bill, in advocating its passage. Additionally, Governors Nelson and Schafer expressed support for the bill on behalf of WGA in a September letter to the House Commerce Committee.

WGA also continued to monitor legislation that would allow the regulation of out-of-state generated solid waste. In June, Governors Nelson and Leavitt sent a letter to the House Commerce Committee in support of the Interstate Waste Control Act of 1995 and advocating the adoption of amendments that would authorize states to impose percentage limitations and cost recovery fees on out-of-state waste. WGA continued to coordinate efforts with Midwestern states on the issue. Negotiations between exporting and importing states have been unsuccessful in producing a bill agreeable to both sides.

MINING LAW OF 1872

Under the leadership of Governors Leavitt, Bob Miller, and Roy Romer, WGA has worked closely with the Administration, the Senate Energy and Natural Resources Committee, the House Resources Committee, and industry and environmental organizations as the major legislative

proposals were developed over the last few years. The issue has become deadlocked within both houses. Reform efforts moved from the authorizing committees to the appropriations and budget processes where it has also come to a standstill. WGA continues to monitor the issue.

BUDGET

The D.C. office has closely followed the budget process including the budget resolution, the rescissions bill, the regular and omnibus appropriations bills, and reconciliation. Through the scope and profundity of reforms advanced by the 104th Congress, the roles of the states vis a vis the federal government are being rethought. WGA has particularly monitored efforts to reform the Interior Department and the Environmental Protection Agency, as well as environmental statutes and individual laws affecting public lands.

PUBLIC LANDS REVIEW

Under the leadership of Governors Jim Geringer and John Kitzhaber, WGA has helped coordinate and complete a review of the laws governing the management of public lands. The purpose of the Public Lands Review was to determine if opportunities exist to improve the ability of the Bureau of Land Management and the Forest Service to achieve broad policy goals while integrating various legislative mandates in the laws governing public lands. The lead Governors will consider the information gained from the process, and possibly develop a policy resolution for consideration at the WGA Annual Meeting.

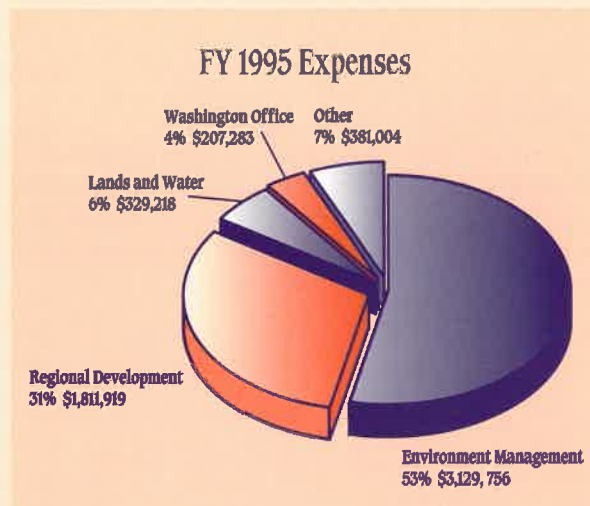
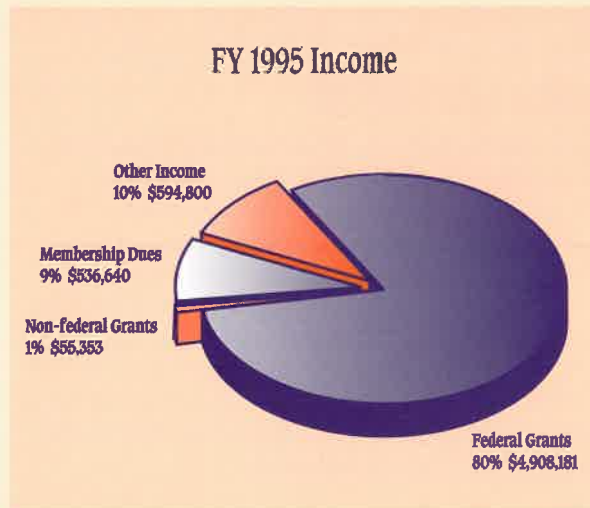
PUBLICATIONS

Copies of the reports cited in the FY 1996 In Review can be obtained free of charge by calling the Western Governors' Association Denver office at (303) 623-9378. Most WGA publications and resolution summaries are also available on the Internet at <http://www.westgov.org>.

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 1994 were \$36,000 per state and \$6,000 per territory/commonwealth.

During the fiscal year ended June 30, 1995, WGA's income totaled \$6,094,974. Approximately 80 percent of this amount was received from federal agencies for various projects.



Statement of Support, Revenues and Expenses and Changes in Fund Balance for the Year Ended June 30, 1995

Support and Revenues

Membership Dues	\$ 536,640
Contracts	4,908,181
Grants	55,353
Allocations to (from) Western Governors' Foundation	151,114
Other Income	416,509
Interest Income	27,177
	<hr/>
Total Support and Revenues	<u><u>6,094,974</u></u>

Expenses

Personnel	926,710
Fringe Benefits	201,134
Consultants and Subcontractors	2,180,478
State Subcontracts	1,504,415
Meetings and Travel	662,123
Rent	84,506
Equipment Rental and Maintenance	11,720
Telephone	91,472
Printing and Copying	57,845
Depreciation	36,007
Postage, Shipping and Courier	35,671
Office Supplies	50,712
Other Expenses	5,599
Books, Publications, and Dues	10,788
	<hr/>
Total Expenses	<u><u>5,859,180</u></u>

Excess of Support and Revenues over (under) Expenses	235,794
Fund Balance, beginning of year	559,303
Fund Balance, end of year	<u><u>\$ 795,097</u></u>

Excerpted from the audit report of Loomis, Chasteen & Company, PC CPAs

WESTERN GOVERNORS' BIO SKETCHES



ALASKA

TONY KNOWLES (Democrat) was elected Governor of Alaska in 1994 after campaigning on a "new directions" theme that focused on jobs for Alaskans, better schools and budget discipline. Prior to election as governor,

Knowles served two terms as Mayor of Anchorage (1982-1987). Then the fastest growing city in the nation, Anchorage was named All-American City in 1984. As Mayor, Knowles helped private industry create hundreds of new jobs and prepared Anchorage for the future with new city services. At the same time, the cost of government per person decreased. Knowles moved to Alaska in 1968 following his graduation from Yale University with a degree in economics. After working for a year as a roughneck in the oil fields, Knowles opened his first restaurant in Anchorage, where he still owns the popular Downtown Deli and Cafe. Knowles likens government to his 25 years of restaurant experience. "You've got to give the customer what they want, live within your means, and roll up your sleeves to do whatever needs to be done." Knowles was born in Tulsa, Oklahoma on January 1, 1943. A Vietnam veteran, Knowles served in the 82nd Airborne division and volunteered for Vietnam duty in 1964. In addition to being Mayor, Knowles served on the Anchorage Assembly for four years (1975-1979). In 1988 he was appointed to the North Pacific Fishery Management Council, where he initiated efforts to reduce the waste of fishery resources on the high seas. He and his wife Susan have three children.

Term expires December 1988



AMERICAN SAMOA

A.P. LUTALI (Democrat) was born in Aunu'u, American Samoa. He has had a long career in education, the legislature, and the judiciary in American Samoa. From 1935 to 1941, he taught school in American Samoa, and from

1951 to 1954, he served as administrative supervisor for public schools. He was chairman of the Samoan Culture Curriculum Committee from 1952 to 1954, a member of the Board of Education from 1955 to 1958, and chairman of the first American Samoa Board of Higher Education, which established the American Samoa Community College, Mapusaga, in 1974. Governor Lutali was admitted to practice in the High Court of American Samoa in 1954 and was one of the founders of the American Samoa Bar Association

in 1972. He served as chief judge of the Lands and Titles Division. He was elected to the Samoan House of Representatives in 1955 and served as its speaker, 1955-1958. He was selected from the American Samoa Senate in 1977 and was elected president in his first year. He was chairman of the 1966 Constitution Convention and was American Samoa's Washington, D.C., delegate at large from 1975 to 1979. He was first elected Governor of American Samoa in 1984 and lost his bid for a second term in 1988. In 1989, he was returned by his district Sa'ole to the Senate where he served as Chairman of the Committee on Government Operations until he was again sworn in as Governor on January 3, 1993. Lutali and his wife, Susana, have nine children.

Term expires January 1997



ARIZONA

FIFE SYMINGTON (Republican) was sworn in as the nineteenth Governor of Arizona on March 6, 1991 and was reelected to that office in 1994. Raised in Maryland, Symington graduated from Harvard in 1968. He was intro-

duced to Arizona while stationed at Luke Air Force Base in 1968. In 1971, he received the Bronze Star medal for his service in Southeast Asia during the Vietnam War. 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 and industrial development firm, The Symington Company. Since taking office, Symington has carried out his agenda of tax reduction, economic development, fiscal accountability in government, education reform, crime reduction and a balanced environmental program. During the 1995 legislative session, Fife Symington ushered through a fourth consecutive decrease in Arizona taxes. This \$200 million decrease, in combination with his 1994 Middle Income Tax Relief Act of \$100 million, has reduced the income tax liability of all Arizona taxpayers by 21 percent. Symington has also recognized the need for excellence in government. He initiated Project SLIM (state long-term improved management) to produce top quality service in a streamlined state government. Total Quality Management is now a permanent part of Arizona state government through the Governor's Office for Excellence in Government. He served as chairman of the Western Governors' Association during the 1993 fiscal year. He is married to Ann Pritzlaff Symington and has five children.

Term expires January 1999



CALIFORNIA

PETE WILSON (Republican) was first inaugurated Governor in January, 1991 and was re-elected to that office in 1994. He 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 and his wife, Gayle, have two children.

Term expires January 1999



COLORADO

ROY ROMER (Democrat) the thirty-ninth Governor of Colorado, is a veteran political and business leader in the state. Romer has been the state's chief executive since January 1987 and will serve in that position until January

1999. He previously served from 1977-87 as Colorado state treasurer. He was a member of the Colorado House from 1958-62 and a member of the Colorado Senate from 1962-66. Major items on Romer's agenda for his third term include working with Coloradans on directing the state's growth and protecting its beauty and environment; reforming and improving the educational product of the state's public schools, colleges and universities; toughening the state's criminal laws; and making state government more user friendly both for business and individual citizens. He also is continuing to work to ensure that the state's economy remains healthy and that Coloradans are prepared to fill available new jobs. Romer is chairman of the Educational Commission of the States and a past chairman of the National Governors' Association. He continues to serve on the NGA board of directors and as co-chair of the association's task force on health care reform. He also has been a member of the National Education Goals Panel since its inception. As the goals panel's first chairman, he was responsible for developing the first national education report card. He also served as co-chair on the National Council on Education Standards and Testing. The 66-year-old Romer, who grew up in the southeastern Colorado town of Holly, also has had an active business career. He is an owner of a chain of construction equipment stores in

Colorado, Virginia and Florida. He developed a portion of Colorado's Centennial Airport, ran a flying school and owned and operated a ski area. Romer and his wife, Bea, have seven children.

Term expires January 1999



GUAM

CARL T. C. GUTIERREZ (Democrat) was born in Agana Heights, Guam on October 15, 1941. He graduated from South San Francisco High School in 1960. Shortly after his graduation, Governor Gutierrez enlisted in the

United States Air Force, where he was trained in high technology. He left the Air Force in 1965, and returned home to Guam. Governor Gutierrez has been an active member of Guam's business community since the early 1970s, when he established his own business, Carlom Enterprises, a builder of residential homes and commercial structures. He has also served as a consultant and board member to other firms. First elected to public office in 1972, Governor Gutierrez served in the Guam Legislature from 1973 to 1986, including two terms as speaker. He was re-elected to the senate in 1989, serving as chairman of the Ways and Means Committee. He held the chairmanship until 1994, when he was elected Governor. Governor Gutierrez has served as president of the Constitutional Convention and the Association of Pacific Island Legislature, as well as host president of the Asian-Pacific Parliamentarian's Union. In the 1980s Governor Gutierrez received an honorary doctorate of humanities from the World Academy of Arts and Sciences. He started a non-profit organization called "People Helping People" in 1994. The main objective of the charitable/civic group is to extend financial assistance to residents of Guam requiring medical treatment off-island. Governor Gutierrez is married to Geraldine ("Geri") Torres Gutierrez. They have three children.

Term expires January 1999.



HAWAII

BENJAMIN J. CAYETANO (Democrat) was born in Honolulu, Hawaii. He received a bachelor's degree in political science from the University of California at Los Angeles (UCLA) in 1968, and a law degree from Loyola Law School in

1971. Governor Cayetano has served for over two decades in public office, winning seven elections between 1974 and 1994. He served in the Hawaii House of Representatives

from 1975 to 1978, and in the Hawaii State Senate from 1979 to 1986. From 1983 to 1986, he was a partner in a Honolulu law firm. He was elected lieutenant governor in 1986 and reelected in 1990; he served in that position until he was inaugurated Governor in December, 1994. For four consecutive years, from 1976 to 1980, he was recognized as one of Hawaii's "Ten Most Effective Legislators" by the *Honolulu Star-Bulletin*. He is a recipient of the 1991 Excellence in Leadership Medallion from the Asia-Pacific Academic Consortium for Public Health, the 1993 UCLA Alumni Association Award for Excellence, and the 1993 Award of Merit from the University of Hawaii College of Education. In 1995 he received the Hawaii Chapter of the American Society of Public Administration's Award for Ethics in Government and the UCLA Distinguished Leadership Award, as well as the UCLA Medal, the highest honor bestowed by the university, for his "remarkable record of public service." The University of the Philippines awarded an honorary doctorate of laws degree in 1995 to Governor Cayetano, who is the first Governor of Filipino ancestry in the United States.

Term Expires December 1998



IDAHO

PHILIP E. BATT (Republican) became Idaho's twenty-ninth Governor on January 2, 1995. He was born in Wilder, Idaho in 1927 and went on to college at the University of Idaho, but his education was interrupted for two years

when he volunteered for the Army Air Force. Batt has a long history of public service, first elected to the Idaho State Legislature in 1965. He served two years in the House and 14 years in the Senate. He also served as Lieutenant Governor from 1978 until 1982, where he positioned himself as an ombudsman. The hallmark of Batt's legislative career is an ability to resolve complicated issues while he acts as a mediator. Governor Batt also has a long, outstanding record of innovation in agriculture. He was instrumental in bringing new varieties of hops to the United States and Idaho. His experimentation with new varieties of brewing barley, sweet yellow onion and other crops has provided a strong economic structure to Idaho farmers. A strong fiscal conservative, Batt believes the private sector can do nearly anything better than the government. He believes that Idaho's relative prosperity has been mainly due to a conservative legislature that refrains from high taxation and over-zealous regulation. Batt and his wife, Jacque, have three children.

Term expires January 1999



KANSAS

BILL GRAVES (Republican), was elected the forty-third Governor of Kansas on November 8, 1994. By securing 64 percent of the vote, Graves garnered the largest percentage of any 1994 non-incumbent state's gubernatorial

candidate in the United States. In addition, he carried 102 of the 105 counties. Prior to assuming office on January 9, 1995, (his 42nd birthday), Graves served eight years as Kansas Secretary of State — first elected in 1986 and reelected in 1990. A native of Salina, Graves grew up involved in Graves Truck Line, the family business. Throughout high school and until 1975, when he graduated from Kansas Wesleyan University in Salina, Graves continued to work in all aspects of the family business. He later pursued graduate studies in business administration at the University of Kansas in Lawrence. He married Linda Richey in 1990. Involved in civic and community activities, the Governor has served on a number of executive boards including the executive committee of the Jayhawk Area Council of the Boy Scouts of America and the board of the Sunflower State Games. He is a member of the Kansas Chamber of Commerce & Industry, a graduate of the 1985 class of Leadership Kansas and Commander in Chief of the Kansas Cavalry, a private sector-based business recruitment team. As Governor, Graves serves on the Natural Resources Committee of the National Governors' Association and is Commander in Chief of the Kansas Army and Air National Guards.

Term expires January 1999



MONTANA

MARC RACICOT (Republican) was born on July 24, 1948, in Thompson Falls, Montana and graduated from Libby High School. He received his B.A. degree from Carroll College in Helena, Montana and his law degree from the

University of Montana School of Law in 1975. After graduation he entered the United States Army and was assigned to the Judge Advocate General's Corps. He was stationed in West Germany and served as chief prosecutor for the geographically largest U.S. military jurisdiction in Europe. After three years, he was discharged as a captain and returned to Montana, where he became a state Assistant Attorney General and Montana's first Special Prosecutor, handling specific major cases for county attorneys. He was elected Attorney General in 1988 and planned to run for reelection until Governor Stan Stephens took ill and dropped out of the gubernatorial race. Racicot was elected Governor

in 1992. Major challenges he has faced as Governor include managed economic development, major reforms in workers compensation, tax structures and government operations. He and his wife, Theresa, have five children.

Term expires January 1997



NEBRASKA

E. BENJAMIN NELSON (Democrat) was elected Nebraska's thirty-seventh Governor in 1990, and his reelection in 1994 made him the first Governor to be elected to a second term in more than two decades. He won 74 percent of the

vote, the largest margin of victory for any Governor in the nation that year. The lifelong Nebraskan was successful in the legal and insurance professions before seeking public office. He earned B.A., M.A. and J.D. degrees in philosophy and law from the University of Nebraska and was Director of the Nebraska Department of Insurance in the mid-1970s. Early in his first term as Governor, Nelson established himself as a national leader in the fight against unfunded national and state mandates. He was Co-Chairman of the National Summit on Federalism in October 1995, which reached consensus on an action plan to restore the balance of power between the states and the federal government while protecting the U.S. Constitution. He is the current Chairman of the Western Governors' Association. On the state level, Nelson concentrated on education, the environment and economic development during his first four years. Because of Nelson's focus on fiscal responsibility and spending restraint, the growth of state government spending has been reduced by two-thirds since 1990. A more effective and efficient government remains one of Governor Nelson's goals in his second term. Within weeks of his second inaugural, he initiated a major restructuring of the state's health and human services agencies. Nelson's welfare reform and crime prevention efforts have also continued. In February 1995, his administration's welfare reform package, "Employment First," received the most far-reaching federal waivers ever granted. Nelson's 1995 crime bill, the "Safe Streets Act," is putting and keeping more dangerous offenders behind bars. Nelson and his wife, Diane, have four children.

Term expires January 1999



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. He was elected to office in 1990 and was

reelected in 1994. Governor Miller is currently the vice-chair of the National Governors' Association. He will assume the chairmanship in July 1996. Miller served as Lieutenant Governor of Nevada from 1987-89. He was Clark County district attorney from 1979-1986. When he was reelected in 1982, Miller 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 J.D. 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 and his wife, Sandy, have three children.

Term expires January 1999



NEW MEXICO

GARY E. JOHNSON (Republican) says he is a firm believer in "citizen service" and that it is every individual's duty to take part in a democracy. He was elected the twenty-sixth Governor of New Mexico in November 1994 and has

pledged to put "people before politics" during his administration. Born in Minot, North Dakota, Johnson received a bachelor's degree in political science from the University of New Mexico in 1975. In 1974, he began going door to door seeking construction and remodeling jobs to pay for his college education. By 1976, he and his wife, Dee Johnson, had founded Big J Enterprises, a commercial and industrial construction company, which they still own and operate. Johnson is a nationally ranked triathlete and actively promotes youth and adult athletics. He has served on the board of advisors at the University of New Mexico's Center for Entrepreneurship and Economic Development at the Anderson School of Management and on the board of directors for the Greater Albuquerque Chamber of Commerce. The Johnsons have two children.

Term expires January 1999



NORTH DAKOTA

EDWARD T. SCHAFFER (Republican) was born and raised in Bismarck. He began his career in his father's business, the Gold Seal Company, starting at the age of 14 as a mailroom clerk and working his way up to management. He

graduated from the University of North Dakota with a degree in business administration in 1969, and earned a master's in business administration from Denver University before returning to the family business in 1970. He was elected president of the company in 1978. During the next seven years, he presided over a 42 percent increase in sales and saw the company's net worth triple. He was elected Governor in 1992. Three years after he took office, North Dakota realized nearly a 10 percent increase in the number of people working in the state. For the first time in 10 years, the number of state government employees has been reduced and the cost of state government as a percentage of North Dakotans' personal income has gone down. The state's population also increased in 1993, reversing a decade-long trend of out-migration. Governor Schafer has lowered the average unemployment tax 22 percent, 15 percent and 36 percent during his three years of office, making millions of dollars available to employers to expand, purchase equipment, pay higher wages, and invest in retraining programs. More than 100 communities and cities are enrolled in his BUILD (Better Utilization of Investments for Local Development) program, one of the key components of his community development initiative. He is currently vice chair of the Western Governors' Association, past chair of the Midwestern Governors' Association, and past chair of the Interstate Oil and Gas Compact Commission.

Term expires December 1996



NORTHERN MARIANA ISLANDS

FROILAN CRUZ TENORIO (Democrat) is the fourth Governor to serve the people of the United States Commonwealth of the Northern Mariana Islands and the first Democrat to do so in 12 years.

As the commonwealth enters a new era of growth and economic expansion, the Tenorio Administration has welcomed the opportunity to forge a fresh, strong, vibrant relationship with the United States of America. Governor Tenorio has been the agent of change in the Marianas where his government reforms have paved the way for prosperity for his people and have secured the CNMI's future with the United States. Upon completing his degree in civil engineering at Marquette University in Milwaukee in 1967, the Governor accepted his first position with the Los Angeles Department of Public Works. He

returned home to Saipan in 1972 to become general manager of the Micronesian Construction Company. Two years later, he founded the Tenorio Construction Company. Governor Tenorio's long interest in public issues led to his first bid for public office in 1979. He won a Senate seat in the Second Commonwealth Legislature representing Saipan. After completing his term, he was elected to serve as Resident Representative to the United States. For the following six years (1984-90), then Resident Representative Tenorio represented the Commonwealth in the United States. After completing his term as Resident Representative, the Governor returned to Saipan and ran for Governor in 1989. When he lost the election to the incumbent Governor, he founded the consulting firm of Froilan Tenorio and Associates which he managed for the past four years. His combined experience in government and private business shaped his ideas about improving the delivery of public services in a more efficient manner. Governor Tenorio is married to the former Grace Conigliaro Kwiatkowski of Milwaukee, Wisconsin. They have three daughters.

Term expires January 1998



OREGON

JOHN A. KITZHABER (Democrat) was born and raised in the Northwest. After graduating from Dartmouth College in 1969, he received his medical training at the University of Oregon and practiced emergency medicine in Roseburg,

Oregon, for 13 years. Kitzhaber first ran for office in 1978 and was elected to the Oregon House of Representatives. Two years later, he was elected to his first of three terms representing Douglas County and parts of Jackson County in the State Senate. Kitzhaber served as Senate President from 1985 to 1993, overseeing passage of major legislation including the Oregon Health Plan, the Oregon Education Act for the 21st Century, and the Oregon Forest Practices Act. In 1994, Kitzhaber was elected Governor, succeeding retiring Democratic Governor Barbara Roberts. Kitzhaber is known nationwide for authoring the groundbreaking Oregon Health Plan. He is credited both with crafting the plan itself and for bringing together disparate interest groups to pass the law, which took effect in February 1994. He received the American Medical Association's Dr. Nathan David Award in 1992 in recognition of his outstanding contributions in health care. Kitzhaber serves on the faculty of the Estes Park Institute and has been a clinical professor at Oregon Health Sciences University since 1989. In addition to his well-deserved reputation as an expert on health care legislation, Kitzhaber has also received recognition for his many accomplishments in the field of environmental stewardship including the prestigious Neuberger Award given by the Oregon Environmental Council. Kitzhaber is also recog-

nized for his reform of the State's workers compensation law, which dramatically reduced costs to business while enhancing benefits for many workers. He is married to Sharon Kitzhaber.

Term expires January 1999



SOUTH DAKOTA

WILLIAM J. JANKLOW (Republican) is serving his third term as South Dakota's Governor. Janklow was born in Chicago, but moved to his mother's home town of Flandreau, South Dakota when his father died. He quit

high school at age 16 and joined the Marines. After serving in the Quemoy-Matsu crisis, Janklow returned home in 1960, married Mary Dean Thom, and enrolled at the University of South Dakota. After earning a law degree in 1966, he worked for the legal aid program on the Rosebud Indian Reservation and became its director until 1973 when he began a private law practice in Pierre and then became the chief prosecutor for the state. He was elected Attorney General in 1974 and Governor in 1978. He was reelected in 1982 with 71 percent of the vote, the highest margin of victory for any Governor in the state's history. After eight years of private life, Janklow was elected Governor again in 1994. In 1995, he won legislative approval for his 20 percent statewide reduction in property taxes for agricultural land and owner-occupied homes. To stop large local property tax increases in the future, Janklow's tax reduction plan also limits local government and school spending to annual increases of only three percent or inflation, whichever is lower. Janklow also put the same tight budget controls on state government. For 1997, his budget proposal for state government is the first one since the Great Depression that will actually spend less money than the previous year. It contains a reduction and elimination of 755 state jobs. Janklow and his wife, Mary Dean, have three children.

Term expires January 1999



TEXAS

GEORGE W. BUSH (Republican), 49, is the 46th Governor of the State of Texas. Now in the second year of a four-year term, Governor Bush has earned a reputation as a principled conservative who shapes policy based on his beliefs

in limited government, personal responsibility, strong families and local control. During his first legislative session, Governor Bush successfully worked with Lt. Governor Bob Bullock, House Speaker Pete Laney, and members of the 74th Legislature. Together they enacted substantive reforms

on Governor Bush's four major priorities for Texas: curbing lawsuit abuse, providing local control of schools, strengthening juvenile and criminal justice laws, and reforming welfare. Governor Bush also worked with the Legislature to pass a balanced \$79.9 billion two-year state budget. The no-new taxes budget dedicated the lion's share of new revenue to Texas public schools, and represented the lowest rate of growth in state spending from one biennium to the next in more than 50 years. Before taking office in January 1995, Governor Bush served as managing general partner of the Texas Rangers baseball organization. In April of 1989, Bush led a group of partners in purchasing the Rangers. Bush was instrumental in bringing together the Rangers and the City of Arlington to build the Rangers' new home, The Ballpark in Arlington. In 1975, Bush founded and became CEO of Bush Exploration, a Midland, Texas based oil and gas company. He was involved in energy exploration throughout the 1980s. George W. Bush grew up in Midland and Houston. Bush is a former F-102 pilot in the Texas Air National Guard. He received a bachelor's degree from Yale University and a MBA from Harvard Business School. In 1978, Bush ran for Congress in West Texas and was narrowly defeated. He was elected Governor on November 8, 1994, with 53.5 percent of the vote. His large margin of victory after a positive, issue-specific campaign was viewed as a mandate for constructive reforms. Most of those reforms were enacted during the 74th Legislative Session. Bush and his wife, the former Laura Welch, now reside in the historic Governor's Mansion in Austin with their 14-year-old twin daughters, Barbara and Jenna. Bush has been an active member of the Methodist Church and has served on the boards of various business, charitable, and civic organizations.

Term expires January 1999



UTAH

MICHAEL O. LEAVITT (Republican) has been Governor of Utah since January 1993. He has led the state in an era of unprecedented economic prosperity. He has shown leadership on critical issues, including preserving

Utah's quality of life during a time of rapid growth, as well as creating better schools, fighting crime, redefining the relationship between states and the federal government, and taking advantage of the tools of advanced technology. The state's growth challenges were crystallized in the Governor's Growth Summit, which generated statewide attention and involvement to improve transportation, preserve open space and develop and conserve water. The Governor's education initiatives include Centennial Schools, which return power to parents and teachers at local schools; Highly Impacted Schools, which provides special assistance to disadvantaged children; and class size reduction. He is

working with other governors to establish a Regional Virtual University, which would provide students more choice and flexibility, and broader access to college through technology-delivered education. Federal-state relations have been brought to the top of the national agenda through the Governor's leadership. A national Federalism Summit addressed options for restoring balance in the federal system so that states and the federal government can operate more effectively. In technology, the governor has launched a SmartStates initiative, which is focused on developing public-private partnerships to deliver state services through electronic commerce. He has also shown leadership in attracting and nurturing high technology companies and encouraging commerce in the private sector. The Governor has held regional and national leadership roles among governors. He is the immediate past chair of the Republican Governors' Association and the Western Governors' Association. He is the president of the Council of State Governments, and sits on the executive committee of the National Governors' Association and the Republican Governors' Association. He has received numerous awards, including the American Medical Association's Nathan Davis Award, which recognized him as the public official of the year for his efforts to improve health care in Utah. He has been called on regularly by the president and congressional leaders to help resolve federal issues that directly affect the states. Utah has received national and international recognition during the Governor's term, including being named as the site for the 2002 Winter Olympics and being named the best managed and most livable state in America.

Term expires January 1997



WASHINGTON

MIKE LOWRY (Democrat) was born on March 8, 1939, in the Whitman County town of St. John, Washington where the Lowry family homesteaded in 1882. Lowry graduated from Endicott High School in 1957 and from Washington

State University in 1962. In 1975, he was elected to the King County Council and became chair in 1977. He also served as president of the Washington State Association of Counties. In 1978, he was elected to the U. S. House of Representatives where he was reelected four times serving a total of 10 years. After leaving Congress, Lowry taught government at Seattle University's Institute for Public Service. In November 1992, Mike Lowry was elected the twentieth Governor of the State of Washington. He is the first Governor in Washington's history to succeed a Governor of the same party. Governor Lowry's goals for his administration include: streamlining state government by merging agencies, cutting state travel expenditures, reducing equipment purchases and eliminating and consolidating

numerous boards and commissions; improving the efficiency and effectiveness of regulatory programs; containing health care costs and assuring affordable health care for all of the state's citizens; promoting world trade opportunities; enhancing our natural resources and protecting our environment; and investing in our most precious resource — our children. The Governor's Youth Agenda is recognized across the state as the first serious attempt to get at the roots of youth violence. As violent crime, pregnancy and drug use among the state's young people continue to increase, the Governor has targeted more prevention and education services for children and families, while cracking down on hardened criminals. Governor Lowry and his wife, Mary, have been married for 26 years. Their daughter, Diane, is a college student.

Term expires January 1997



WYOMING

JIM GERINGER (Republican) was born in Wheatland, Wyoming on April 24, 1944 the second oldest of seven children. He was raised on the family farm, graduated from Wheatland High School, and earned a Bachelor of Science in

Mechanical Engineering from Kansas State University in 1967. That same year, Geringer was commissioned as an officer in the Air Force and assigned to space development programs in California. He participated in the development of a variety of Air Force and NASA space boosters, including launches of reconnaissance satellites, the NASA Viking Mars lander, an upper stage booster for the space shuttle and the Global Positioning Satellite System. In 1977 he chose to forego a promising career with the Air Force, as he and his wife, Sherri, decided to bring up their young family in rural Wyoming. In order to make a transition back to farming, Geringer accepted a position at the Missouri Basin Power Project's Laramie River Station in contract administration, after which he went into farming and cattle feeding full-time. The Geringers started from scratch, and in 1987, they bought their own farm. Geringer continued his military service with several reserve commission assignments including activation of the Peacekeeper missiles around Warren AFB in Cheyenne. Prior to his election as Governor, Geringer served six years each in the Wyoming House and Senate. Geringer's community service includes the Farm Bureau, Farmers Union, Rotary, Lions, Ducks Unlimited, Pheasants Forever, National Federation of Independent Business, Chamber of Commerce and the American Legion. The Governor and Mrs. Geringer have five children and are active members of the Lutheran Church.

Term expires January 1999

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