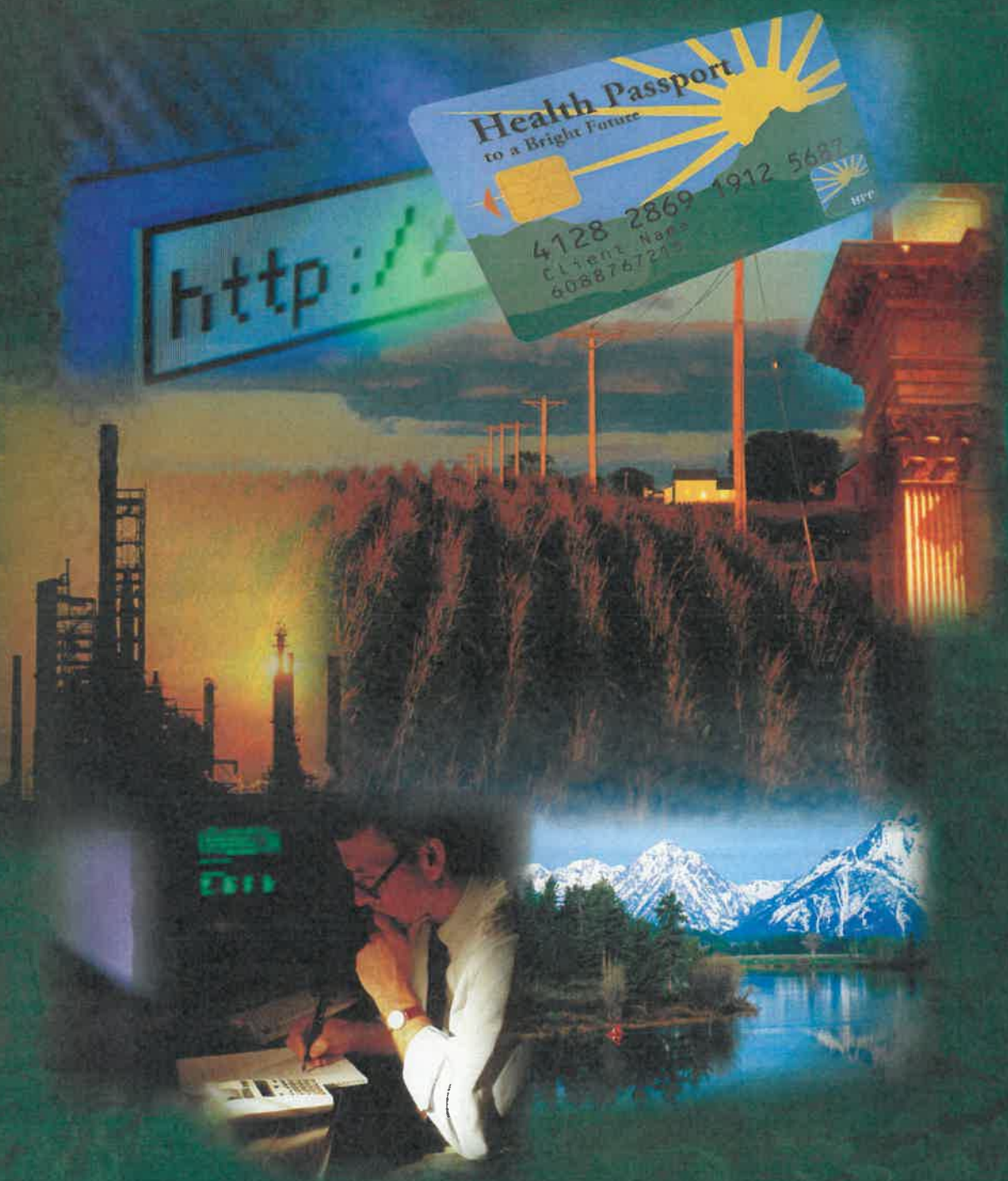


# Western Governors' Association 1999 Annual Report



1999 Annual Meeting • Jackson Hole, Wyoming • June 13-15, 1999

# 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.

# 1998-99 Board of Directors

## 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 1998 fellowship recipient was Millie Ryan, Health and Social Services Planner for the State of Alaska. Governor Tony Knowles, WGA's immediate past chairman, recommended Ryan, who used the \$15,000 grant to intern with the Center for the Study and Advancement of Disability at the George Washington University Medical Center in Washington, D.C. The center provides training and technical assistance regarding public policy issues that affect persons with disabilities and their families. Ryan identified the need in her home state of Alaska to promote the independence and productivity of those with disabilities. She will share with WGA member states knowledge and advice acquired during this experience.

Governor Jim Geringer, Wyoming,  
Chairman

Governor Benjamin J. Cayetano, Hawaii  
Vice Chairman

Governor Tony Knowles, Alaska  
Governor Tauese P. Sunia, American Samoa

Governor Jane Dee Hull, Arizona

Governor Gray Davis, California

Governor Bill Owens, Colorado

Governor Carl T.C. Gutierrez, Guam

Governor Dirk Kempthorne, Idaho

Governor Bill Graves, Kansas

Governor Marc Racicot, Montana

Governor Mike Johanns, Nebraska

Governor Kenny Guinn, Nevada

Governor Gary E. Johnson, New Mexico

Governor Edward T. Schafer, North Dakota

Governor Pedro Tenorio, Northern Mariana Islands

Governor John Kitzhaber, Oregon

Governor William Janklow, South Dakota

Governor George W. Bush, Texas

Governor Michael O. Leavitt, Utah

Governor Gary Locke, Washington

# Fiscal Year 1999 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, like private sector businesses, are utilizing new technologies to serve their "customers" more efficiently and effectively. To share development costs and lessons learned among states implementing these new technologies, state Governors formed an umbrella initiative called SmartStates.

Two new initiatives were undertaken this year under the SmartStates banner. With the leadership of Governors Geringer and Schafer, WGA began a new project called Centers for Excellence in Rural America (CERA). The CERA project will evaluate whether creating an electronic, high-speed telecommunications network among small rural towns will result in increased employment and income in those towns. The initial CERA pilot towns are Powell and Lusk in Wyoming and Watford City and Mayville in North Dakota. The CERA Network will work with interested corporations to pursue extended workplace initiatives in participating towns.

In the second new initiative, WGA began working with the National Conference of State Legislatures and the National Aeronautics and Space Administration to convene a workshop for Governors' senior policy staff and state legislators on the use of satellite imaging and remote sensing for policy-making. Improvements in

technology and timeliness make satellite images much more relevant to the decision-making process than ever before. Combined with geographic information technology, satellite images can help decision-makers craft policy on such diverse issues as grazing, water quality, coral reef protection, habitat, and land use. The conference is planned for the summer of 1999.

A description of ongoing WGA programs that fall under the SmartStates umbrella follows.

### Health Passport

Three Western communities are beginning an 18-month demonstration and evaluation of the Health Passport card, which will place important health-related



information at the fingertips of parents and their health-care providers. Health Passport is the largest health-card demonstration in the United States.

Health Passport cards are being distributed to 25,000 individuals in Bismarck, N.D.; Cheyenne, Wyo.; and Reno, Nev. Participants 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 Service (MCH).

Health Passport is not merely automating existing services, but is changing the whole public health-care paradigm. It is designed to give clients greater responsibility for managing their health care instead of the state. It will reduce overlap of services and cut down on fraud. And it will increase the confidentiality of patient information by placing that information on a card the user controls.

On a practical level, the Health Passport will streamline patient check-in, provide up-to-date health information, support referrals among providers, facilitate parent access to immunization and other records, automate patient appointment reminders and promote access to preventative health information.

Health Passport has two key objectives. One is to demonstrate how smart card technology can be used to

Health Passport  
to a Bright Future

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Client Name  
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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.

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 federal agencies, including MCH, WIC, Head Start, Government Services Administration and private entities such as Pasteur, Merieux Connaught, an immunization firm. Partners helping demonstrate the Health Passport include the WIC, Immunization, and Head Start agencies and grocery stores in the three participating states; The Family Doctors, MedCenter One, Bismarck Burleigh Nursing Service, Optimal Pregnancy Outcome Program, Medicaid, and Early Pregnancy Screening, Diagnosis, and Treatment (EPSDT) program in Bismarck; Cheyenne Children's Clinic, City and County Public Health Service, MCH, Laramie County Public Health Nursing and EPSDT program in Cheyenne.

### *Transportation Futures Project*

The Transportation Futures Task Force this past year prepared recommendations to the Governors on policy changes to increase the capacity of Western transportation and telecommunication systems in support of a growing Western economy. The working group on telecommunications made recommendations on the joint use of limited-access highways in public/private partnerships to implement state telecommunications policies and intelligent transportation systems. Among the recommendations:

- The Governors are encouraged to take the lead in setting state/regional telecommunications policies which link both intelligent transportation systems and SmartState initiatives with private infrastructure investment.
- The states need to clarify their intent to use access to the states' highway systems as an asset to be used in partnership with telecommunication providers to achieve the broader state telecommunications initiatives.
- Governors and state legislators should work together to define consistent policies related to receiving compensation for access and for defining exclusive

relationships with specific providers in exchange for access to telecommunications infrastructure and services.

- The states need to define both consistent and efficient procedures for forming public/private partnerships and leasing the rights-of-way.

Governor Racicot recently assumed the lead Governor role for this project, following the retirement of Governor Nelson. Racicot will co-chair the public/private task force on Transportation Futures for the West along with former U.S. Secretary of Transportation Neil Goldschmidt. The task force includes representatives from state and federal transportation agencies, transportation and communications providers and business leaders.

This project was partially funded by the Federal Highway Administration during 1998.

### *Recent Report:*

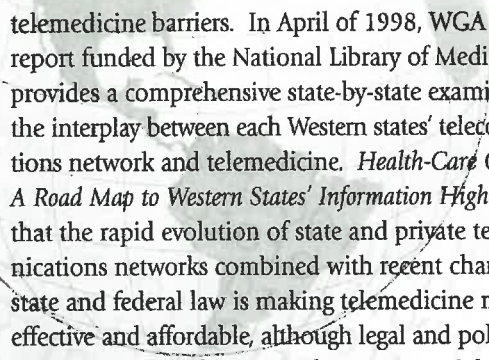
- *Challenge Paper - Telecommunications Access to Highway Rights-of-Way* (1998)
- *Working Group on Telecommunications Report to the Western Governors - Telecommunications Access to Limited-Access Highway Rights-of-Way* (November 1998)

### *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, Medicare will reimburse for certain rural telemedicine consultations beginning in 1999. High telecommunication rates in the rural West have also been a long-term impediment to the growth of telemedicine in the region. To remedy this, WGA has continued to push for affordable rural rates as the Federal Communication Commission implements the Telecommunications Act of 1996.

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 Telemedicine.

**Recent Reports:**

- *WGA Telemedicine Action Report 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)

## Indian Health

WGA has actively sought to resolve policy issues and improve communications between state, tribal and federal agencies to ensure that quality health care is available and accessible to Native Americans and Alaska Native tribes. In May 1999, WGA brought together representatives of each of those governmental entities to begin developing a mechanism that could help resolve implementation issues among a number of programs, including the state Child Health Insurance Program (SCHIP), the Federal Medical Assistance Program and the Vaccine for Children Program.

The Governors began working on this issue in 1997 at the request of participants at the Annual Western Summit on Indian Health. The Governors initiated formation of the Indian Health Task Force—composed of state, tribal and federal health officials—to identify key health problems that needed to be addressed to improve the health of Indian children. Shortly after the task force began its research, Congress established SCHIP, a state-federal partnership intended to expand health insurance coverage of low-income children by providing states with federal matching funds. The task force developed recommendations for implementing those portions of SCHIP that pertain to Indian children and assessed the strengths and weaknesses of three

implementation models. The Governors adopted those recommendations in December 1997.

Governors Leavitt and Hull are lead Governors for the Tribal Health Program.

**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)
- *The State Child Health Insurance Plan (SCHIP): Western State SCHIP Implementation Update for the Fifth Annual Western Summit on Indian Health Care* (1998)

## 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. In 1998, the United States decided not to complete the MAI negotiations and sign an agreement as previously scheduled. The negotiation of exceptions to the MAI, such as those protecting state sovereignty, has been a major sticking point. WGA has also expressed its concern regarding 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. The WTO case has been temporarily suspended pending a domestic lawsuit alleging that the Massachusetts law is unconstitutional.

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. Since 1995, WGA has worked with its nine Canadian and Mexican border states, various federal agencies and the trilateral Commission for Environmental Cooperation (CEC) to ensure a state role in the negotiation and

implementation of a transboundary environmental impact assessment procedure for North America. If a project has the potential for transboundary impacts, the procedure could allow for notice of projects, assessment and mitigation between nations. While some Western states already have procedures in place, others have begun to examine state-to-state and state-to-province mechanisms for environmental assessments as states will not be parties to any eventual agreement between the three federal governments.

The William and Flora Hewlett Foundation and the Charles Stewart Mott Foundation provide support to the International Trade Program.

#### **Recent Reports:**

- *Multilateral Agreement on Investment: Potential Effects on State and Local Governments* (1997)

## **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. 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.

As part of this effort, WGA supported its third Ten State Retreat for environmental directors from all of the U.S.-Mexico border states in Saltillo, Coahuila in October 1998. The Retreat strengthened existing and initiated new relationships, and identified priorities and projects for cross-border cooperation. The role of the federal government, and bilateral and multilateral institutions were also addressed. A joint proposal from the ten states was presented to federal representatives at the retreat seeking to improve the process by which states participate in Border XXI, a U.S.-Mexican federal initiative to improve the border environment.

At the May 1999 annual meeting of Border XXI officials in Ensenada, Baja California, the ten states met informally among themselves and also formally with federal officials. Their discussion focused on a Border XXI partnership agreement proposed by the federal governments in response to the ten state proposal made in Saltillo. The state environmental directors will meet

again in conjunction with the Border Governors' Conference in Tijuana, Baja California in August 1999.

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

#### **Recent Reports:**

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

## **Western Presidential Primary**

Three Western states — Colorado, Utah and Wyoming — have enacted laws this year creating a Western Presidential Primary, similar to the Southern states' Super Tuesday primary. The recommendation to create a Western Presidential Primary came from a bi-partisan task force formed by eight Western states. The task force met in November and, after two days of discussions, agreed to recommend to the legislatures that their states move their primary or caucus date to Friday, March 10, 2000. Utah



Governor Mike Leavitt and Montana Secretary of State Mike Cooney were elected co-chairs of the 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 or caucus 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.

The Friday date was chosen because it falls strategically between the big Bicoastal Primary on March 7, 2000 (the date New York, California and



several New England states hold their primaries) and Super Tuesday on March 14th. This positioning of the Western Presidential Primary will let the region serve as the linchpin in the nominating process — either locking up the nomination for a frontrunner or giving a boost to a strong candidate who is running behind after the first few weeks of primaries.

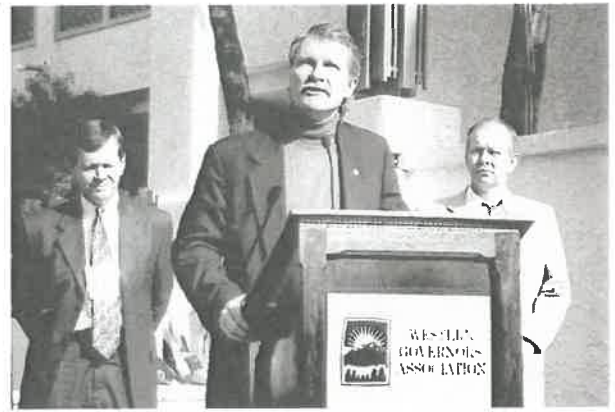
The Western Presidential Primary Task Force is currently organizing candidate debates and other opportunities to ensure that when candidates come to campaign in states in the region, the candidates get maximum exposure to Western voters and issues in all the participating states. WGA and the Council of State Governments West are staffing the task force.

## Environmental Management

### Enlibra: A New Shared Doctrine for Environmental Management

Western Governors, individually and through the WGA, are leading the charge for more effective environmental policy with the development and implementation of "Enlibra: A New Shared Doctrine for Environmental Management in the West." A still evolving doctrine, Enlibra is based upon eight principles that have proven effective in resolving environmental and natural resource debates in a more inclusive, faster and less expensive manner than in the past. Increasingly, many of the environmental problems come from diffuse sources, the result of personal decisions and land management practices rather than pollution from large industrial facilities. As a consequence of these factors, many of the traditional regulatory tools that worked rather well in the past are not likely to be as effective in the future. In these circumstances, the Western Governors have concluded that all Westerners must begin to assume a shared responsibility for our impacts on the region's lands, waters, and communities.

The word Enlibra was coined by lead Governors Leavitt and Kitzhaber to symbolize balance and steward-



*Govs. Leavitt, Kitzhaber and Geringer discuss Enlibra principles at Environmental Summit.*

ship following adoption of the initial set of principles in February 1998. The principles address the need to reduce environmental conflict through collaboration, assign responsibilities at the right level, recognize that solutions transcend political boundaries, increase conservation successes by promoting the use of sound science, provide economic incentives, and reward on-the-ground results, among other goals.

In December, WGA held the groundbreaking Environmental Summit in Phoenix to gather feedback on the principles and how they could be used as an alternative to litigation and regulations to resolve difficult environmental and natural resources problems. The summit was attended by a diverse group of more than 400 participants, most of whom are committed to charting a new course for "how we do business," as Governors and stakeholders alike, in environmental and natural resources management. Following the summit, an Enlibra Advisory Committee was created to review the rich feedback and make recommendations to the Governors for how the principles might be revised and broadly employed across the West. Representative of those who attended the summit, the committee includes representatives of environmental groups, industry, local government, federal agencies, private landowners, and others.

Western Governors will review the advisory committee's recommendations at their Annual Meeting in Jackson, Wyoming in June 1999. Already, WGA is leading and supporting the development of innovative methods for environmental problem-solving and decision-making in the region. Evidence of this is found throughout this annual report with such initiatives as the High Plains Partnership for Species at Risk, the Western Regional Air Partnership and water policy development. These initiatives take us away from a historically polarized conflict-ridden "winners and losers" scenario, and instead bring people together to collaboratively and voluntarily address difficult environmental issues in ways that are much more suitable to the diffuse and behavior-driven environmental problems and solutions in the future.

## Air Quality Initiatives

### *Western Regional Air Partnership*

Haze, often generated from hundreds of miles away, regularly invades Western parks and wilderness areas, obstructing the spectacular vistas visitors come to enjoy. Recognizing both the aesthetic and economic value of unimpaired views, Western Governors have embarked on an ambitious program to address the problem.

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 advance the implementation of these recommendations, the Governors joined with tribes and federal agencies to form the Western Regional Air Partnership (WRAP). Governor Leavitt and Governor Lloyd Tortalita of the Acoma Pueblo co-chair the partnership.

Partnership members include the states of Arizona, Colorado, Idaho, Montana, New Mexico, North Dakota, Oregon, Utah, Washington, and Wyoming; 10 tribes; the U.S. Environmental Protection Agency; and the U.S.

Departments of Interior and Agriculture. 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 committees and forums with stakeholder membership to

address technical issues and develop approaches to improving air quality in the West.

One of the most important tasks the WRAP will undertake in the next year is to provide a framework for addressing regional haze throughout the West. In April 1999, EPA promulgated a national rule for addressing visibility in parks and wilderness areas. The Western Governors' Association submitted extensive comments on the rule and was instrumental in developing rule provisions both to implement the recommendations of the commission and to protect and enhance visibility in more than 100 national parks and wilderness areas in the West.



Western Regional Air Partnership

Among other tasks, the WRAP committees and forums will:

- address technical issues related to emissions and controls for a wide range of mobile sources, including the control of sulfur in gasoline;
- assess the progress of governmental entities and the private sector in managing smoke associated with prescribed fire programs;
- develop a contingency market trading program to reduce sulfur dioxide emissions if targets established by the commission cannot be met;
- develop pollution control and prevention strategies for emissions sources within protected parks and wilderness areas;
- develop economic incentives and programs for pollution prevention; and
- develop economic models for estimating the effects of control measures on jobs and the economy.

The WRAP is jointly staffed by WGA and the National Tribal Environmental Council. EPA provides financial support.

### *Recent Reports:*

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

### *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. Sound emission inventories are a necessary prerequisite for developing effective emission control programs. In previous years, the project created training courses that are offered through universities and government agencies and initiated a series of "how to" manuals.

This past year, additional manuals were completed and a pilot emissions inventory was

conducted 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 completed. Data from these tests were combined with data from border areas and Mexico City to create a model for estimating mobile source emissions throughout Mexico. An emissions inventory project has been initiated for the Tijuana/Rosarita area. As compared to the Mexicali effort, WGA's contractor will have a reduced role in managing this effort as primary management responsibility will be shifted to a team of national, 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 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 an evaluation of the availability of energy market data was completed. During the next year a stakeholder process will be established to evaluate the adequacy of this data for supporting investment decisions. The ultimate goal of the project will be to establish and maintain a data clearinghouse. Funding for this project is provided by EPA.

### **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 parts. The initial effort, 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*.

The second part of the project, delayed due to funding constraints, has been divided into two phases. Phase I will focus on convening a core group of stakeholders to develop a work plan and a funding plan for proceeding on the project. Phase II will encompass moving forward on implementing the work plan.

### **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)

### **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. The increase in border congestion can be associated with the substantial increases in traffic seen since the signing of



Vehicles line up at the port of entry at Nogales, Arizona.

the North American Free Trade Agreement (NAFTA). There is a general consensus that congestion problems are negatively impacting air quality and the cost of doing

business. There is also a general agreement that congestion problems must be addressed now, because traffic volumes will likely continue to increase. In order to address the problems created by congestion, it is necessary to clearly identify the major causes of congestion, and achieve a consensus from the critical stakeholders on potential solutions to those causes.

The work undertaken by the WGA over the past year has focused on identifying the problems, causes, and solutions. Public forums were held in four of the major border crossings (San Diego-Tijuana, Nogales-Nogales, Laredo-Nuevo Laredo, and El Paso-Cd. Juarez) to develop a comprehensive picture of the causes of and potential solutions to border congestion. The information gathered in these forums was supplemented with interviews from key stakeholders representing state, local and federal governments, private businesses, and environmental groups, and with data collected at the major crossing points. This information has been assembled into a report which will be available in June 1999.

Using this information, a workshop involving major stakeholders from both sides of the border was held in San Antonio, Texas in April 1999. This workshop was the first in an expected series of workshops designed to develop a consensus on the most viable solutions to the problems of border congestion and to develop an action plan for assuring the implementation of those solutions by the appropriate agencies.

This process will continue through calendar year 1999, with a final report to the Governors expected in December 1999. Funding for this project is provided by EPA.

#### **Recent Reports:**

- *Problems, Causes and Solutions to Congestion Along the U.S.-Mexico Border*, Parsons Transportation Group (1999)
- *Border Congestion and Air Quality Action Report*, Border Congestion Steering Committee (1999)

## **Nuclear Waste Transportation**

### **Waste Isolation Pilot Plant (WIPP)**

Eleven Western states, working through WGA, and in cooperation with the U.S. Department of Energy completed their planning and preparation activities in support of the initial shipments of transuranic waste to the Waste Isolation Pilot Plant in Carlsbad, N.M. The first shipment of radioactive waste from the Los Alamos National Laboratory arrived on March 26, 1999. Since then, additional shipments have been made from Los Alamos and the Idaho National Engineering and



*First shipment of radioactive waste arrives at WIPP.*

Environmental Laboratory (INEEL). The Rocky Flats Ecological Test Site (RFETS) and the Hanford site have scheduled shipments for June and October of 1999.

The Western states have focused on developing emergency response plans, training emergency response and medical personnel, tracking shipments by satellite, keeping shipments off the highways when weather and road conditions are poor, and ensuring that the vehicles and drivers are safe. To reduce the potential for something going wrong, the shipments will follow protocols developed by the WGA states and adopted by the Secretary of Energy in 1996.

### **Other Shipments**

In 1998-1999 the WIPP protocols were used to plan and prepare for the first shipment of spent nuclear fuel from foreign research reactors through a Western port. The shipment was delivered uneventfully from Concord, Calif. to INEEL in July 1998. DOE has used WGA's protocols and transportation procedures as a model for other shipments and for an internal review of its transportation and

training procedures. The Energy Secretary ordered a review of the department's procedures following an incident involving low-level radioactive waste in Kingman, Arizona. WGA continues to provide DOE with technical and policy assistance in this effort.

WGA has worked with DOE in two other areas: the development of improved communications and dispatch procedures for the transport of classified materials and preparing states for shipments associated with the accelerated cleanup of weapons facilities. Some of these shipments will be by railroad in addition to the more traditional truck mode. WGA will continue to seek the appropriate level of funding and technical assistance from DOE to support state activities to plan, train, track and respond to potential incidents involving radioactive waste in transit.

In 1999 Governors Kempthorne and Guinn became lead Governors for WGA's radioactive waste transportation program and Governor Johnson continues as co-lead Governor for transportation issues related to WIPP. The Department of Energy provides funding for this project.

#### **Recent Reports:**

- *WGA Fact Sheet: Western States Committed to Radioactive Transuranic Waste Transport Safety* (1999)
- *Waste Isolation Pilot Plant Transportation Safety Program Implementation Guide* (1998)

### **Abandoned Mine Waste Cleanup Partnerships**

The first comprehensive report on abandoned mines in the West was published this year by WGA and the National Mining Association using information provided by states, the Bureau of Land Management, the U.S. Forest Service, the National Park Service, and the U.S. Environmental Protection Agency. The report, *Cleaning*

*Up Abandoned Mines: A Western Partnership*, lists on a state-by-state basis the number of abandoned mines in each state and the number cleaned up or secured to date. The report demonstrates that progress is being made, but more could be done with additional funding and if Congress enacts protections for "Good Samaritan" cleanups.

The report, which includes a survey of 15 Western states and three federal agencies, found that state voluntary cleanup laws and the mining industry are contributing to the cleanup of abandoned mines. However, many sites that were abandoned before environmental regulations were enacted in the 1970s have no viable owners, and it falls to state and federal governments with limited funding to clean up the sites.

The report concludes that "By working together, Congress, Governors, state legislatures, and the mining industry can help accelerate the pace of cleanups of priority abandoned mine sites by looking for ways to

increase funding for on-the-ground cleanups and security of dangerous mines in heavily trafficked areas. More studies and inventories of the problem are not needed to begin addressing priority sites today."

The report also found that a major stumbling block to increasing cleanup efforts are concerns about liability. Currently, anyone who reclaims a site can be held liable for any continuing discharges of pollution under the Clean Water Act. This applies to state and federal agencies as well as other good Samaritans. WGA has asked Congress to amend the act to at least shield state agencies and those working with the states from liability when they conduct good Samaritan cleanups.

Mining companies have also indicated that liability concerns hamper their ability to go back into historic mining districts and remine abandoned sites or do voluntary cleanup work. Based upon these concerns, Governors have directed WGA to work with the mining industry, environmental groups, and other interested parties to try to find common ground on solutions to the barriers to remining.



## 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 state agencies and legislators, key federal agencies, 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.

#### *Open Lands and Stewardship*

The Open Lands and Stewardship initiative is a good example of how Enlibra, WGA's environmental management doctrine discussed earlier in this report, is already working to address environmental and natural resources issues with voluntary, inclusive, community-based approaches. The focus of this initiative is to assist states in maintaining and protecting their economic and biological diversity, recreational opportunities, scenic values and the agricultural industry by preserving open space and agricultural land and by improving the quality of Western watersheds. Successful efforts serve as models for others. With leadership from Governors Geringer and Kitzhaber, the initiative currently has two main focuses: The High Plains Partnership for Species at Risk and the Open Lands Initiative.

#### *High Plains Partnership for Species at Risk*

The High Plains Partnership is a cooperative conservation effort involving state and federal agencies and private landowners from Montana to Texas. The goal of the partnership is to work across traditional public and private boundaries to reverse declining populations of wildlife by implementing voluntary, community-based solutions to natural resources problems on the High Plains.

The Lesser Prairie Chicken Interstate Working Group was established in 1996 as the first HPP pilot to help identify solutions to reverse the decline of the lesser prairie chicken. The group is a coalition of wildlife and natural resources agency professionals from Colorado,

New Mexico, Kansas, Oklahoma and Texas, where populations of lesser prairie chickens have historically existed. The working group was formed to improve coordination of information, data collection and research, and to develop recommendations for improved policy and program implementation strategies. The project area is a unique landscape that supports communities with a rich agricultural heritage and provides short- to mid-grass prairie habitat for this rare grouse.

With more than 90 percent of the High Plains region privately owned and more than 70 percent of lesser



*Field biologist fits lesser prairie chicken with a radio collar.*

prairie chicken habitat existing on private land, it is imperative that landowners, government, and others collaborate to achieve everyone's goals. The working group and local landowners are working together to develop conservation strategies. Initial strategies will focus on sustaining regional agricultural communities, while benefitting the lesser prairie chicken. Future efforts will include other wildlife species.

The HPP is a comprehensive, incentive-driven, voluntary program with five objectives.

- *Answer applied research questions about the relationships between wildlife and habitat* — Habitat and genetic studies are underway in Oklahoma, New Mexico, Texas and Kansas. A radio telemetry study is being conducted on lesser prairie chickens by the G.M. Sutton Avian Research Center with the cooperation of landowners in New Mexico and Oklahoma. The research will provide invaluable information about the bird's habitat, genetic diversity and the impacts of disease.

- **Improve communications and build local community involvement** — More than 30,000 newsletters and surveys were distributed across the five-state region and “Ranch Conversations” have been held in Colorado, New Mexico, Oklahoma and Texas. More than 120 people—80 of whom were landowners—attended the first meeting in Buffalo, Okla. in January 1999. An educational video is also under development.
- **Establish demonstration areas as educational tools** — Over 40 ranchers in Northwest Oklahoma have volunteered to serve on a lesser prairie chicken task force, and half of those have offered the use of their land as a demonstration area. Conversations are underway with landowners in other areas in hopes of establishing additional demonstration sites.
- **Practice adaptive management on demonstration areas** — A conservation agreement has been completed between a private landowner in Colorado and federal and state natural resources agencies.
- **Cost-share approved range management practices** — Funding is currently being sought to support this objective as a future activity of the HPP.

The best way to ensure rangeland health and reverse declines in species is through regional collaboration and voluntary cooperation in which landowners work in partnership with government agency staff to achieve beneficial stewardship goals. Experiences with and lessons-learned from HPP will serve as a model for other initiatives.

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; the Kerr Center for Sustainable Development; G. M. Sutton Avian Research Center; Houston Industries; and the states of Colorado, Oklahoma and Texas.

### **Open Lands**

WGA established an Open Lands Initiative in 1997 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.

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” in September 1997. More than 200 conference participants from 13 states put forward an impressive number of ideas about how the Governors can work in partnership with other entities to increase open lands conservation and safeguard working landscapes 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.

WGA will begin additional dialogues with landowners, state and federal agencies and other interested parties to identify the future direction for this project. New work will complement current efforts to identify and develop statewide open space funding strategies, provide communities access to advanced information technologies and data that facilitate better planning, and identify and develop new federal tax measures to keep working landscapes intact.

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

## Public Land Management

The WGA Natural Resources Group is developing and implementing strategies to address two priority issues under Public Land Management: prescribed fire implementation, 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 Program

The use of prescribed fire as a management tool to improve forest and grassland health and to reduce the risk of catastrophic wildfires is increasing on public and private lands in the West. At the same time, people are concerned about a number of issues, including liability, air quality, coordination of activities across boundaries, and adequate consideration of alternative land management tools (including different burning practices which may reduce smoke and other emissions).

Guided by a steering group of 12 individuals representing diverse interests, the Prescribed Fire

Program has developed projects to work on 1) providing information to landowners and land managers about liability; and 2) regional information sharing about planned and ongoing prescribed fires. A third project, being done in partnership with the Western Regional Air Partnership's Fire Emissions Joint Forum, focuses on providing information and tools to landowners, land managers, and decision-makers about alternatives to fire and what barriers to their use might exist. In the coming year, WGA will continue to foster discussion and formation of partnerships, provide tools and access to information to landowners

and land managers, seek opportunities to remove barriers, and highlight the need to protect health, safety and environmental quality while using fire as a management tool. This program is funded by the U.S. Departments of Agriculture and Interior.

## Drought Management

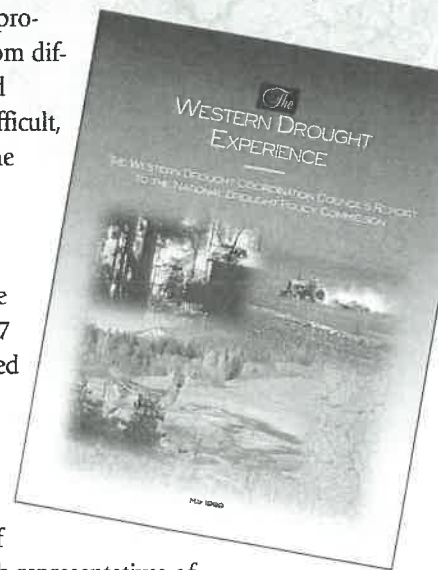
Recent experiences with droughts in the West and Southwest have highlighted the need for long-term, region-wide drought planning and for streamlined access to government services. While assistance is available for individuals, water suppliers and communities, negotiating the maze of relief programs available from different agencies and organizations is difficult, especially under the pressures of an ongoing drought.

The WGA responded to those needs in early 1997 when it spearheaded 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.

Among its accomplishments over the past two years, the council has developed and implemented communication tools to improve planning for future droughts; published a quarterly report on drought trends; and developed a catalog of state and federal programs that communities and individuals can use as a reference in seeking drought assistance.

In May 1999, the council met in Austin and approved recommendations to the newly created National Drought Policy Commission on how all levels of government can better prepare for, monitor, respond to and mitigate future droughts. The commission has been charged by Congress with developing recommendations to Congress and the president on a national policy.





Western Governors, working with Senator Pete Domenici and Representative Joe Skeen, spearheaded the effort in Congress to pass "The National Drought Policy Act of 1998," which created the national council. The WGA's 1996 *Drought Response Action Plan* recommended that a national policy be developed after concluding that all levels of government agencies generally lack a comprehensive policy for handling drought—regardless of its duration or impacts. 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. The *Action Plan* recommended that a national drought policy "plainly spell out preparedness, response, and mitigation measures to be provided by each entity." The commission is expected to issue its report in the spring of 2000. WGA's chairman will represent Western states on the commission, and WGA will provide support.

WGA's drought management efforts are funded by the U.S. Department of Agriculture and the U.S. Department of the Interior's Bureau of Reclamation.

#### **Recent Reports:**

- *The Western Drought Experience: The Western Drought Coordination Council's Report to the National Drought Policy Commission* (1999)
- *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>)

## 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 program 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 (TMDLs) 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 runoff and sediment. WGA convened a forum in Jackson, Wyoming in October 1997 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. WGA subsequently received a grant from EPA to hold workshops targeted to specific issues primarily for state agency personnel participating in TMDL efforts. The first of these was held in Las Vegas in January 1999, which attracted over 90 persons, and a second workshop was held in Portland in May. The first workshop focused on the importance of scientific methods and data in the TMDL process, while the second meeting examined both intrastate and interstate coordination issues associated with TMDL development. Future forums will likely focus on a new Environmental Protection Agency rule, the interaction and impact of both water quality and water quantity on TMDLs, and TMDL development and implementation issues.

**Recent Reports:**

- *Workshop Summary: Western Watershed/TMDL Management Issues - Improving the Interaction of Science, Measurement Techniques and TMDL Listing Management* (1999)
- *Workshop Summary: Western Watershed/TMDL Management Issues - Improving TMDL Coordination within States and River Basins* (forthcoming 1999)

### **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, and the Western States Water Council—has actively promoted negotiated settlements since 1982.

The Ad Hoc Group held a congressional workshop in February 1999 to discuss ways negotiated settlements of Indian water rights claims can be better facilitated and implemented. Governor Kitzhaber spoke on behalf of the WGA. A number of speakers noted that Congress approved the last Indian water rights settlement in 1992, and since that time, there has been a large turnover in Congress and a change in administrations. The result

has been a loss of institutional memory on these issues. Workshop participants agreed that the Ad Hoc Group could play an important role in reestablishing and maintaining that institutional knowledge through additional workshops targeted at key decision makers.

The Ad Hoc Group hosted congressional briefings on the issue in May 1999 targeting key committee staff and Western members' offices. Additionally, the Western States Water Council and Native American Rights Fund is planning a September 1999 symposium targeted at all parties to negotiated settlements.

### **Watershed Planning**

Scattered throughout the West are several successful experiments in natural resources governance that involve watershed partnerships. WGA is working to spread the word of these success stories in conjunction with its Open Lands and Stewardship initiatives. 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. A second handbook is being developed in coordination with the Western States Water Council that will provide guidance to state water managers on how states can support and utilize watershed initiatives. In addition, WGA has prepared a paper that examines the federal role in watershed partnerships.

**Recent Reports:**

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

## 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, and lobbying 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 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 in ways that reflect the principles and legislative language developed by the Governors. The Task Force's 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 1998, 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.

### Mining Regulation

In 1997, the Bureau of Land Management (BLM) 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).

States have reviewed and commented on several BLM draft proposals over the last year. Several Western Governors were concerned the BLM had not sufficiently explained the on-the-ground problems that lead BLM to seek changes to its 3809 regulations. They also recognized that the proposed changes could significantly impact state regulatory programs. In response to these concerns, the Governors supported a congressional directive to the National Academy of Science to conduct an independent study of the need for changes to the existing regulations.

Governor Geringer requested that BLM not publish its proposed rulemaking until the results of the NAS study were complete in July of this year. However, ignoring this request, BLM published the proposed rule in February. States are commenting on the proposal as well as the draft environmental impact statement. States are also testifying at NAS field hearings to explain how state regulatory programs work and how they are integrated with federal requirements during the mine permitting, inspection, enforcement, and closure activities. A final rule will likely be published in November. Governor Leavitt serves as lead Governor for the effort.

### Mining Law Reform

Under the leadership of Governor Leavitt, WGA is working closely with the administration, congressional committees, and industry and environmental organizations in developing major legislative proposals to reform the mining of hard rock minerals 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 rulemaking 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.

## 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 and Locke, 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. A strategy was also developed for how best to respond to inappropriate legislative and judicial attacks.

WGA is organizing a meeting for the fall of 1999 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 reauthorization process for hydropower facilities. 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.

Since 1994, Western states have endeavored 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. During the 104th Congress, the House included a Good Samaritan provision in the Clean Water Act reauthorization bill that passed. Due to objections to some provisions in that package from both the environmental community and the mining industry, WGA continued extensive efforts to reach broader consensus on the language. Although many of the issues were addressed in the revised package approved by the Governors on June 15, 1998, consensus was not reached with all interested parties.

During the 106th Congress, the Governors seek to have the WGA proposal introduced as a bill in both Houses in order to further the dialogue on this important issue.

## Monitoring

WGA continues to monitor congressional actions on a number of bills and issues including fiscal 2000 appropriations, grazing reform, public lands legislation, electricity industry restructuring, farm bill issues, interstate waste, and the transportation and disposal of nuclear waste. These activities are funded with dues from member states.

## Publications

Reports cited in the *Fiscal Year 1999 In Review*, resolutions, newsletters, press releases, a calendar of events and other information about the WGA are available on the Internet at <http://www.westgov.org>. They may also be obtained free of charge by calling the Western Governors' Association Denver office at (303) 623-9378.

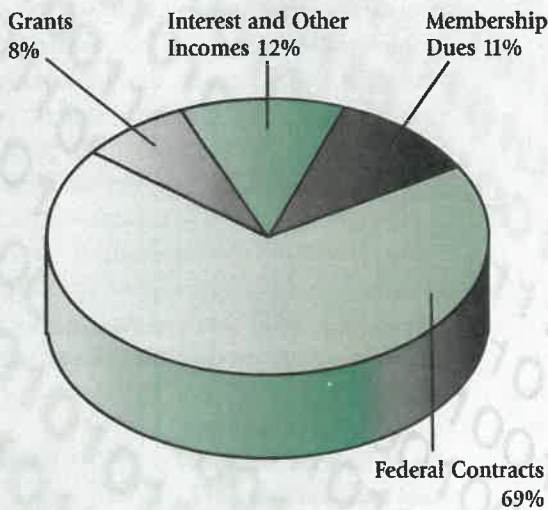
# Finances

## Finances

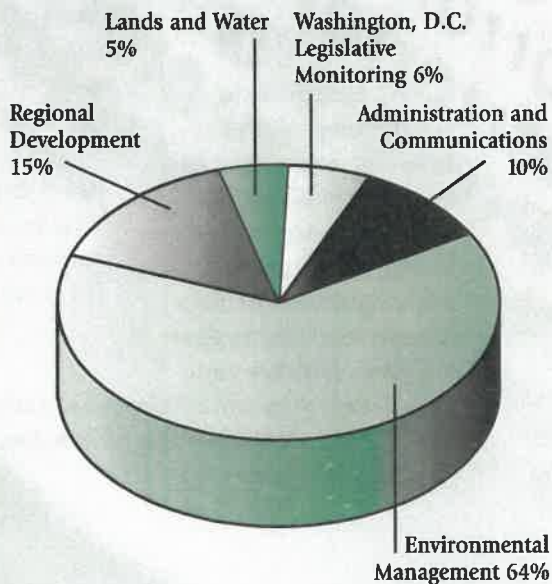
WGA's income is derived from dues from member states, grants and contracts, contributions, interest and other miscellaneous income. Member dues for fiscal year 1998 were \$36,000 per state and \$6,000 per territory/commonwealth.

During the fiscal year ended June 30, 1998, WGA's income totaled \$4,959,899. Approximately 69 percent of this amount was received from federal agencies for various projects.

### FY 1998 Support and Revenues



### FY 1998 Functional Expenses



## Statement of Activities for the Year Ended June 30, 1998

### Support and Revenues

Membership Dues	\$ 582,000
Federal Contracts	3,420,949
Grants	380,680
Other Income	542,159
Interest Income	34,111
	<hr/>
Total Support and Revenues	<u>\$ 4,959,899</u>

### Functional Expenses

Environmental Management	\$ 3,107,607
Regional Development	711,546
Lands and Water	267,651
Washington, D.C. Legislative Monitoring	284,391
Administration and Communications	471,695
	<hr/>
Total Functional Expenses	<u>\$ 4,842,890</u>
Excess of Support and Revenues Over Expenses	117,009
Fund Balances, Beginning of Year	848,214
	<hr/>
Fund Balances, End of Year	<u><u>\$ 965,223</u></u>

*Excerpted from the audit report of Dollinger, Smith & Co.,  
Certified Public Accountants*

## Western Governors' Bio Sketches

### ALASKA



#### **TONY KNOWLES**

(Democrat) was elected Governor of Alaska in 1994, re-elected in 1998, and has made jobs and families the continuing focus of his administration. He has committed his administration to building a healthy, growing private sector economy through partnership with industry,

with an emphasis on "doing it right" by concentrating on jobs for Alaskans, using Alaska businesses, and protecting the environment. Through the Alaska "Quality Schools Initiative" and "Smart Start" program, Knowles has made healthy families and the education, safety and well being of Alaska's children top priorities. Knowles was born in Tulsa, Oklahoma on January 1, 1943. A Vietnam veteran, he served in the 82nd Airborne division and volunteered for Vietnam duty in 1964. 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, he opened his first restaurant in Anchorage, where he still owns the popular Downtown Deli and Café. 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 mayor of Anchorage (1982- 1987) and a member of the Anchorage Assembly (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. Knowles served as chairman of the Western Governors' Association from July 1997 to June 1998. He and his wife, Susan, have three children.

*Term expires December 2002*

### AMERICAN SAMOA



#### **TAUESE PITA SUNIA**

(Democrat) 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. During 1972-1974, he served as 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) took office with a pledge to provide stability, integrity and trusted leadership to the Office of Governor. She has done just that, achieving a solid list of accomplishments which provided the foundation for her election to her first full term. With her overwhelming

victory in November 1998, Governor Hull became the first woman elected to the Governor's Office in Arizona. She led a sweep which put women in the top five state-elected offices, a first in the nation's history. Governor Hull has made education, children, preserving Arizona's natural beauty and the economy her top priorities; she has delivered on every one. Arizona's economic growth remains at the top of the nation under Governor Hull's leadership. She passed tax cuts of more than \$180 million last year, including a large reduction in the Vehicle License Tax, which she pledged to continue cutting this year. Combined with the property tax cuts resulting from the Students FIRST legislation, the Governor gave Arizona's taxpayers the largest tax cut in state history. Governor Hull has also taken many steps to make state government more efficient and responsive to its customers. She will continue to provide leadership that is working to ensure that Arizona remains one of the most attractive places in the nation to live, work, and raise a family. Jane Dee Hull became the 20th Governor of the State of Arizona on September 5, 1997. Prior to becoming Governor, Hull was the 16th

Secretary of State since Statehood, taking office on January 3, 1995. She was the first Republican to be elected to the office since 1931. Governor Hull began her career in public office in 1979 when she was elected to represent District 18 in the Arizona House of Representatives. In 1989, Hull was chosen by her fellow Representatives to serve as the first woman Speaker of the House. She had previously served as House Majority Whip and Chairman of the Government Operations Committee. Governor Hull holds a bachelor's degree in elementary education from the University of Kansas and did post-graduate work in Political Science and Economics at Arizona State University. She is also a graduate of the Josephson Ethics Institute and serves on the boards of numerous community and service organizations. Governor Hull and her husband, Terry, a semi-retired obstetrician, have four children and eight grandchildren.

*Term expires January 2003*

## CALIFORNIA



### GRAY DAVIS

(Democrat) was elected the 37th Governor of California on November 3, 1998, winning 58 percent of the statewide vote. He was described by the San Jose Mercury News as "perhaps the best-trained Governor-in-waiting California has ever produced." Governor Gray

Davis has made improving public education his Administration's No. 1 priority. His first official act as Governor was to call a special session of the Legislature to address his proposals to ensure that every child can read by age nine, strengthen teacher training and education, and increase accountability in the schools. As Lieutenant Governor, Gray Davis focused on efforts to keep jobs in California and encourage new and fast-growing industries to locate and expand in the state. He also led the fight to keep a college education affordable for California's middle class families, pushing through the largest student-fee reduction in California history. As the State's second-highest officeholder, he also served as President of the State Senate, Chair of the Commission for Economic Development, Chair of the State Lands Commission, a Regent of the University of California and a Trustee of the California State University. Prior to becoming Lieutenant Governor, Gray Davis served as State Controller for eight years. As California's chief fiscal officer, he saved taxpayers more than half a billion dollars by cracking down on Medi-Cal fraud, rooting out government waste and inefficiency, and exposing the misuse of public funds. He was the first Controller to withhold paychecks from all State elected officials—including himself—until the

Governor and the Legislature passed a long-overdue budget, and he found and returned more than \$1.8 billion in unclaimed property to California citizens, including forgotten bank accounts, insurance settlements and stocks.

From 1983-1987, Gray Davis served in the State Assembly from Los Angeles County and was Chief of Staff to Governor Edmond G. Brown, Jr. from 1975-1981. As Chair of the California Council on Criminal Justice in the 1970's, he started the statewide Neighborhood Watch program. Gray Davis was born in New York City on December 26, 1942. As a cum laude graduate of Stanford University with a Columbia University Law School degree, he served as a U.S. Army Captain in Vietnam and was awarded the Bronze Star for meritorious service. He has been married since 1983 to the former Sharon Ryer of Santee, in San Diego County.

*Term expires January 2003*

## COLORADO



### BILL OWENS

(Republican) was elected on November 3, 1998 to serve as the 40th Governor of the State of Colorado after serving as Colorado's State Treasurer from 1994-1998. Prior to his election as Governor and Treasurer, Owens worked in the private sector while serving in

the State House and Senate. After graduating from Stephen F. Austin State University in 1973, Bill Owens was awarded a full two-year fellowship to the Lyndon B. Johnson School of Public Affairs at the University of Texas, where he received his MPA in 1975. Immediately upon graduation, he went to work as a management consultant for the accounting firm of Touche Ross & Company in Washington, D.C. Owens moved to Colorado in 1977 to work with the management team at Gates Corporation in Denver. He was named Executive Director for a Colorado trade association in 1980. After serving as Chairman of the Aurora Planning Commission, Owens was elected to the Colorado House of Representatives in 1982. Six years later, he was elected to the State Senate, where he served as Chairman of the State Affairs Committee and was a member of both the Education and Finance Committees. As a legislator, Bill Owens sponsored successful legislation in the areas of welfare reform, child abuse, education, legal reform, and criminal justice. He was the author of the Colorado Charter Schools Act and Colorado's "Three Strikes" law. The National Federation of Independent Business, the Colorado Association of Commerce and Industry, and the Colorado Union of Taxpayers recognized Bill Owens on numerous occasions for his support of the taxpayers and the private sector. As State Treasurer, Owens invested nearly \$4 billion while overseeing programs such as the Great Colorado Payback, which returns unclaimed property to its rightful owners, and the Save for America program, which teaches grade school students the benefits of saving money. Bill Owens continued to watch out for the concerns of the taxpayers, effectively managing Colorado's assets while working hard for a better and more efficient state

government. Owens is married to the former Frances Westbrook. They have three children: Monica, Mark and Brett.

*Term expires January 2003*

## 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, Carltom 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 1973-1986, 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 2003*

## 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 1975-1978, and in the Hawaii State Senate from 1979-1986. From

1983-1986, 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. He was re-elected to a second four-year term in November 1998. For four consecutive years, from 1976-1980, 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. Cayetano is the Vice Chairman of the Western Governors' Association. 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 2002*

## IDAHO



### **DIRK KEMPTHORNE**

(Republican) made healthy, well-educated children, safe streets, a clean environment and economic development top priorities when he took office as Idaho's 30th Governor in January 1999. Governor Kempthorne presented to the 1999 Legislature a bold agenda and a budget

that was not just balanced, but provided a surplus. His budget included increasing public school and higher education funding, boosting technology funding for schools, doubling the requested amount for student financial aid, targeting early childhood development and immunizations, formation of a statewide immunization registry and hiring additional state troopers and crime lab personnel to tackle the growing methamphetamine problem in Idaho. In his State of the State address, Kempthorne outlined an aggressive reading program in the early grades. In the short time Kempthorne has been Governor, he has been appointed to the National Governors' Association Executive Committee and selected as a Vice President of the Council of State Governments, an organization representing elected officials of all 50 states. Prior to becoming Idaho's chief executive officer, Kempthorne served six years in the United States Senate. In the 104th Congress, he wrote, negotiated and won passage of two major pieces of legislation: a bill to end unfunded mandates on state and local governments and a revision of the



Safe Drinking Water Act. He was a member of the Armed Services Committee and Senate Environment and Public Works Committee and played a key role in passage of federal highway funding legislation. Prior to his election to the United States Senate, Kempthorne served as Mayor of Boise for seven years and was the Idaho Public Affairs Manager for the FMC Corporation. A 1975 graduate of the University of Idaho, he earned a degree in political science. Kempthorne is the recipient of numerous honors. In 1988, he was selected as Outstanding Young Idahoan by the Idaho Jaycees. That same year, The Idaho Statesman, Idaho's largest daily newspaper, named him "Citizen of the Year." While in the Senate, Kempthorne was also honored with the Bulldog Award by the nonpartisan group Watchdogs of the Treasury for his fiscal conservativeness; the Guardian of Small Business Award from the National Federation of Independent Business; the Public Service Award by the Association of Metropolitan Sewerage Agencies; the Jefferson Award from Citizens for a Sound Economy; the Legislator of the Year Award from the National Hydropower Association; and the Idaho National Guard's top civilian honor, the Distinguished Service Medal. Dirk Kempthorne was born in 1951. He and his wife, Patricia, have two children, Heather and Jeff.

*Term expires January 2003*

## KANSAS



### **BILL GRAVES**

(Republican), the 43rd Governor of Kansas, was first elected to the state's top government position on November 8, 1994. He was re-elected to a second term in 1998 with 73 percent of the vote, the largest percentage of votes of any Governor in the nation. He carried

all 105 counties in the state. Prior to assuming the Office of Governor, Graves served eight years as Kansas Secretary of State. Governor Graves is a native of Salina, where he grew up involved in the family business, Graves Truck Line. He earned a degree in Business Administration from Kansas Wesleyan University in Salina and attended graduate school at the University of Kansas. Governor Graves' emphasis during the first term of his administration has been on sound fiscal management, lower taxes, enhanced investments in education, reducing the size of state government and common sense regulation. Governor Graves serves on the Economic Development & Commerce Committee and the Education Goals Panel of the National Governors' Association. He also currently serves as Chairman of the Interstate Oil & Gas Compact Commission and the Governors' Ethanol Coalition. 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. The Governor and his wife, Linda Richey Graves, are the very proud parents of 3-year-old daughter, Katie.

*Term expires January 2003*

## 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 January 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 during his last term include steering economic development, managing mental health care for lower income residents, and reforming Montana's tax structure. 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



### MIKE JOHANNNS

(Republican) was elected as Nebraska's 38th Governor in November 1998. Born in Osage, Iowa, Johanns received his Bachelor of Arts degree from St. Mary's College, Winona, Minnesota, in 1971 and his Juris Doctor degree from Creighton University, Omaha, Nebraska

in 1974. He then served as a Judicial Law Clerk for the Honorable Hale McCown from 1974-1975. After practicing law at the firm of Cronin & Hannon in O'Neill, Nebraska from 1975-1976, Johanns moved to the city of Lincoln. He worked as a partner in the law firm of Nelson Johanns Morris Holdeman & Titus until his election as Mayor in 1991, an office he held for nearly eight years. Johanns was also elected to and served on the Lancaster County Board of Commissioners and the Lincoln City Council. As Mayor, Johanns created a Multicultural Advisory Committee, carried out an extensive environmental management planning process, and launched the Lincoln Community Development Partnership to facilitate affordable housing projects. He also expanded the City's Summer Youth Employment Program, for which he received a 1993 Job Training Partnership Act Presidential Award in the Outstanding Civic Leader category. Johanns organized the Lincoln Partnership for Economic Development to provide the city with a coordinated, regional approach to economic development. As Mayor, Johanns was elected in June 1993 to the U.S. Conference of Mayors Advisory Board, and he served as Chair of the USCM Subcommittee on Crime Prevention of the Standing Committee on Criminal and Social Justice. He also served on the USCM's Crime Bill Task Force and Unfunded Mandates Task Force. He has been an active member of the Conference and has participated in USCM delegations to Taiwan, Mexico and Israel. In June 1995, at the 63rd Annual Conference of Mayors, Johanns was named a Trustee of the U.S. Conference of Mayors, one of 11 Trustees in the United States. As a Trustee, Johanns also served on the Executive Committee of the organization, which oversaw operations, set priorities and determined positions on urban policy issues from year to year. Johanns served as Trustee during the remainder of his term as Mayor. Johanns was also a member of the League of Nebraska Municipalities Executive Board and served as president of the League of Nebraska Municipalities. Mike Johanns has two children and is married to Stephanie Johanns, also a former Lancaster County Commissioner and former State Senator. Stephanie Johanns is Director of Customer Service for Aliant Communications.

*Term expires January 2003*

## NEVADA



### KENNY GUINN

(Republican) was sworn in as Nevada's 28th Governor on January 4, 1999. His inauguration was the culmination of more than 34 years of service to the people of Nevada in both the public and private sector. Kenny Guinn has been a leader in business, community affairs,

and, most importantly, education, most of his life. Kenny Guinn grew up in the small farming town of Exeter, California where he met his wife, Dema. Guinn's parents instilled in him the importance of education early in his life, and from a very young age, he sought to excel academically. After graduating high school, Guinn attended Fresno State University where he earned undergraduate and graduate degrees in physical education. He then earned a Doctorate in Education from Utah State University. In 1964, Kenny and Dema Guinn, along with their oldest son, Jeff, moved to Las Vegas where Kenny went to work for the Clark County School District as a planning specialist. Within five years, Kenny Guinn was named Superintendent of Schools. During his tenure as School Superintendent, Guinn managed the Clark County School District through a period of unprecedented growth. His efforts and years of service were recognized when Kenny C. Guinn Junior High School was named in his honor. Kenny Guinn was hired by Nevada Savings and Loan, which later became PriMerit Bank in 1978. He worked his way through the management ranks and, in 1987, was named Chairman of PriMerit's Board of Directors. Soon thereafter, Guinn was recruited by Southwest Gas as the utility company's president and was named Chairman of Southwest's Board of Directors in 1993. The following year, Guinn was sought out by the University of Nevada, Las Vegas to serve as interim president. He re-established the university's financial groundwork and enabled its expansion to continue. His compensation was one dollar, and the rest of his salary was donated to UNLV's student scholarship fund and other student activities. Kenny Guinn has served his community on numerous boards and commissions, including the Clark County Community College Advisory Committee, the UNLV Foundation Board of Trustees, The White House Conference on Children and Youth, the Las Vegas Citizen's Advisory Committee on Downtown Development, the Governor's Commission on Government Reorganization, the Metropolitan Police Fiscal Affairs Committee, the Nevada Educational Development Council, and the Advisory Group for Civil Justice Reform. Guinn has offered his time and energy on a volunteer basis to groups including the Boy Scouts, Pop Warner Football, the United Way, and the Southern Nevada Independent Youth Athletic Association. Kenny and Dema Guinn recently celebrated their 42nd wedding anniversary. They have two sons, Jeff and Steve, and four grandchildren.

*Term expires January 2003*

## 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 a year and reduced the number of state employees by eight 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. He became the first Governor of New Mexico to be elected to two consecutive four-year terms when he was re-elected in November of 1998. 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 cleanup during his "Trek for Trash." The Johnsons have two children.

*Term expires January 2003*

## 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 vice chair of the National Governors' Association Natural Resources Committee, lead Governor for the TRUST Coalition (Transportation Revenues Used Solely for Transportation) and co-lead Governor for agriculture. He is vice chair of the Republican Governors' Association. Schafer is a past chair of the Western Governors' Association, 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 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 the 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 2003*

## SOUTH DAKOTA



### WILLIAM J. JANKLOW

(Republican) is serving his fourth term as Governor of South Dakota, making him the longest serving Governor in the state's history. Putting taxpayers first has been the guiding theme of Janklow's time in office. In 1999, Janklow warned lawmakers that he would veto

the new highway-funding bill that raised the state's motor-fuels tax by four cents per gallon and raised license plate fees, unless they passed a meaningful enforcement mechanism for cracking down on overweight trucks. Janklow also successfully pushed for the repeal of railroad tax breaks, under which taxpayers for 25 years had subsidized through higher property taxes the maintenance and repair of railroads throughout South Dakota. The statewide property-tax levies for general education were reduced again in 1999, a continuation of the effort that began in 1995 to cut property taxes in South Dakota. Janklow's affordable housing program continues to attract regional and national interest. Coordinated through the South Dakota Housing Development Authority, the program uses inmate labor to build modest-sized homes for elderly persons and people with disabilities and daycare centers for rural communities. Prison inmate crews were also employed to help wire every public school district for computer technology, a program that will be expanded to cover public libraries, private schools and hospitals. Governor Janklow has expanded summer technology training programs for K-12 educators and awarded grants to state university faculty to conduct summer projects on incorporating technology into their daily classes. For his final term, Janklow plans a major emphasis on early childhood development. A significant public-education campaign will be used to make parents and all citizens more aware of the results of good and bad behavior toward children, whether it is mothers abstaining from alcohol use during pregnancy or the positive benefits of reading to infants. A statewide immunization registry is believed to be the first of its kind in the nation. During the 1999 session, legislators passed a consumer-friendly package of managed-care reforms in which Janklow played a major role. In agriculture, Janklow led the 1998 blockade against Canadian grain and livestock trucks to force action on trade issues between the U.S. and Canada. He worked with legislators in the 1999 session to earmark money for agriculture marketing, promotion and development from funds in a state business-loan program and approved new state posts to focus on agriculture projects. Janklow and his wife, Mary Dean, have three grown children and three grandchildren.

*Term expires January 2003*

## 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. 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. Last year, Texas taxpayers began receiving the largest tax cut in Texas history, a \$1 billion school property tax cut funded by savings from state government. Bush is proposing to use the state's large surplus to fund additional tax cuts and funding increases for public education. His first priority has consistently been 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. He was re-elected Governor November 3, 1998 by 69 percent of the vote and became the first Texas Governor ever elected to back to back four-year terms. 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 17-year-old twin daughters, Barbara and Jenna, their dog, Spot, and their cats, Ern, India and Cowboy. Governor Bush is a Methodist and has served on the boards of various charitable, business and civic organizations.

*Term expires January 2003*

## 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. Leavitt 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 is vice chairman of the National Governors' Association and sits on the executive committee of 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, making him the first Chinese-American Governor in U.S. history. As Governor, he has worked to make Washington public schools the best in the nation, promote jobs and economic develop-

ment in rural and urban areas, and fight juvenile crime. Born into an immigrant family on January 21, 1950, Governor Locke grew up in Seattle. Through a combination of part-time jobs, financial aid, and scholarships, he attended Yale University, where he received his bachelor's degree in 1972. After earning a law degree from Boston University in 1975, he worked for several years as a deputy prosecutor in King County. In 1982, Governor Locke was elected to the Washington State House of Representatives, where he served on the Judiciary and Appropriations Committees, with his final five years as chairman of the Appropriations Committee. In 1993, Locke was elected chief executive of King County. During his term, he cut the budget, established a program to reward county departments for saving money, and developed a nationally acclaimed growth management plan. As Governor, Locke has worked to make Washington a better place to live, work, and raise a family. Believing that education is the great equalizer, he has made it his top priority. He has proposed college scholarships for high school students who meet tough state standards, and he wants to require those seeking teacher certificates to pass a state test. He has pushed to hire more teachers to reduce class size and, in 1998, he co-founded the Washington Reading Corps to help students learn to read. Later that year, his Youth Safety Summit brought together educators, community leaders, students, and law enforcement to begin addressing school violence. In 1997, Locke signed into law a landmark welfare reform bill that puts work first and has reduced the number of families on welfare by almost a third. He helped roll back business and occupation taxes for businesses, and in 1999 refunded \$200 million in taxes from the injured workers fund. He has also put forward a Rural Economic Development proposal to help rural economies grow by making vital funds available for infrastructure development and work force training. Locke proposed a transportation plan in 1998 that provides strategic solutions for congested traffic corridors in urban areas, focusing on basics such as maintenance and highway improvements. His Offender Accountability Act will give authorities the resources to adequately supervise felons after they have served their time. The Governor and his wife, Mona Lee Locke, a former reporter for KING 5 television in Seattle, were married on October 15, 1994. They are the parents of Emily Nicole, born on March 9, 1997, and Dylan James, born on March 13, 1999.

*Term expires January 2001*

## WYOMING



### **JIM GERINGER**

(Republican) was born in Wheatland, Wyoming and raised on the family farm. He graduated from Wheatland High School, and he received a bachelor's degree in mechanical engineering from Kansas State University in 1967. That same year he married Sherri

(Slentz) and was commissioned as an officer in the United States Air Force, 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 for early warning satellites. He was elected to the Wyoming House of Representatives in 1982 and served until 1988, when he was elected to the Wyoming State Senate. He served there until he was elected in 1994 as Wyoming's first Republican Governor in 20 years. Geringer was re-elected in 1998 for a second term. Governor Geringer has focused on local communities as central to each government service or action, with the state providing resources and support for locally driven programs. Education has been a continuing priority, and the Governor has pushed for higher standards, proper assessment of achievement, and effective use of technology for basic and distance learning. His commitment to education reform has brought about tough standards and true accountability, while preserving local control. As part of his ongoing commitment to education, the Governor serves as chair-elect of the fifty-state Education Commission of the States. Governor Geringer has advocated economic growth through the Wyoming Business Council, with the underpinning of the state's economy as a combination of traditional business and diversification through new business. He believes improvement will come through a blend of Western frontier and futuristic technology, all powered by the pioneer spirit of hospitality and free enterprise. The Governor is immediate past chair of the Interstate Oil and Gas Compact Commission and has served as chair of the Great Plains Partnership. He currently chairs the Western Governors' Association.

*Term expires January 2003*

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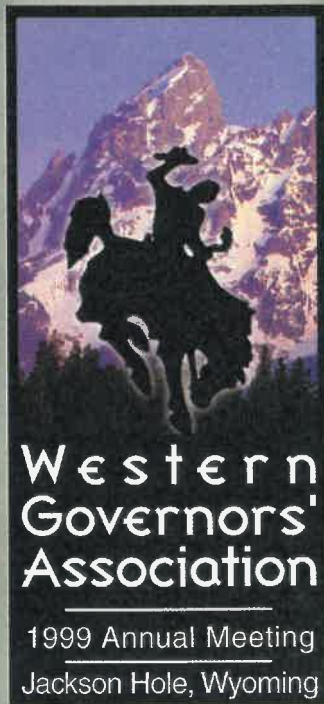


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