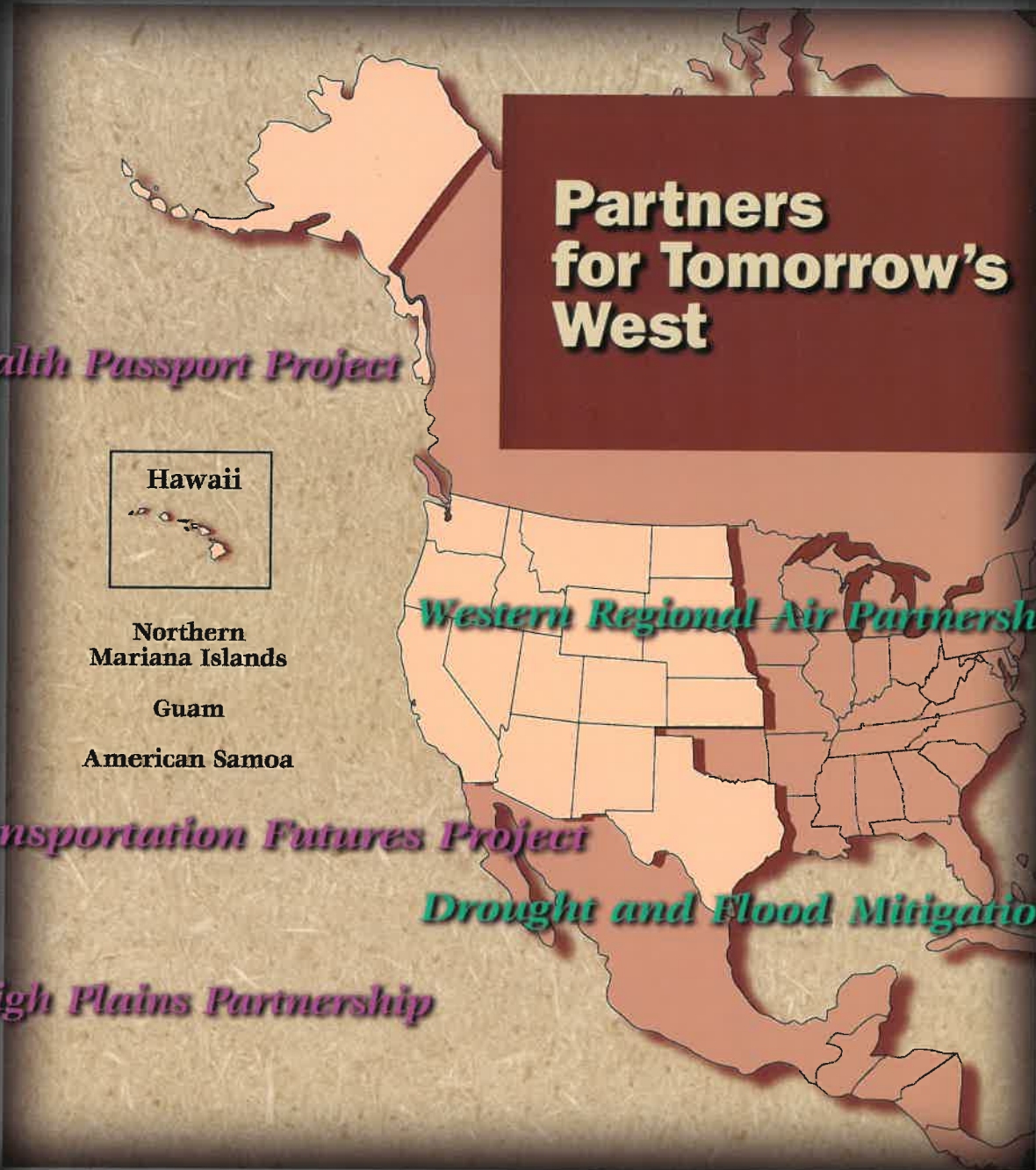


WESTERN GOVERNORS' ASSOCIATION 1998 ANNUAL REPORT



**1998 Annual Meeting
Girdwood, Alaska
June 28-30, 1998**

MESSAGE FROM THE CHAIRMAN

Partners for Tomorrow's West

June 28, 1998

Partner. The word, and its Western colloquial counterpart "pardner," has special meaning in the West. While the image of the West is the lone gunman, trapper, and cowboy, the reality of the West is that it was built through partnership. Neighbor helping neighbor. Strangers helping strangers along the trail. That was the only way to survive and prosper in this sometimes harsh landscape. The word partner still carries a lot of weight among Western governors, and partnerships have long been a part of how we do business. As Chairman of the Western Governors' Association, I'm pleased to report on several WGA partnerships that are working successfully to improve environmental management, health care, our region's economic competitiveness and government services.

A top priority for my colleagues and me this year has been the development of a set of policy principles for recognizing the interrelationship between sustainable, long-term economic growth and environmental protection. These principles are based, in part, on the premise that local, state and regional strategies developed by broad-based partnerships will produce better results than we often get with prescriptive rules or laws handed down from Washington. The principles also place greater reliance on flexibility, voluntary initiatives and incentives to solve environmental problems.

The principles were derived from and are reflected in numerous partnership efforts throughout the region—from the nine-state Western Regional Air Partnership to the public/private partnership in my own state of Alaska that has minimized the environmental impacts of oil development, production, and transportation. A description of these and other successful Western partnerships were compiled in a special report this year so we may share with others those efforts that are breaking the trail toward tomorrow's West.

We have also found that partnering frequently makes sense when it comes to using technology to do a better job of delivering services to our citizens in more cost effective ways. We call it our SmartStates program, and it includes a broad range of projects from making highway rail-crossings safer to using telemedicine to provide better health care in our most rural areas. Perhaps most notable is the Health Passport Project, which has brought three states together to begin testing the use of an advanced electronic card that will put selected health-care information at the fingertips of mothers and their health-care providers.

As you read through this year's report, you will find that "Partner" still means something special in the West. Through partnerships we are improving the lives of our citizens and helping our region prosper.

Sincerely,



Tony Knowles
Governor of Alaska
Chairman, WGA



1 9 9 8 A L A S K A

WESTERN GOVERNORS' ASSOCIATION

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

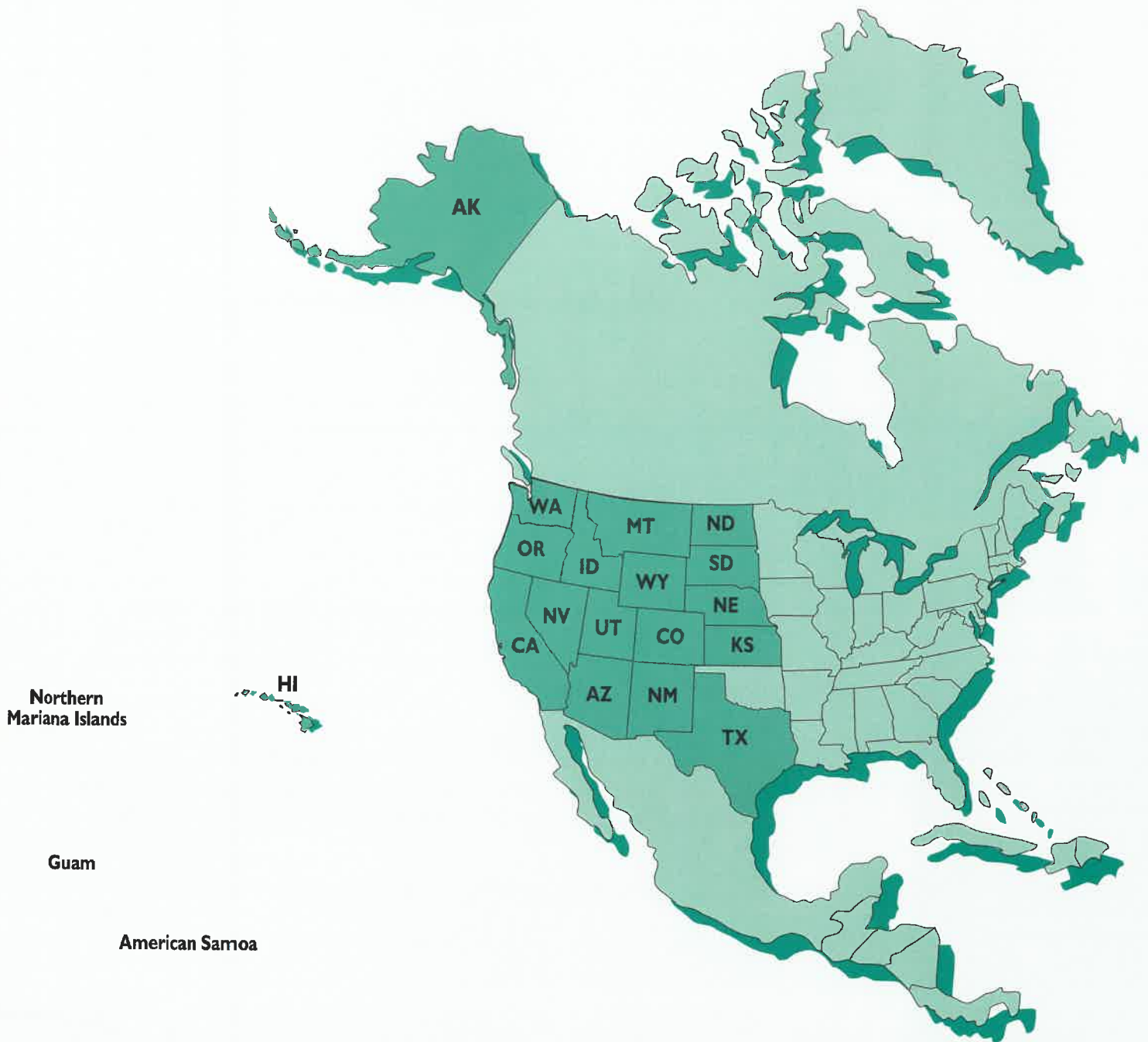


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WGA MISSION, OBJECTIVES AND MODE OF OPERATION

MISSION

Established in 1984, the Western Governors' Association is an independent, nonpartisan organization of governors representing 18 Western states, two territories and one commonwealth. Through their association, 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 for further review 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 WGA to develop and advocate policies that reflect regional interests and relationships in debates at the national and state levels.

WGA has six basic objectives:

1. DEVELOP AND COMMUNICATE REGIONAL POLICY

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

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

3. BUILD REGIONAL CAPACITY

Through 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 association 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 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 work plan and budget are approved at the annual meeting.

An executive committee consisting of the current chairman, chairman-elect and the immediate past chairman acts on policy, work plan and budget matters between board meetings. In general practice, WGA's 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 a lead governor. With the concurrence of the chairman, a lead governor directs 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, the WGA Staff Council, which comprises the chief of staff or top policy adviser for each governor, meets to review and guide WGA activities. The council reviews proposed work plans, budgets, and policy resolutions; works out interstate differences on regional issues; and provides guidance to WGA staff. Council recommendations are conveyed 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 WGA and other organizations or individuals who assist in policy research.

The foundation also awards the George S. Mickelson Memorial Fellowship, annually. The fellowship was established in memory of the late South Dakota Governor George S. Mickelson, who served as WGA's chairman in 1991 and who tragically died in a plane crash in 1993. The fellowship honors his dedication to the West and his commitment to public service. It 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.

The 1997 fellowship recipient was North Dakota State Forester, Larry Kotchman. Governor Ed Schafer, WGA's immediate past chairman, recommended Kotchman, who used the \$15,000 grant to participate in the Program for Senior Executive Fellows at the John F. Kennedy School of Government at Harvard University. The Harvard program is designed to enhance the qualities needed by public and private sector executives to manage strategically in today's changing public sector. Kotchman, who also serves as chair of the Council of Western State Foresters, will share with WGA member states information and advice acquired during his experience.

1997-98 BOARD OF DIRECTORS



Governor Tony Knowles, Alaska, Chairman

Governor Jim Geringer, Wyoming, Vice Chairman

Governor Tauese P. Sunia, American Samoa

Governor Jane Dee Hull, 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 E. Benjamin Nelson, Nebraska

Governor Bob Miller, Nevada

Governor Gary E. Johnson, New Mexico

Governor Edward T. Schafer, North Dakota

Governor Pedro P. 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 Gary Locke, Washington

FISCAL YEAR 1998 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, Environmental Management, Lands and Water, and Bringing the West to Washington.

REGIONAL DEVELOPMENT

SmartStates

State governments are implementing multi-million dollar applications of information technologies to better serve their citizens in more cost-effective ways. Unfortunately, each state, and often individual state agencies, are moving to new infrastructures independently from one another. In many cases, this disparate, bottom-up planning is leading to a lack of interconnectivity between systems, extensive duplication of investment and lost opportunities for taking advantage of economies of scale.

Recognizing this problem, Western governors created a SmartStates Task Force to share information and approaches on information technology applications and policy. The task force is comprised of governors' chief advisors on information technology issues. With matching funding from the U.S. Department of Commerce's Telecommunications and Information Infrastructure Assistance Program, the task force collaborated on the following initiatives over the past year.

- A smart card planning workshop was held in July in Salt Lake City. Several states are planning to use smart cards — an electronic card with a computer chip embedded in it — to store client information and benefits for various programs. Representatives from eight states attended the planning workshop to share strategies for developing and implementing smart cards.
- Representatives from 10 states participated in a December roundtable to share information and help move states toward a more common approach to implementing laws that allow the use of digital signatures.
- Briefing papers were prepared on regional procurement of information technology and on issues surrounding privacy of electronic records and what steps governors can take to address privacy concerns.
- The task force also shared information on approaches to leasing highway rights-of-way for telecommunications purposes.

A description of other WGA programs that fall under the SmartStates banner follow.

Health Passport

Three Western communities may very well set a standard for the rest of the country as they begin testing the Health Passport card, which will place important health-related information at the fingertips of mothers and their health-care providers. Health Passport is the largest health-card demonstration in the United States, and it will serve as a working model for U.S. participation in the international Healthcare Data Card Project sponsored by the G-7.

Health Passport has two key objectives. One is to demonstrate how smart card technology can be used to improve health care. More broadly it will demonstrate how this technology can be used across government programs and with the private sector to improve delivery of services. The Health Passport will have both a magnetic stripe, as do bank cards, and a computer chip to store information that can be read when the cardholder authorizes its use.

Starting in the summer of 1998, cards will be distributed to 22,000 individuals in Bismarck, N. D.; Cheyenne, Wyo.; and Reno, Nev. Participants will include pregnant women, mothers and children eligible for a number of public health programs, including Medicaid; Immunization; Women, Infants and Children (WIC); Head Start; and Maternal and Child Health Services (MCH).

Health Passport is aimed at streamlining patient check-in, providing up-to-date health information, supporting referrals among providers, facilitating parent access to immunization and other records,

*Smart States—
Improving Service
Delivery and
Government
Efficiency through
Technology*



automating patient appointment reminders and promoting access to preventative health information.

Detailed design of the system got underway in August 1997. The final design is being reviewed by the Health Passport Council, a stakeholder group made up of project partners including program clients, state and federal program administrators, private partners and technical experts. The council will continue to serve in a review and advisory capacity for the duration of the project.

Next steps for the project involve moving from detailed design into system development and roll out. Software development and system testing will be completed in the summer of 1998. Shortly after that, cards will be distributed and the one-year demonstration will begin. The Urban Institute will provide a rigorous and independent evaluation of the project to guide the governors on whether it should be expanded to other cities and states throughout the region. Governor Schafer serves as lead governor for the Health Passport. Support is provided by MCH, WIC, Head Start, Government Services Administration and Pasteur, Merieux Connaught.

Transportation Futures Project

The Transportation Futures Task Force this past year prepared recommendations to the governors on increasing the capacity of Western transportation and telecommunication systems to support a growing Western economy. Task force working groups made recommendations on:

- strengthening the partnership between the states, shippers and railroads to define long- and short-term solutions to Western railroad congestion, service and rail-car availability problems;
- employing technological solutions to improve safety at highway rail-crossings on high-density rail corridors;
- improving the planning process for the movement of freight within urban areas; and
- working with legislators, the telecommunications industry and state transportation officials to define a regional framework for the use of public rights-of-way for deploying advanced telecommunications infrastructure.

Governors and business leaders concurred in 1995 to cooperatively identify ways to improve the efficiency, capacity and safety of the West's transportation systems as a key strategy for increasing the region's competitiveness in the global marketplace. In 1996, the governors adopted the initial recommendations of the task force in WGA policy resolution 96-001 and reaffirmed the task force efforts in 1997.

Governor Nelson and former U.S. Secretary of Transportation Neil Goldschmidt co-chair the task force, which includes transportation, communication and business leaders.

In related efforts, the governors adopted positions on regional issues Congress should consider during the reauthorization of the Intermodal Surface Transportation Efficiency Act and Airport Improvement Act. Recommendations from the rail partnership were considered by the Surface Transportation Board as part of its federal regulatory deliberations on Western railroad mergers, competition, congestion and short-line service problems.

This project is funded in part by the Federal Highway Administration.

Telemedicine

Telemedicine is the use of electronic information and communications technologies to provide and support health care when distance separates doctor and patient. This technology is particularly useful in rural areas where individuals in need of care may be great distances from physicians and specialists.

Since the publication of the *Telemedicine Action Report* in June 1995, WGA has been active in breaking down legal and policy barriers between states that inhibit the growth of telemedicine. One of the barriers is a lack of public or private reimbursement for telemedicine services. Thanks to the FY 98 budget reconciliation bill signed in the summer of 1997, Medicare will reimburse for certain rural telemedicine consultations beginning in 1999. The current system of licensing physicians also impedes the growth of telemedicine because doctors cannot use the technology across state lines unless they are also licensed in the distant state. WGA has formed a state task force to examine model licensure mechanisms that will ease the administrative burden on physicians so that interstate telemedicine can be practiced.

Recent Reports:

- *Western Governors' Association Health Passport Project Functional Description* (1998)



Recent Reports:

- *Rail Efficiency and Community Livability* (1998)
- *Challenge Paper -- Intermodal and Highway Freight in the Western States* (1998)
- *Summary Findings -- Western Railroad Roundtable* (1998)
- *Challenge Paper -- Telecommunications Access to Highway Rights-of-Way* (1998)

Recent Reports:

- *WGA Telemedicine Action Update* (1998)
- *Health-Care On-Ramps: A Road Map to Western States' Information Highways* (1998)
- *A Western States' Effort to Address Telemedicine Policy Barriers*, *University of North Dakota Law Review*, vol. 73 (1997)
- *WGA Telemedicine Action Report* (1995)

Recent Reports:

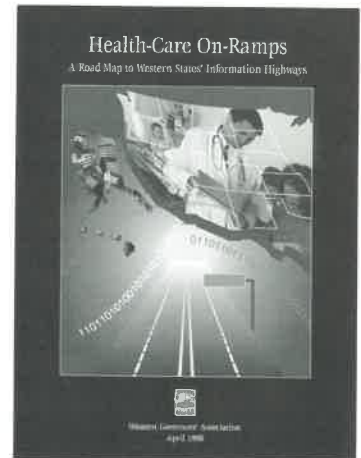
- *The State Child Health Insurance Plan (SCHIP) and American Indian and Alaska Native Children*, Recommendations from the Western Governors' Association Task Force on Indian Health (1997)

Recent Reports:

- *Multilateral Agreement on Investment: Potential Effects on State and Local Governments* (1997)
- *International Trade, the Environment, and the States: An Evolving State-Federal Relationship*, *Journal of Environment and Development*, *University of California San Diego* (1995)

WGA has also continued to shape the Federal Communications Commission's implementation of the universal service fund established in the Telecommunications Act of 1996 to ensure that rates are affordable in rural areas. High telecommunication rates in the rural West have been a long-term impediment to the growth of telemedicine in the region.

Given the vast array of activities that have occurred since the 1995 *Action Report*, WGA prepared the June 1998 *Telemedicine Action Update*. It reviews state and federal developments since 1995 in the six areas WGA initially identified as significant telemedicine barriers. In April of 1998, WGA released a report funded by the National Library of Medicine that provides a comprehensive state-by-state examination of the interplay between each Western states' telecommunications network and telemedicine. *Health-Care On-Ramps: A Road Map to Western States' Information Highways* finds that the rapid evolution of state and private telecommunications networks combined with recent changes in state and federal law is making telemedicine more effective and affordable, although legal and policy barriers continue to impede its growth. Governor Schafer is WGA's lead governor for Rural Health.



Indian Health Task Force

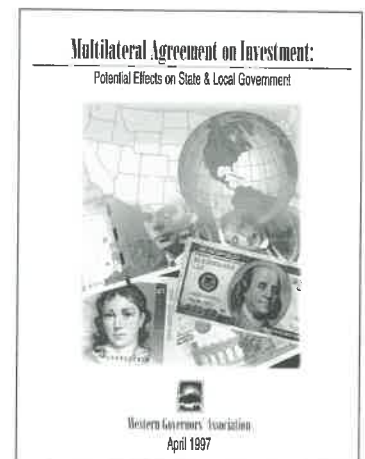
WGA convened its Indian Health Task Force in 1997 composed of state public health officials, representatives of American Indian and Alaska Native Tribes, and federal officials to identify key health problems that could be effectively targeted to improve the health of Indian children. Under the leadership of Governor Leavitt and the Utah Department of Health, the task force met twice in Salt Lake City and held numerous work sessions via teleconference. As the task force was conducting its research, Congress established the State Child Health Insurance Program (SCHIP), a state-federal partnership intended to expand health insurance coverage of low-income children by providing states with federal matching funds. As a result, the task force decided to make recommendations to the governors regarding implementation of the portions of SCHIP that pertained to Indian children. The task force prepared a report that contains these recommendations, illustrates three SCHIP implementation models and assesses their strengths and weaknesses. The report was adopted by the governors in December 1997.

International Trade

States are presented with both opportunities and challenges as implementation goes forward on the North American Free Trade Agreement and agreements established under the World Trade Organization (WTO). WGA keeps states informed of developments, assists them in maintaining their sovereignty as agreements are implemented, serves as a conduit for states to communicate with trade policy makers and coordinates Western state positions on trade policy.

In 1997, WGA issued a report identifying potential conflicts between the proposed Multilateral Agreement on Investment (MAI) and state laws. The Clinton Administration decided not to sign the MAI in May as previously scheduled. The negotiation of exceptions to the MAI, such as those protecting state sovereignty, has been a major sticking point. WGA is also monitoring the first trade case to challenge a state measure at the World Trade Organization. A Massachusetts law limiting state government procurement with companies that do business in Burma has been challenged by both the European Union and Japan as a violation of a WTO agreement. WGA's leadership expressed its concern with this matter in a letter to President Clinton.

Through the trade program and the border environmental dialogue project detailed below, WGA is providing opportunities for its members to participate in the work of NAFTA's environmental institutions. WGA is working with various federal agencies and the trilateral Commission for



Environmental Cooperation (CEC) to ensure a state role in the negotiation of a transboundary environmental impact assessment procedure for North America. If a project has the potential for transboundary pollution impacts, the procedure could allow for notice of projects, assessment and mitigation between nations. Federal and subnational officials from all three countries, tribes and environmental groups began to examine state-to-state and state-to-province mechanisms for environmental assessments at a WGA/CEC workshop that was held in Tucson in December 1997.

Governor Nelson is lead governor for this program. The William and Flora Hewlett Foundation and the Charles Stewart Mott Foundation provide support.

Border Environment Dialogue

The Border Dialogue creates a mechanism for U.S. and Mexican state and federal officials to work together on health, environmental and natural resource issues of mutual concern. In November, WGA supported its second Ten State Retreat for environmental directors from all of the U.S.-Mexico border states in Tijuana, Baja California.

The retreat strengthened relationships and identified priorities and projects for cross-border cooperation. The role of the federal government, and bilateral and multilateral institutions were also addressed during a discussion of decentralization. A communique was signed by all 10 states at the conclusion of the meeting.

In response to the Tijuana communique, the states met in San Diego in March with Mexican and U.S. federal officials in charge of Border XXI, a U.S.-Mexican federal initiative to improve the border environment. The state-federal session focused on the appropriate state role in Border XXI processes and activities. States will follow up on the discussions with specific proposals developed in conjunction with their meeting at the Border Governors' Conference in Brownsville, Texas in June 1998.

WGA is seeking to establish a permanent mechanism that will provide an ongoing forum for the environmental agencies of the border states to communicate, exchange information and cooperate on border environment issues and programs. Electronic links would be established to facilitate exchange of environmental data and program information. This coordination mechanism will be developed by the end of 1999.

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

Western Regional Presidential Primary Task Force

Western states, with the exception of California, have had the least amount of impact historically on the presidential primary process. Among the reasons cited are that Western states have fewer delegates, and many of them have primary dates late in the process. Almost half the Western states held primaries after the Republican nomination was already decided in 1996. As a result, Western issues are rarely mentioned by candidates, and candidates spend little time campaigning in the region.

Five Western states – Colorado, Wyoming, Idaho, Utah and Nevada – enacted laws over the last two years authorizing the appointment of individuals to represent each state on a Western Regional Presidential Primary Task Force. The task force is being formed to discuss the creation of a regional presidential primary similar to the Southern states' "Super Tuesday" primary.

In addition to discussing a common date for a presidential preference primary, the task force will recommend mechanisms that would persuade presidential candidates to pay more attention to Western issues, such as public land management; water policy; and use of natural resources for grazing, mining and timber. It also will examine ways to improve interaction of presidential candidates with Western voters.

The task force will convene in late 1998 with an eye on the 2000 elections. WGA and the Council of State Governments West are staffing the task force.

Recent Reports:

- *Mechanisms for Sharing Environmental Information Electronically Among the Ten States in the Mexico-United States Border Region* (bilingual) (1997)



Utah Gov. Mike Leavitt and Colorado Sen. Jeff Wells discuss regional presidential primary with reporters in Denver.

ENVIRONMENTAL MANAGEMENT

Air Quality Initiatives

Western Regional Air Partnership

Air pollution is a problem that frequently transcends political boundaries. In the West, visibility impairment caused by regional haze is the most frequent transboundary effect. On a regular basis, regional haze invades Western parks and wilderness areas obstructing the spectacular vistas visitors come to enjoy. Western governors, recognizing both the spiritual and economic value of unimpaired vistas, have embarked on an ambitious program to address regional haze.

The governors first took up the issue of regional haze through their participation in the Grand Canyon Visibility Transport Commission. The commission developed a comprehensive set of recommendations for addressing regional haze in parks and wilderness areas on the Colorado Plateau. To implement these recommendations, the governors joined with tribes and federal agencies to form the Western Regional Air Partnership, which held its inaugural meeting in September 1997. Governor Leavitt and Governor Reginald Pasqual of the Acoma Pueblo co-chair the partnership. It is jointly staffed by the Western Governors' Association and the National

Tribal Environmental Council.

Partnership membership includes the states of Utah, Colorado, New Mexico, Arizona, Oregon, Washington, Montana, Idaho and Wyoming; 10 tribes; the U.S. Environmental Protection Agency; and the U.S. Departments of Interior and Agriculture. The state of North Dakota has petitioned to join the partnership. The partnership, like its commission predecessor, is committed to the use of stakeholder processes to build political consensus for its actions. To this end, the partnership has established a series of forums with stakeholder membership to implement a set of strategies for protecting visibility on the Colorado Plateau.

In the upcoming year EPA will be issuing regulations for addressing haze in all parks and wilderness areas in the U.S. The partnership and the WGA have been active in commenting on these rules, and the partnership will consider broadening its scope to parks and wilderness areas beyond the Colorado Plateau after the rule is promulgated. Funding for this project is provided by EPA.

Addressing the Impact of Mexican Emissions

Haze not only crosses state lines, but also international boundaries. It cannot be traced to any single source or cause, therefore, it can only be reduced by a comprehensive set of strategies that address many types of human activity.

As a compliment to its interstate activities with the Western Regional Air Partnership, WGA has engaged in two projects with Mexico to address the impact of Mexican emissions on the Southwest. The first effort is designed to assist various levels of the Mexican government with assessing air pollution emissions. The focus of the project is building capacity not only to perform emissions inventories, but also to provide the necessary education programs to keep a trained work force. Developing sound emission inventories is a necessary prerequisite for developing effective emission control programs. In previous years, the project has resulted in training courses that are being offered both through universities and government agencies, and the initiation of a series of "how to" manuals.

This past year, additional manuals were completed and a pilot emissions inventory was begun in Mexicali to test the adequacy of manuals and the general emissions inventory approach. Additionally, a project to test 200 passenger vehicles in the "interior" city of Aguascalientes was initiated. Information from these tests will be used to complement vehicle data that has been collected at the border and in Mexico City. The combined data will be used to estimate mobile source emissions throughout Mexico. A second pilot will be initiated in Tijuana in 1998 to turn direct management of the project over to a team of federal, state and municipal officials.

The second project in which WGA is cooperating with Mexico promotes the use of clean fuels and energy-efficient processes in the border region. Energy demand in northern Mexico is expected to grow by five to six percent a year for the foreseeable future. Growth of this magnitude, coupled



Canyonlands National Park

Recent Reports:

- *Grand Canyon Visibility Transport Commission: Recommendations for Improving Western Vistas* (1996)

with current energy demand, poses an ongoing threat to air quality in the border region and the Southwest. This project's goal is to alleviate that threat while creating economic development opportunities for producers of clean fuels and energy efficient equipment and processes.

During the past year, a task force of state and Mexican officials began developing a scope for the project. The major conclusion from this effort was that the severe lack of data for energy markets was constraining market activity. The next step in the project will be to institute a bi-national stakeholder group for purposes of designing and instituting an effort to collect this market information. Funding for this project is provided by EPA.

Institutional and Regulatory Reform

A major thrust of several WGA resolutions focuses on how we can improve the management of air quality in the West through flexibility and institutional and regulatory reform. The mission of the Air Quality Initiative is to *"develop and implement a multi-state, multi-pollutant emissions management program for meeting air quality goals (such as the regional haze requirements) and health-based standards utilizing market credit trading among multiple sources (stationary, mobile, area, and other). At a minimum the project should provide a program that is faster, cheaper, cleaner, and more effective than current options."*

This project has been divided into two phases. Phase I, completed in June 1997, included contractor-generated reports on the feasibility of using incentive-based programs to supplement and eventually replace existing control programs and on the inclusion of mobile sources in any regional incentive-based program. A steering committee comprised of experts from industry, tribes, state governments, environmental groups, EPA, and other federal agencies generated a separate report, *Improving the State Implementation Plan Process*.

Phase II has been queued up for a number of months but has not commenced due to funding limitations. Phase II will focus on determining the real cost savings associated with incentive-based programs, developing the technical tools necessary to implement such a program (including a comprehensive, multi-state inventory), and developing a comprehensive implementation plan for integrating incentive-based programs into the regulatory scheme.

A work plan, schedule and budget have been developed for Phase II. Funding is being pursued through private industry and foundations. The project will commence as soon as sufficient start-up funds are received.

Border Crossings Transportation Efficiency Project

International transportation is critical to the support of the regional economy along the U.S.-Mexico border, and to the national economies of both countries. Clearly border congestion occurs because of the substantial increases in traffic seen since the signing of the North American Free Trade Agreement (NAFTA). However, achieving a consensus on why the increased traffic has not been accommodated is still an open issue. A review of recent reports on border congestion and discussions with various officials creates an ambiguous picture of the underlying causes of border congestion. Various, border congestion can be attributed to infrastructure limitations, failure to fully implement the provisions of NAFTA, competing priorities between governmental regulatory agencies (customs, EPA, transportation), differential pricing strategies at border crossings, and the nature of movement across the border.

The project approach is two pronged. First, a comprehensive paper using currently available data and the expertise of state, federal, and local officials and private transportation related companies will be prepared. The paper will target the various causes of border congestion, such as those noted above, and

present an analysis of how those issues lead to the observed congestion problems. Based on that paper, a workshop involving key personnel from the U.S. and Mexican states and federal governments, as well as major commercial carriers and academics will be convened to propose solutions to these problems. Finally, a report on border congestion issues and solutions will be presented to the governors.

The research paper will be prepared by a contractor by December, 1998, with the workshop to be held in the Spring of 1999. Funding for this project is provided by EPA.



Recent Reports:

- *Feasibility of Implementing Regional Incentive-Based Alternatives to Command and Control Air Quality Management*, Kleinfelder and Associates (1997)
- *Strategy Evaluation for Mobile Source Regional Air Quality Management*, Kleinfelder and Associates (1997)
- *Improving the State Implementation Plan Process*, Air Quality Initiative Steering Committee (1997)
- *Air Quality Initiative Action Report*, Air Quality Initiative Steering Committee (1997)

Nuclear Waste Transportation



A truck carrying casks that will hold transuranic waste makes a test run to WIPP.

Eleven Western states, working through WGA and in cooperation with the U.S. Department of Energy, have been planning for the first shipments of radioactive transuranic waste to the Waste Isolation Pilot Plant in Carlsbad, N.M. in the summer of 1998. Efforts have focused on making sure emergency personnel are prepared to respond to accidents or any other incident. To reduce the potential for something going wrong, the shipments will follow protocols developed by participating WGA states and the Energy Department. This past year the WIPP protocols were updated and tested in both a table-top exercise and dry runs of the actual vehicle transporting the waste. The first shipments are to originate at the Idaho National Environmental and Engineering Laboratory, the Rocky Flats Environmental Test Site and the Los Alamos National Laboratory.

The WGA transportation procedures serve as a model for the Southern and Midwestern states and other Energy Department shipping campaigns. Secretary Federico Peña, following an incident involving low level radioactive waste in Kingman, Arizona, initiated a departmental review of transportation planning and operations. WGA has provided both its protocols and experience to assist in that review.

WGA is drafting a memorandum of agreement between the Secretary of Energy and the Western governors regarding how the department will conduct its shipments of classified materials. The memorandum addresses such issues as notification, the conduct of the shipments and the division of roles between the states and the Energy Department for responding to incidents.

In another shipping campaign, the first rail shipment of foreign research reactor spent nuclear fuel is scheduled for July 1998 and will travel from the Concord Naval Weapons Station in California to the Idaho National Engineering and Environmental Laboratory. WGA received funding to assist four affected Western states in preparing their emergency response personnel. The states have requested that a transportation plan be cooperatively prepared for these shipments.

A second set of truck and rail shipments to the Idaho lab from the East Coast are planned for late 1998. Affected states in the West and South are working with the Savannah River Site to plan and prepare for these shipments. These shipments contain spent nuclear fuel rods given to foreign nations under the "Atoms for Peace" program. Their return is an important part of this nation's efforts to prevent the proliferation of nuclear weapons.

Governors Batt and Miller provide leadership for WGA's radioactive waste transportation program. Governor Johnson joins them as a co-lead governor for transportation issues related to WIPP. The Department of Energy provides funding for this project.

Mining

Regulation

The Bureau of Land Management last year proposed revising its surface management standards (3809 regulations) for mining on public land. Because states have delegated environmental authorities as well as surface management regulations pertaining to mining on all lands within their state, governors directed WGA to coordinate state responses to the BLM proposal (WGA resolution 97-006). Governors Miller and Leavitt serve as lead governors.

In September, concerned that BLM was not bringing states as co-regulators into working discussions on the proposed rulemaking, eight governors supported congressional efforts to require the secretary of the Department of Interior to certify that he has consulted with each affected governor before a final rule is proposed. About the same time, several congressional representatives asked Western governors for state views on the 3809 regulations. The governors' report was delivered to Congress in February 1998.

The next month, BLM invited state regulators to meet with them to review a working draft of the proposed 3809 rulemaking. States were generally pleased with the proposed approach but were troubled that some fundamental questions had still not been answered including, "What are the problems on-the-ground that BLM is trying to fix with this rulemaking?" States generally feel the current regulations, coupled with state regulations, are working well.

States will continue to seek clarification from and provide advice to BLM as it refines its working draft. A final proposed rule will not be released until November 1998.

Recent Reports:

- *WGA Fact Sheet: Western States Committed to Radioactive Waste Transport Safety (1998)*
- *Waste Isolation Pilot Plant Transportation Safety Program Implementation Guide (1998)*
- *Report to Congress on the Safe Transport of Transuranic Waste to the Waste Isolation Pilot Plant (1998)*

Abandoned Mine Waste Cleanup Partnerships

WGA has joined forces with the U.S. Department of Interior, the National Mining Association, the U.S. Forest Service, and U.S. Environmental Protection Agency to expedite the cleanup of abandoned mines in the West. Work this year focused on developing consensus on changes needed to the Clean Water Act to encourage Good Samaritan cleanups of abandoned mines (see report under Bringing the West to Washington) and developing a joint report on the number of abandoned mine sites in the West, priorities for cleanups, and barriers to cleanup.

Funding for the initiatives is being provided by the the Bureau of Land Management and the National Mining Association. Governors Leavitt, Miller, and Romer serve as lead governors for this initiative.



Regulation of Waste Cleanup Technologies

Governors directed their regulatory agencies (WGA resolution 96-016) to cooperate on an interstate basis to expedite the review, approval, and deployment of more cost-effective, innovative cleanup technologies. This cooperation will save states time and money in reviewing permits to use new technologies in their states, save industry time and money in proving the efficacy of their technologies, and result in a cleaner environment at a lower cost.

With funding from the U.S. departments of Energy and Defense and the Environmental Protection Agency, WGA is helping manage two initiatives to facilitate interstate regulatory cooperation — the Interstate Technology and Regulatory Cooperation working group and the Rapid Commercialization Initiative. The ITRC has grown to include 25 states, several federal agencies, and representatives of other stakeholder groups. It has published 24 technology-specific protocols and regulatory guidelines for states to consider in reviewing and permitting these cleanup technologies. The RCI initiative is helping nine technology vendors commercialize their technologies by bringing together regulators from those states where vendors think their technology could be used. WGA is passing through funds to pay for state participation.

A Policy Advisory Board comprised of six state environmental quality department directors provides guidance and direction to the ITRC. Because the ITRC has grown beyond just the Western states, WGA requested the board sign a memorandum of understanding to spin off the management of the ITRC from WGA to the nonprofit research arm of the Environmental Council of the States.

Recent Reports:

- 24 protocols and regulatory guidelines covering seven classes of technology are available on WGA's Web site (www.westgov.org)

LANDS AND WATER

Lands

One of the principal goals of the WGA lands program is to help state leaders develop solutions to the management problems on Western lands arising from changing demographics, economic conditions and environmental priorities. This is accomplished by working with key federal agencies, state agencies and legislators, local interests and others to identify, develop and implement common state/federal objectives. The WGA program seeks to achieve balanced and sustainable management practices and to advance those interests in community, state and federal forums.

Public Land Management

The WGA Natural Resources Group is developing and implementing strategies to address three priority issues under Public Land Management: prescribed fire implementation, cooperating agency status under the National Environmental Policy Act and reform of the Endangered Species Act. An update on activities regarding the ESA may be found in the next section of this report, Bringing the West to Washington.

Prescribed Fire Implementation

Public and private land managers from across the West are increasing their use of prescribed fires to improve forest and grassland health and to reduce the risk of catastrophic wildfires. However, the use of prescribed fires raises many issues that require developing new public/private

partnerships and setting joint priorities to ensure goals are met. In May 1998, WGA brought together private landowners, business people and representatives from all levels of government to address several issues at a forum in Portland, Oregon. Among them:

- community involvement in assessing the benefits and risks of prescribed fire;
- the use of other tools to reduce fuel buildup that meet land management goals; and
- the reduction of smoke emissions to meet air quality goals.

WGA has established a core group with representatives from government and the private sector to develop processes to help resolve these and other related issues. If prescribed fire is to become an accepted and useful tool in the West, public/private partnerships will be an instrumental component of this effort. WGA will continue to foster these relationships in the coming year. This program is funded by the U.S. departments of Agriculture and Interior.



National Environmental Policy Act

WGA coordinated a review of U.S. Forest Service and Bureau of Land Management policies concerning cooperating agency status under the National Environmental Policy Act (NEPA) for state and local governments. Conflicting policy has limited state and local government participation in the agencies' NEPA process, leading to frustration and poorly coordinated decisions. The two federal agencies have issued a joint policy which should provide improved opportunities for participation by other governmental entities in the NEPA process.

Drought Response

Drought is a pervasive social, economic, and environmental issue that touches every aspect of life in affected areas. Help is available for individuals, water suppliers and communities, but negotiating the maze of relief programs available from different agencies and organizations is difficult, especially under the pressures of an ongoing drought. In 1996, drought experiences in the West and Southwest highlighted the need for long-term, region-wide drought planning and for streamlined access to government services.

The WGA responded to those needs in early 1997 when it spear-headed formation of the Western Drought Coordination Council through a memorandum of understanding with representatives of federal, tribal and local governments. Governor Johnson co-chairs the council along with Secretary of Agriculture Daniel Glickman. Its membership includes three governors and representatives from five federal agencies, counties and tribes.

The council's purpose is to reduce the effects of future droughts in the Western United States. Specifically, its goals are to:

- foster better intergovernmental coordination and communication on drought planning;
- help state, local and tribal governments develop drought preparedness and mitigation plans;
- contribute to an efficient drought monitoring and information delivery system so that decision-makers learn about low water supplies and drought prospects as soon as possible; and
- heighten awareness of drought management issues and promote efficient use of water.

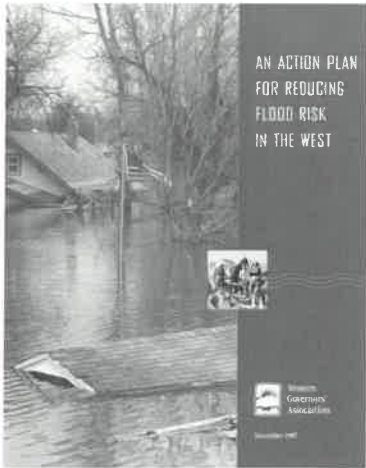
This program is funded by the U.S. Department of Agriculture, the Federal Emergency Management Agency and the U.S. Department of the Interior, Bureau of Reclamation.

For information on congressional activity in this area, please refer to the next section of this report, Bringing the West to Washington.



Recent Reports:

- *Western Climate and Water Status*, a quarterly report that funnels information on water supply, snowfall and other climate-related issues from scientists and technicians to policy-makers (<http://enso.unl.edu/wdcc/quarterly>)
- *Catalog of Federal Drought Assistance Programs*, updated and available on the Internet (<http://enso.unl.edu/wdcc/programs.pdf>)
- *How to Reduce Drought Risk*, a vulnerability assessment guide available on the Internet (<http://enso.unl.edu/wdcc>)



Flood Task Force

Ten Western states had significant flooding in the past year with damages in California alone exceeding \$1.5 billion. In June 1997, Western governors adopted a resolution directing WGA to form a task force to review federal, state and local response to catastrophic flooding and to make recommendations for improvements. The governors adopted the WGA report, *An Action Plan for Reducing Flood Risk in the West*, in December 1997.

A memorandum of understanding was signed in February 1998 between the governors and the Federal Emergency Management Agency, the departments of Interior and Agriculture, and the Army (Civil Works) to develop new partnerships to reduce flood risks in the West. WGA is currently working with these federal partners to implement recommendations of the action plan. The Federal Emergency Management Agency provides funding for this project.

Great Plains Partnership / Western Land Stewardship

The primary goal of the Great Plains Partnership is to support community, state and regional efforts to improve land stewardship in a pro-active manner. With the leadership of Governor Geringer and John Sawhill, president of The Nature Conservancy, the partnership helps community-based groups that are tackling natural resources problems overcome institutional, policy and regulatory barriers. WGA has assisted in resolving multi-jurisdictional issues, securing funds to support projects adopted by the partnership and providing technical assistance not available at the state level.

One successful program under the GPP umbrella is the High Plains Partnership. It is an example of a state-led effort involving a diverse group of stakeholders who are working in a five-state region to voluntarily develop potential solutions to prevent future declines in the Lesser Prairie Chicken. Landowners, states, conservation and agriculture organizations, and federal agencies have rallied together to find win-win solutions for landowners and the prairie chicken. Among the project's objectives are to establish demonstration areas others can learn from and to find ways to offset the costs landowners may incur if they take steps to protect the bird.

In the next year, WGA will continue to support projects not only within the Great Plains but throughout the West, encouraging state and local incentive-based management of natural resources in open lands and watersheds. New approaches will be tested, and best practices and models will be shared with groups, communities and states. Assistance will focus on geographically significant, highly valued landscapes, and on the policy issues that prevent progress of useful environmental strategies for the West. WGA will continue to assist in bringing constituencies together to solve stewardship problems and to make heavy-handed government action unnecessary.

Funding for the partnership is provided by the U.S. Department of Agriculture-Natural Resources Conservation Service, U.S. Environmental Protection Agency, U.S. Fish and Wildlife Service, National Fish and Wildlife Foundation, Phillips Petroleum Company and the Kerr Center.

Open Lands

WGA established an Open Lands Initiative this year in response to the governors' concerns about dramatic population growth occurring in our region during much of the 1990s. With growth has come vanishing open spaces, whose loss is important to Westerners because of their role in defining the character of the West.

The loss of open space is localized but often highly visible and emotionally charged, and many Western states face similar challenges in keeping lands open. The governors recognize that even though the West has a tremendous amount of public land in open space, private lands are also important in giving communities a sense of cultural identity; scenic and historic landscapes; recreational opportunities; buffer zones for parks, forests, and other protected areas; wildlife habitat and water recharge areas; a local supply of food and fiber; and jobs and revenue from agricultural activity. Accordingly, the focus of the WGA Open Lands Initiative is on landowner-driven conservation of open spaces on private, productive working ranches, farms and timber lands.

Recent Reports:

- *An Action Plan for Reducing Flood Risk in the West* (1998)

Recent Reports:

- *Let's Get To It — Getting Beneath Difficult Environmental Resource Debates* (1998)
- *Two Futures — Citizens Define Ways to Manage Glacial Lake Agassiz Ecosystems* (1996)
- *A Way of Life — Great Plains Citizens Talk About Ecosystems* (1996)



Utah Gov. Mike Leavitt and Wyoming Gov. Jim Geringer confer during Open Lands Conference

Recent Reports:

- *The Land of Wide Open Spaces: Setting an Open Lands Conservation Agenda for the West* (1997)

To kick off the initiative, the governors held a major conference, "The Land of Wide Open Spaces: Setting an Open Lands Agenda for the West." The conference was hosted by Governor Geringer at the Jackson Lake Lodge in Grand Teton National Park in September 1997. It attracted well over 200 participants from 13 Western states. Conference participants put forward an impressive number of ideas about how the governors can work in partnership with other entities to increase open lands conservation in the West.

To follow up and with support from the David and Lucile Packard Foundation, WGA is working with the Trust for Public Land to assist Western states in identifying and developing statewide strategies for funding open space. A comprehensive bibliography of the literature on the economic benefits of open space is available on the WGA Web site. In addition, WGA has been advising governors' staff on funding issues on an as-needed basis.

WGA is also working with the American Farmland Trust to help states improve community access to advanced information technologies and data that can help them address open space challenges. Detailed proposals have been developed for strategic farm- and ranch-land mapping projects that would identify agricultural lands at risk, forecast alternative futures, and help develop and implement local landowner-driven protection programs.

WGA is also working with land conservation organizations in Washington, D.C. to identify and advance new federal tax measures that will strengthen incentives for private landowners to maintain open space.

Regional Water Policy

One of the principal goals of the WGA water program is to provide the leadership to develop creative solutions to changing needs and values associated with water quality and quantity issues in the West. This is accomplished by establishing and encouraging cooperative processes among state, local and federal interests. WGA also assists with state and interstate watershed planning efforts, including the implementation of Clean Water Act, Safe Drinking Water Act, and total maximum daily load (TMDL) activities. In addition, WGA encourages state leadership and policy development in order to position the West as a leader in developing workable solutions to water quality and quantity issues, including watershed strategies, and in cooperating with local and federal water interests.

Issues related to the Clean Water Act and hydropower relicensing can be found under the next section of this report, Bringing the West to Washington. A description of other water policy initiatives follows.



Total Maximum Daily Loads

Total Maximum Daily Loads are the amount of pollution a water body can absorb while still supporting drinking water or recreational use and aquatic life. The federal Clean Water Act requires that TMDLs be established for all pollutants including those considered non-point sources of pollution such as municipal and agricultural run-off and sediment. WGA convened a forum last fall in Jackson, Wyoming that allowed states to share information and experiences concerning implementation of TMDL requirements. Among the 60 senior-level participants representing 16 WGA states were a variety of federal officials including EPA's assistant administrator for water and four EPA regional administrators from the West.

The Jackson discussions identified a number of areas of agreement among the states on issues that require further attention. These included state interaction with EPA's advisory committee on TMDLs and increased federal resources to assist states with TMDL implementation. A governors' letter seeking increased federal funding for states implementing TMDL programs was submitted to the administration in November 1997. In addition, a letter outlining state views on TMDL issues was sent to EPA Administrator Carol Browner and the EPA federal advisory committee by Governors Geringer and Kitzhaber in February 1998.

WGA expects to hold a number of forums over the next two years for state and federal personnel on specific TMDL implementation issues. Recommendations will be developed at each of these

events addressing a particular TMDL issue, such as water monitoring needs or coordination with federal land management agencies. Followup reports will then be developed to serve as a permanent and wide-spread resource for improving overall state implementation of the TMDL program and national TMDL policy.

Watershed Planning

Scattered around the West are successful experiments in natural resources governance. Among them are several watershed partnerships, and WGA is working to share their successes across the West. These partnerships involve private landowners, state and federal representatives, business leaders, and members of various interest groups who integrate concerns for community, economic welfare, quality of life, water quality and supply, and aquatic and riparian system health. In order to support and expand these locally based initiatives, WGA has developed a handbook for local watershed groups emphasizing factors unique to the West, and is working with the Western States Water Council to develop a handbook for state water managers that provides guidance on how states can support and utilize watershed initiatives. In addition, WGA has prepared a paper that examines the federal role in watershed partnerships.

Funding for WGA's water program is provided by the Ford Foundation.

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, to 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, lobbying on, and reporting on federal legislation and regulatory actions that affect the West.

As most WGA activities have a Washington, D.C. component, the WGA-D.C. office coordinates and collaborates much of its work with each of the other three WGA program areas.

Endangered Species Act

WGA's Endangered Species Act Task Force under the leadership of Governors Knowles and Leavitt continues to advance efforts to reauthorize and implement the ESA that reflect the principles and legislative language developed by the governors. Their goal is to strengthen the role of the states, make the act more workable and understandable, and provide increased certainty and assistance for landowners and water users who are affected by the act, while maintaining its integrity and original intent to protect listed species.

S. 1180, the bipartisan consensus bill that the Senate Environment and Public Works Committee reported in September, reflects in both form and substance the recommendations the governors forwarded to Congress in 1995. In testifying on behalf of WGA, Governor Racicot successfully encouraged the committee to include in S. 1180 authority for the secretary of the departments of Interior or Commerce to consider state conservation agreements when determining whether or not to list a species.

The governors have also encouraged Senate leadership to provide increased and stable funding for the private landowner incentives and the state-federal-private cooperative efforts to conserve declining species that are envisioned in the reauthorization legislation.

WGA is organizing field visits for congressional committees and administration officials to provide them first-hand experience of how states are using incentives for private landowners and state conservation plans to obtain conservation benefits not achieved through merely listing a species. Similarly, WGA is renewing the collaborative effort initiated by Governor Leavitt with the administration to devise further improvements that can be implemented administratively while awaiting reauthorization of the act. The earlier collaboration resulted in much of the administration's 10-point plan to improve implementation of the ESA in 1995.

Recent Reports:

- *The Federal Role in Watershed Partnerships* (1998)
- *Watershed Partnerships: A Strategic Guide for Local Conservation Efforts in the West* (1997)



Wyoming Gov. Jim Geringer, FEMA Director James Lee Witt and Alaska Gov. Tony Knowles, discuss flood mitigation at meeting in Washington, D C

Mining Law Reform

Under the leadership of Governors Leavitt, Miller and Romer, WGA has worked closely with the administration, congressional committees, and industry and environmental organizations in developing the major legislative proposals to reform how hard rock minerals are mined on federal lands. Because legislative efforts have been deadlocked for several years, participants are turning to other approaches to address some of the underlying issues. The Environmental Management section of this report outlines many of these activities, especially efforts to bring about immediate on-the-ground cleanup of abandoned mines and to participate in the Bureau of Land Management's rule-making to revise its reclamation standards. The governors have emphasized the need to avoid duplication and needless regulatory burdens and to preserve primacy of state regulation in the environmental area. WGA is also organizing briefings by state mining and reclamation experts in Washington, D.C. for Congressional staff and interested parties.



Workers seed a tailings pile at a Colorado mine.

Clean Water Act and Hydropower Relicensing

Western states are preparing for the enormous increase in the number of hydroelectric projects which must be relicensed over the next 12 years. Under the leadership of Governors Kitzhaber, Locke and Wilson, WGA is monitoring legislative and judicial challenges to the states' certification authority under Section 401 of the Clean Water Act and to state participation in the Federal Energy Regulatory Commission's hydropower relicensing process. WGA surveyed states to identify and share best state practices prior to a meeting of member states and a number of non-Western states in San Francisco in May. The survey also was designed as a diagnostic tool to help states anticipate possible challenges. The meeting identified appropriate remedies to industry concerns that can make these processes more efficient and effective and a strategy for how best to respond to inappropriate legislative and judicial attacks.

WGA is organizing a meeting for the fall of 1998 in which state officials will interact with representatives of the hydropower industry, tribes, FERC, federal resource and land management agencies, and the environmental community to determine how they together can improve the way hydropower facilities are reauthorized. WGA is also discussing the need for and organization of training workshops with the same parties.

Good Samaritan Cleanups

Abandoned and inactive mines are responsible for many of the greatest threats and impairments to water quality throughout the Western United States. Thousands of stream miles are severely impacted by drainage and runoff from these mines, often for which a responsible party is unidentifiable or not economically viable. Currently, the Clean Water Act does not protect a "Good Samaritan"—someone who does not have liability for an abandoned or inactive mine but cleans up some portion of the site in order to improve downstream water quality—from becoming legally responsible for all discharges from the site. This potential liability has become an overwhelming disincentive to voluntary remedial activities, and has stymied Good Samaritan cleanup efforts in the West.

Under the leadership of Governors Wilson and Romer, Western states have endeavored over the past three years to develop—with the input of the environmental community, the mining industry, EPA and other interested parties—a proposal for amending the Clean Water Act to eliminate the current disincentives to Good Samaritan cleanups. Last September, the governors approved a package of legislative language for such an amendment. However, due to continued objections to some provisions in that package from both the environmental community and the mining industry, WGA continued its efforts to reach broader consensus on the language. Efforts have since focused on getting a bill introduced and enacted during the remainder of the 105th Congress.

Clean Water Programs

In response to the Clinton Administration's *Clean Water Action Plan*, the Western states sent a letter to the congressional appropriations committees highlighting their clean water priorities and funding needs. Additionally, the states are working with federal agencies to ensure that the plan allows flexibility; provides a strong role for states, tribes and local governments; and results in the implementation of shared priorities.

Indian Water Rights

The Ad Hoc Group on Indian Water Rights was formed in response to an initiative undertaken first by the Western Regional Council, a group of large business interests in the West. Recognizing the potential dislocation of existing non-Indian uses that Indian water rights could affect, WRC began a dialogue with the tribes on how to quantify Indian water rights. It was generally agreed that negotiated settlements of rights is preferable to litigation, and that such settlements should be encouraged and facilitated by the federal government. The Ad Hoc Group — comprised of representatives of WGA, WRC, the Native American Rights Fund, the Council of Energy Resource Tribes, and the National Congress of American Indians — has actively promoted negotiated settlements since 1982.

In October, WGA's sister organization, the Western States Water Council, hosted a symposium with NARF on the settlement of Indian water rights. Following the symposium, it was concluded that the unfavorable climate toward settlements during the last four years is beginning to change. One key indicator of the change is Interior Secretary Babbitt, who this year has taken a number of steps demonstrating his commitment to a new approach toward settlements.

Under the leadership of Governors Schafer and Kitzhaber, WGA has begun planning a meeting of the Ad Hoc Group this year including the sponsorship of a workshop in Washington, D.C. on Indian water rights settlements.

National Policy on Drought

In 1996, Western governors adopted *The Drought Response Action Plan*, which had been developed by the WGA Drought Task Force with the leadership of Governor Johnson. The *Action Plan* concluded that in most all cases, government agencies at all levels lack a comprehensive policy for handling any drought—regardless of its duration or impacts. The absence of an integrated drought policy causes confusion and a lack of understanding of roles and responsibilities. In contrast to other disasters such as floods or tornadoes, federal programs treat droughts as unique, separate events that are addressed on a case-by-case basis. As a result, states wind up dealing with various agencies separately during drought disasters, with no central point of contact.

To address this problem, the governors identified as a priority the *Action Plan* recommendation to “develop a national drought policy or framework that integrates actions and responsibilities among all levels of government. This policy should plainly spell out preparedness, response, and mitigation measures to be provided by each entity.”

To implement this recommendation, WGA worked closely with Senator Pete Domenici of New Mexico to develop S. 222, “The National Drought Policy Act of 1997.” The bill would establish an advisory commission to provide advice and recommendations on the creation of an integrated, coordinated federal policy designed to prepare for and respond to serious drought emergencies. In September, Governor Schafer testified on behalf of WGA before a Senate subcommittee, and in November, the Senate passed Senator Domenici's bill by unanimous consent. WGA has worked closely with Representative Joe Skeen of New Mexico to have identical legislation considered in the House. Governor Johnson has written congressional committees urging them to move the bill expeditiously.

Monitoring

WGA continues to monitor congressional actions on a number of bills and issues including fiscal 1999 appropriations, grazing reform, public lands legislation, electricity industry restructuring, air quality standards for particulate matter and regional haze, transportation and nuclear waste disposal.



Publications

Reports cited in the Fiscal Year 1998 in Review, resolutions, newsletters, press releases, a calendar of events and other information about the WGA are available on the World Wide Web at www.westgov.org. Reports may also be obtained free of charge by calling the Western Governors' Association Denver office at (303) 623-9378.

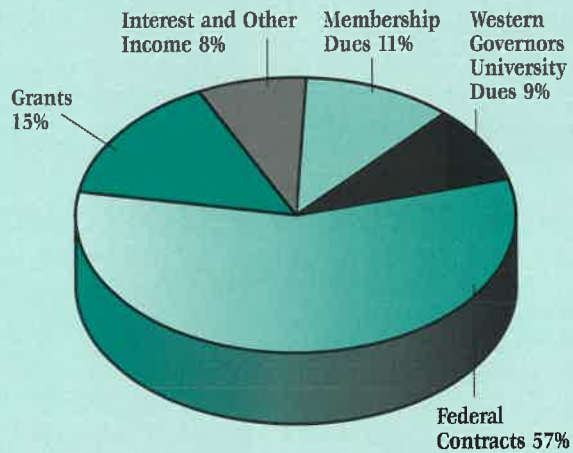
FINANCES

Finances

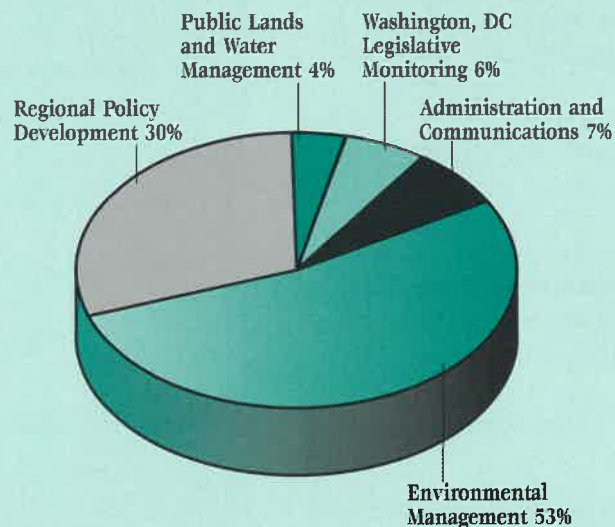
WGA's income is derived from dues from member states, grants and contracts, contributions, interest and other miscellaneous income. Member dues for fiscal year 1997 were \$36,000 per state and \$6,000 per territory/commonwealth.

During the fiscal year ended June 30, 1997, WGA's income totaled \$5,043,029. Approximately 57 percent of this amount was received from federal agencies for various projects.

FY 1997 Support and Revenues



FY 1997 Functional Expenses



Statement of Activities for the Year Ended June 30, 1997

SUPPORT AND REVENUES

Membership Dues	\$ 576,000
Western Governors University Dues	439,966
Federal Contracts	2,895,107
Grants	749,072
Other Income	340,774
Interest Income	<u>42,110</u>
 Total Support and Revenues	 <u>\$ 5,043,029</u>

FUNCTIONAL EXPENSES

Environmental Management	\$ 2,626,939
Regional Policy Development	1,462,121
Public Lands and Water Management	220,849
Washington, DC Legislative Monitoring	283,604
Administration and Communications	<u>357,643</u>
 Total Functional Expenses	 <u>\$ 4,951,156</u>
 Excess of Support and Revenues over Expenses	 91,873
 Fund Balances, Beginning of Year	 <u>756,341</u>
 Fund Balances, End of Year	 <u>\$ 848,214</u>

*Excerpted from the audit report of Dollinger, Smith and Company,
Certified Public Accountants*

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. Knowles currently serves as chairman of the Western Governors' Association. He is a former member of the Anchorage Assembly, in which he served 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 1998

AMERICAN SAMOA



TAUESE PITA SUNIA

(Democrat) (pronounced sue-knee-ah) was born and raised in the village of Fagatogo, where his parents served as

ministers in the Congregational Christian Church in American Samoa. He graduated from Kearney State Teachers College majoring in history and political science with certification in secondary education. He taught high school in Nebraska and American Samoa in the mid 1960s. Sunia was appointed and served as assistant director of education for television instruction and then as assistant director of education for administration. In 1972-1974, he was appointed deputy director of the Department of Education. In 1974, he was appointed as the first vice president of the newly established American Samoa Community College. Sunia received his master's degree in education administration from the University of Hawaii. While in Hawaii, he served as a consultant writing educational curriculum for Samoan students residing in Hawaii. Upon returning to American Samoa, he was appointed director of the department of education from 1984-1988. He has been a deacon with the Congregational Christian Church in American Samoa since 1971. He was elected vice chairman of the church in 1995. Since July 1996, he has been serving as the chairman of the church overseeing all church affairs for Samoa, Hawaii, the mainland U.S., and New Zealand. He is a member of the American Samoa Bar Association and served as the association's president from 1991-1992. He has served as a counselor for Samoan land and title cases for over 28 years. In 1992, he was elected lieutenant governor serving with the former Governor A.P. Lutali. He is the first Samoan governor from the Manu'a Islands in American Samoa. He is married to Fagaoali'i Satele and they have 10 children.

Term expires January 2001

ARIZONA



JANE DEE HULL

(Republican) became the 20th governor of Arizona on September 5, 1997. Prior to her service in Arizona's highest

elected office, Mrs. Hull was elected in 1995 as the first Republican secretary of state since 1931. She served in the Arizona House of Representatives, representing District 18 in north central Phoenix, from 1979 to 1993. Her distinguished legislative career included several committee chairmanships and leadership positions, including a term as Majority Whip and two terms as Speaker of the House from 1989 to 1992. In full compliance with Arizona's resign-to-run laws, Mrs. Hull vacated her House seat in 1993 to run her successful campaign for secretary of state. Mrs. Hull received her bachelor of science degree in education from the University of Kansas in 1957. She has completed post-graduate work in economics and political science at Arizona State University. In 1993, she attended the famed Josephson Ethics Institute. Born in Kansas City, Missouri in 1935, Jane Dee Bowersock was raised in Mission, Kansas. Her father, Justin Bowersock was Aviation Editor of The Kansas City Star for 20 years. In 1962, Mrs. Hull and her husband, Terry, presently a semi-retired obstetrician, moved to Chinle, Arizona, on the Navajo Nation. While Dr. Hull worked for the United States Public Health Service, Mrs. Hull began her teaching career as a substitute teacher at the Chinle School. The following year, she taught English at the Junior High School. In 1964, the Hulls moved to Phoenix where Dr. Hull completed his residency at Good Samaritan Hospital and then went into private practice. Mrs. Hull's political career began in 1965 as Republican precinct committeeman and deputy registrar. Prior to her own election to the Arizona House of Representatives in 1978, Mrs. Hull chaired several high profile Republican campaigns. The Hulls have four children and eight grandchildren.

Term expires January 1999

CALIFORNIA



PETE WILSON

(Republican), governor of California since 1991, has not only led his state through tough times, but has achieved fundamental change that has

attracted attention from around the nation. Governor Wilson has enacted what The San Francisco Chronicle called "some of the boldest welfare reforms in the nation" to promote work and encourage individual responsibility. Wilson was the first governor in the nation to sign a "Three Strikes and You're Out" bill into law. And he is the national leader in the drive to stop illegal immigration. The governor also led the effort to pass Proposition 209, an initiative to end racial quotas and special preferences. Wilson was born August 23, 1933, in Lake Forest, Illinois, and raised in St. Louis, Missouri. He attended Yale University on a Naval ROTC scholarship and served three years as a Marine Corps infantry officer before going on to earn a law degree from the University of California, Berkeley. Elected to the California Assembly in 1966, Wilson went on to serve as mayor of San Diego for more than a decade. As a United States senator, Pete Wilson's fiscal conservatism earned him the Watchdog of the Treasury Award every year when he was in Washington. As governor, Wilson trimmed the state bureaucracy to its lowest level, as a percentage of state population, since Ronald Reagan was governor. To improve California's job climate, Wilson reformed the state's workers' compensation system, cutting rates by more than 30 percent. In his first term, he cut taxes equal to a 10 percent decrease in the business and corporate income tax and enacted further reform in 1996 with a 5 percent cut in the banking and corporate income tax, bringing it to its lowest level in three decades. In 1994, Wilson was overwhelmingly re-elected to a second term, receiving more votes than any other governor in California history. The governor lives in suburban Sacramento with his wife, Gayle.

Term expires January 1999

COLORADO



ROY ROMER

(Democrat), the 39th governor of Colorado, is a veteran political and business leader. First elected in 1986, re-elected in 1990 and again in 1994, Romer

has been the state's chief executive since January 1987. He was Colorado state treasurer from 1977-87 and served in the Colorado House from 1958-62 and in the Colorado Senate from 1962-66. Romer's Colorado agenda centers on those issues, like the quality and affordability of child care, faced by our youngest children and their parents; improving K-12 education; reforming higher education; using technology to improve learning at all levels; making state government more efficient and user friendly; improving public safety; maintaining a healthy economy; and working with local governments and citizens to plan for and direct Colorado's rapid growth and to protect its beauty and environment. He was recently named a "Public Official of the Year" by Governing Magazine. In January 1997, Romer was elected to serve as general chairman of the Democratic National Committee. He has chaired the Democratic Governors' Association (1991), the Education Commission of the States (1994-95), the National Governors' Association (1992-93) and the National Education Goals Panel. Romer, along with Utah Governor Mike Leavitt, is leading the development of the Western Governors University, an innovative, "virtual university," which will be available to people throughout the Western United States. The 69-year-old Romer, who grew up in the southeastern Colorado town of Holly, is also the co-owner of a chain of construction equipment stores in Colorado, Virginia and Florida. He helped develop Colorado's Centennial Airport, ran a flying school and owned and operated a ski area. He also helped manage his family's agricultural operations throughout Colorado for several years, and was a lawyer in Denver in the 1950s and 1960s. Romer received a bachelor's degree in agricultural economics from Colorado State University in 1950, and a law degree from the University of Colorado in 1952. He also studied ethics at Yale University, and was a legal officer in the U.S. Air Force. He and his wife, Bea, have seven children and 15

grandchildren. Romer was born in Garden City, Kansas, on October 31, 1928. His family moved to Holly, Colorado, when he was 6 months old.

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. 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, 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, and in 1995, he founded and chaired the Council of Micronesian Chief Executives. In the 1980s Gutierrez received an honorary doctorate of humanities from the World Academy of Arts and Sciences, and in 1996, he was awarded an Honorary Doctorate of Law by the University of Guam. He started a nonprofit 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. 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 re-elected 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 the recipient of the 1996 Harvard Foundation Leadership Award for his contributions to American government. 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 Cayetano, who is the first governor of Filipino ancestry in the United States. 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. He is married to Vicky Cayetano.

Term Expires December 1998

IDAHO



PHILIP E. BATT

(Republican) became Idaho's 29th 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), the 43rd governor of Kansas, was elected to the state's top government position on November 8, 1994.

By securing 64 percent of the vote, Graves garnered the largest percentage by any 1994 non-incumbent gubernatorial candidate in the United States. In addition, he carried 102 of the state's 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 re-elected in 1990. A native of Salina, Graves grew up involved in Graves Truck

Line, the family business. Founded by his father and grandfather in 1935 after they lost the family farm in the Depression, Graves Truck Line quickly became one of the country's largest and most successful motor carriers. Throughout high school and until 1975, when he graduated from Kansas Wesleyan University in Salina, Graves continued to work in all aspects for 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. The governor and his wife, Linda Richey Graves, are the proud parents of daughter Katie.

Term expires January 1999

MONTANA



MARC RACICOT

(Republican) has roots that run very deep in Montana's colorful history. His ancestors came to the Montana Territory in the 1860s. Born July

24, 1948, Racicot grew up in Miles City and Libby. He graduated in 1970 with a degree in English from Carroll College in Helena and earned his juris doctorate in 1973 from the University of Montana Law School in Missoula. As an Army ROTC graduate, Racicot was immediately assigned to the Judge Advocate General's Corps and stationed in West Germany where he served as chief prosecutor for the largest U.S. military jurisdiction in Europe. He returned to Montana in 1976 where he became deputy county attorney for Missoula County. In 1977, Racicot

became a state Assistant Attorney General, as well as Montana's first Special Prosecutor, handling major cases for county attorneys across the state. He was elected Attorney General in 1988. He became Montana's 20th governor on Jan. 4, 1993 and he was re-elected in 1996 with 80 percent of the vote, the largest winning percentage for a governor in Montana's history and the largest winning percentage for any U.S. governor in 1996. Some of the major challenges facing Governor Racicot are managed economic development and major reforms in Worker's Compensation, tax structures and government operations. The governor advocates constant improvement in government efficiency and bringing government services closer to its owners, the people. He also favors reducing government wherever possible; he eliminated two executive departments and the governor's office now operates with about half the staff it had in 1977. After working with the Legislature to eliminate a \$200 million deficit in 1993, the Racicot Administration helped produce a \$22.4 million budget surplus in 1995. At the governor's request, the Legislature approved refunding the money to state taxpayers. The governor and his wife, Theresa, celebrated their 25th wedding anniversary in 1995 and have five children: Annie, Tim, Mary Catherine, Theresa Rose and Joe.

Term expires January 2001

NEBRASKA



E. BENJAMIN NELSON

(Democrat) was elected Nebraska's 37th governor in 1990, and his re-election in 1994 made him the first Nebraska 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 federal and state governments while protecting the U.S. Constitution. He is a past chairman of the Western Governors' Association and the Midwestern Governors' Conference and past president of the Council of State Governments. He helped establish and serves as past chairman of the Governors' Ethanol Coalition. On the state level, Nelson prioritized education, the environment and economic development during his first four years. Because of Nelson's focus on fiscal responsibility, the growth of state government spending has been reduced by two-thirds since 1990. Nelson has aggressively pursued international trade, and exports from Nebraska have tripled during his administration. Nebraska is also one of the leading states in job creation. Within weeks of his second inaugural, Nelson launched a major restructuring of the state's health and human services agencies. His "Employment First" welfare reform program is helping many Nebraskans achieve self-sufficiency. Nelson helped engineer an income tax cut and a package of property tax relief measures. His initiatives have included major crime legislation, a work camp for nonviolent offenders and the establishment of an Information Science, Technology and Engineering Institute, a statewide "university without walls." Nebraska finished the 1996-97 fiscal year with a record budget balance and cash reserve. 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 re-elected in 1994. Governor Miller served as chair of the National Governors' Association in 1997 and chair of the

Western Governors' Association in 1994. Miller served as lieutenant governor of Nevada from 1987-89. He was Clark County district attorney from 1979-1986. When he was re-elected in 1982, Miller became the first Clark County district attorney in modern history to win re-election. He was elected president of the National District Attorney's Association in 1984-85. 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) is New Mexico's 26th governor. His goal is to improve the quality of life of all New Mexicans by concentrating on four

major priorities: 1) Improving education by making it more accountable; 2) Bolstering economic development by reducing taxes and by building roads and infrastructure; 3) Reducing crime by building prisons and expanding juvenile prevention programs; and 4) Improving government efficiency by holding the line on state government growth and on the number of state employees. Governor Johnson signed legislation to reduce taxes by more than \$106 million dollars a year and reduced the number of state employees by 8 percent. He believes one of his major legacies will be the implementation of Managed Care for Medicaid during his administration. The governor's number one priority is to improve education in the state. Johnson's "For the Children's Sake" educational reform plan calls for: more accountability, school choice through vouchers, and expansion of charter schools. Johnson was elected governor in November 1994 and took office on January 1, 1995. Prior to becoming governor, Johnson and his wife, Dee, founded Big J Enterprises, a successful, full-service

commercial and industrial construction company still operating in New Mexico. An accomplished athlete, Johnson has enjoyed promoting fitness while in office. He was the first governor to ever compete in the Ironman triathlon in Hawaii and has ridden his bike four times across the state of New Mexico for over 2,000 miles in his effort to bring awareness to fitness and litter clean-up during his "Trek for Trash." The Johnsons have two children.

Term expires January 1999

NORTH DAKOTA



EDWARD T. SCHAFER

(Republican) was first elected governor of North Dakota in 1992, and was re-elected for a second term in 1996 with 67 percent of the

popular vote. He is the first Republican to be elected to a second four-year term in the history of the state. As governor, Schafer has increased funding for K-12 education by 10 percent in each of the past two bienniums, provided an additional 30 percent to the state's university system, and has directed more than \$70 million in new money to help care for the state's elderly. His administration has designed and implemented a cutting-edge welfare reform project that helps people overcome long-term barriers to self sufficiency. Schafer has also supported significant investments in technology and water development projects to improve the delivery of services to people in remote areas and to provide solid infrastructure for continued economic growth. All of Schafer's initiatives have been accomplished without a tax increase. In fact, under his leadership the number of state government employees has been reduced and the cost of state government as a percentage of personal income has decreased for the first time in 10 years. Schafer brings extensive private sector experience to the governor's office, and has worked to create business-friendly policies in state government. He has reduced workers' compensation rates and lowered the average unemployment taxes considerably. These efforts have saved employers millions of dollars to use for expansion, to purchase equipment, to pay higher wages, or to invest in retraining programs. Schafer is the immediate past

chair of the Western Governors' Association, and chair of the National Governors' Association Economic Development Committee. He is also past chair of the Midwestern Governors' Association and the Interstate Oil and Gas Compact Commission. Schafer was born and raised in Bismarck. He graduated from the University of North Dakota in 1969, and earned a master's in business administration from Denver University before returning to the family business, the Gold Seal Company, in 1970. He was elected president of the company in 1978. Governor Schafer and Nancy Jones Schafer have four children: Tom Schafer, Ellie Sue Schafer, Eric Jones, and Kari Jones.

Term expires December 2000

NORTHERN MARIANA ISLANDS



PEDRO P. TENORIO

(Republican) was born on the island of Saipan. He completed his secondary education on Guam, graduating from George

Washington High School in 1955, and attended the Territorial College of Guam, (now the University of Guam). He returned to Saipan and worked for several years as a supervisor for the Naval Technical and Training Unit, an intermediate school teacher, and an executive of a shipping company. A charter member of the Saipan Rotary Club International, he has also served as chairman of the Marianas Visitors Bureau. In government service, Governor Tenorio first served in the House of Representatives of the Congress of Micronesia and subsequently became a member of the Marianas District Legislature. In 1978, when the Northern Mariana Islands became a U.S. Commonwealth (CNMI), he was elected vice president of the Senate of the First Commonwealth Legislature and chairman of the Programs Committee. He was elected president of the Senate in 1980. Sworn in as governor in January 1982, he was re-elected for a second term in November 1985 and sworn in January 1986. He was elected governor again in November 1997 and was inaugurated on January 12, 1998.

Term expires January 2002

OREGON



JOHN A. KITZHABER

(Democrat) was born in 1947 in Colfax, Washington. He grew up in Oregon and graduated in 1965 from South Eugene

High School in Eugene, Oregon. After graduating from Dartmouth College in 1969, Kitzhaber returned to Oregon and attended University of Oregon Medical School (now Oregon Health Sciences University). Dr. Kitzhaber practiced emergency medicine in Roseburg, Oregon for 13 years. In 1978, John Kitzhaber was elected to the Oregon House of Representatives. In 1980, after one term in the House, Kitzhaber was elected to the first of three terms in the Oregon Senate representing Douglas County and parts of Jackson County. In 1985, Senator Kitzhaber was elected Senate president and served with distinction in that capacity until 1993. As Senate president, Kitzhaber oversaw the passage of major legislation including the Oregon Health Plan and the Oregon Education Act for the 21st Century. As a state senator, Kitzhaber became nationally recognized for his role in authoring the ground-breaking Oregon Health Plan. He is credited both with crafting the plan, as well as bringing disparate interest groups together to pass the law. The Oregon Health Plan went into effect in February 1994. Kitzhaber received the American Medical Association's Dr. Nathan Davis Award in 1992 for outstanding contributions to health care. He also received recognition for his leadership in the field of environmental stewardship, including the prestigious Neuberger Award presented by the Oregon Environmental Council. As a physician, Dr. Kitzhaber serves on the faculty of the Estes Park Institute where he has been a clinical professor at Oregon Health Sciences University since 1989. On November 8, 1994, John Kitzhaber was elected governor of Oregon. He was sworn into office January 9, 1995. Governor Kitzhaber is married to the former Sharon LaCroix of Saskatchewan, Canada and is the father of a son, Logan, born in October 1997. For recreation, the Governor enjoys fly-fishing and exploring Oregon's wild rivers.

Term expires January 1999

SOUTH DAKOTA



WILLIAM J. JANKLOW

(Republican) is serving his third term as governor of South Dakota. 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 re-elected 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, Janklow 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 no more than three percent. For 1997, his budget proposal for state government was the first one since the Great Depression that spends less money than the previous year. His 1998 budget includes a reduction of over 1,000 state employees. His emphasis on doing more for children includes expanded immunizations, more adoptions for traditionally long-term foster children, technical and higher education improvements, the creation of a boot camp to turn young lives around and new state aid formulas for local schools and special education. In 1998, Janklow has reduced property taxes by another five percent, established a special environmental livestock cleanup fund, expanded health care insurance coverage to 7,341 more children, accelerated his "wiring the schools" program so that all public K-12 classrooms will be wired for

technology by March, 1999 and approved a new telecommunications law that reduces rates for telephone users. Janklow and his wife, Mary Dean, have three children.

Term expires January, 1999

TEXAS



GEORGE W. BUSH

(Republican), the 46th Governor of the State of Texas, shapes policy based on the principles of limited government, personal

responsibility, strong families and local control. During two Texas legislative sessions, Bush has worked in a spirit of bipartisan cooperation with members of the Texas Legislature to enact historic reforms to improve public schools, put welfare recipients to work, curb frivolous lawsuits and strengthen criminal justice laws. This year, Texas taxpayers began receiving the largest tax cut in Texas history, a \$1 billion dollar school property tax cut funded by savings from state government. Bush's first priority is the education of Texas' children. He has worked with the Legislature to increase the state's share of funding for schools, to give parents greater choice of schools and to foster competition and creativity through charter schools and an expanded menu of educational opportunity. His most profound goal for Texas is that every child will learn to read by third grade and will continue to read at grade level or better throughout public school. George W. Bush was born July 6, 1946 and grew up in Midland and Houston, Texas. He received a bachelor's degree from Yale University and an MBA from Harvard Business School. He served as an F-102 pilot for the Texas Air National Guard. He founded an oil and gas exploration company in Midland and worked in the energy business from 1975 until 1986, then moved to Washington to help in his father's presidential campaign. He assembled a group of partners that purchased the Texas Rangers baseball franchise in 1989 and later built the Ranger's new home, the Ballpark at Arlington. He served as managing general partner of the Texas Rangers until he was elected governor on November 8, 1994, with 53.5 percent of the vote. Governor Bush and his wife, Laura,

a former teacher and librarian who grew up in Midland, reside in the historic Governor's Mansion in Austin with their 16-year-old twin daughters, Barbara and Jenna, their dog, Spot, and their two cats, India and Cowboy. Governor Bush is a Methodist and has served on the boards of various charitable, business 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 federal governments, 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 state is now undertaking an unprecedented 10-year, \$3.6 billion, statewide road building initiative. The governor's education initiatives include Centennial Schools, which return power to parents and teachers at local schools; Highly Impacted Schools, which provide special assistance to disadvantaged children; and class size reduction. He is working with other governors to establish the Western Governors University, which will provide students more choice and flexibility, and broader access to college through technology. Federal-state relations have been brought to the top of the national agenda through the governor's leadership. In technology, Leavitt has launched a SmartStates initiative, which is focused on developing public-private partnerships to deliver state services through electronic commerce. He is a past chair of the Republican Governors Association and

the Western Governors' Association and the past president of the Council of State Governments. He currently 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. 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 state to locate a business, best managed state and most livable state in America.

Term expires January 2001

WASHINGTON

GARY LOCKE

(Democrat) was elected Washington's 21st governor on November 5, 1996, winning a 58-percent majority. As governor, his goal is to

make Washington schools the best in the nation. Gary Locke is the second of five children. He was born January 21, 1950, and for the first six years of his life, his family lived in Yesler Terrace, a public housing project for the low-income and the families of WWII veterans. Growing up in Seattle, Locke worked at his father's restaurant and later at a small grocery store his father owned for 20 years. He received a bachelor's degree in political science from Yale University in 1972, and a law degree from Boston University in 1975. After he received his law degree, Locke worked several years as a deputy King County prosecuting attorney. He also worked as a community relations manager for U S WEST. In 1982, he won a seat in the Washington House of Representatives. During his 11 years in the Legislature, Locke served on the House judiciary and appropriations committees, and for his final five years was



chairman of the Appropriations Committee. Locke negotiated budgets with Republicans and Democrats that increased college and university enrollments, improved children's health-care services and strengthened environmental protection. In 1993, Locke was elected chief executive of King County, the largest county in Washington and the 13th largest in the nation. During his term, he cut the budget, established a savings incentive program that rewarded county departments for saving money, developed a nationally acclaimed growth management plan for King County, streamlined the government permit process and expanded bus service. As governor, education is Locke's number one priority. In his first legislative session as governor, Locke worked with the Republican controlled Legislature to increase funding for education, health care and job training. He also signed in to law a landmark welfare reform bill which puts work first and a budget that provides over \$300 million in tax relief for homeowners and businesses. The governor's first session also was the first on-time adjournment for a budget-writing session in 40 years. Locke and his wife, Mona Lee Locke, a former news reporter for KING Television in Seattle, were married on Oct. 15, 1994. Their first child, Emily Nicole, was born on March 9, 1997.

Term expires January 2001

WYOMING

JIM GERINGER

(Republican) was born in Wheatland, Wyoming on April 24, 1944. The oldest of seven children, Geringer was reared on the family farm

and graduated from Wheatland High School. He holds a bachelor of science degree in mechanical engineering from Kansas State University which he received in 1967. That same year he married his wife, Sherri, was commissioned as an officer in the United States Air Force and was 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. Geringer also served as chief of computer programming at a ground receiving station for early warning satellites. In 1977, he gave up his promising career in the United States Air Force so that he and Sherri could bring up their young family in the quality environment of rural Wyoming. To facilitate the transition back to farming, Jim accepted a position at the Missouri Basin Power Project's Laramie River Station as a contract administrator and worked there during the peak construction years from 1977 to 1979, after which he went into farming and cattle feeding full time. The Geringers started from scratch and by 1987 had bought their own farm. Geringer also continued his military service as an officer in the United States Air Force Reserve including such assignments as activation of the Peacekeeper missiles at F. E. Warren Air Force Base in Cheyenne. First elected to the Legislature in 1982, he served six years each in the House and Senate. Geringer was inaugurated as the 30th governor of Wyoming on January 2, 1995. He is the current vice chairman of the Western Governors' Association and chairman of the Interstate Oil and Gas Compact Commission. His community activities include the Farm Bureau, Farmer's Union, Rotary, Lions, Ducks Unlimited, Pheasants Forever, National Federation of Independent Business, Chamber of Commerce, and the American Legion. The Geringers have five children and are active members of the Lutheran Church.

Term expires January 1999

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LOANED EXECUTIVES

Bruce Flinn, Natural Resources Consultant; from
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Shelley Nolde, Natural Resources Consultant; from
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