As Chairman of the Western Governors’ Association (WGA) I took aim at an issue that impacts all western states: drought.

The Western Governors’ Drought Forum has created a framework for states, industry and communities to share best practices and policy options for drought response. The Forum has enabled that conversation, in part, through workshops across the West that featured the leading thinkers on drought and included the participation of fellow Western Governors Mary Fallin of Oklahoma and Edmund G. Brown Jr. of California.

In addition, we’ve hosted webinars and created an online resource library with an ever-growing collection of drought resources. You can learn more about the Drought Forum in this Annual Report.

Take a deeper look into this complex issue by reading a first-year report on the Drought Forum website (www.westgov.org/drought-forum). It’s important to note that this is a “first year” report – WGA will continue to help western states in the coming years better anticipate and manage drought.

Western Governors’ work wasn’t limited to drought. Our collaborative, bipartisan policy efforts also focused on such diverse issues as:

Species Conservation: Western Governors applauded the April 2015 ruling by U.S. Fish and Wildlife Service that the Bi-State population of greater sage-grouse, which straddles the California-Nevada border, did not require protection under the Endangered Species Act. Extensive conservation efforts continue in the 11-state range of the greater sage-grouse to achieve a similar result for that bird in advance of a scheduled listing determination on Sept. 30, 2015.

Siting and Permitting: The Governors launched the RAPID Toolkit, an online tool designed to help navigate the siting and permitting of transmission lines in the West, critical in helping us tap emerging energy sources in remote areas.

State Authority Over Water: The U.S. Forest Service announced in April 2015 that it had stopped work on its proposed directive on groundwater resource management after Western Governors challenged the legal basis for the directive and reminded the agency that the states have authority over groundwater management.

Throughout the year, I have been regularly reminded what a pleasure it is to work with this collegial, collaborative group of Western Governors.

It has been my honor to have served as Chair of the Western Governors’ Association and I look forward to working with my western colleagues in the years ahead.

Dear Friends and Colleagues

Brian Sandoval
Nevada Governor
WGA Chairman
Dear Friend of the West,

The Western Governors’ Association has continued to grow in relevance, stature and influence under the leadership of Nevada Governor and WGA Chairman Brian Sandoval. On metric after metric, Western Governors have enjoyed a successful year.

One measure of WGA’s success is the growing extent to which congressional interests, Administration officials and opinion leaders are actively seeking the Governors’ input on policy matters of importance to the West. We have had the privilege to represent Western Governors in testimony before congressional committees on several occasions. The heightened profile of the Governors has also resulted from their thoughtful and detailed comments on regulatory proposals, federal legislation and other policy initiatives. Western Governors are clearly making their mark, as their bipartisan concerns, priorities and ideas are increasingly being incorporated into federal policy and reflected in regional action.

As a result of this growing relevance and influence, the association established an all-time record for sponsorship participation in fiscal year 2015. Gubernatorial involvement in WGA meetings and activities continued its upward climb, and WGA’s media presence grew significantly.

Governor Sandoval’s initiative – creation of the Western Governors’ Drought Forum – was timely and relevant. The Forum realized the Chairman’s vision to create a framework for states to share information and best practices to better anticipate and manage drought’s impacts. The effort will stand as both a positive legacy for Governor Sandoval and a model for the design and execution of future WGA initiatives.

My satisfaction about the past year is matched only by my excitement for the year ahead. With a new leadership team of Western Governors guided by a love for the American West, WGA is poised for even greater success. Under the Governors’ guidance, I know our region will continue to lead the way with common-sense solutions to the challenges facing our great nation.

Respectfully,

James D. Ogsbury
WGA Executive Director

Gov. Brian Sandoval
Nevada
WGA Chairman

Gov. Bill Walker
Alaska

Gov. Lolo Matalasi Moliga
American Samoa

Gov. Doug Ducey
Arizona

California

Gov. John Hickenlooper
Colorado

Gov. Eddie Calvo
Guam

Gov. David Ige
Hawaii

Gov. C.L. “Butch” Otter
Idaho

Gov. Sam Brownback
Kansas

Gov. Steve Bullock
Montana

Gov. Pete Ricketts
Nebraska

Gov. Susana Martinez
New Mexico

Gov. Jack Dalrymple
North Dakota

Gov. Eloy Inos
Northern Mariana Islands

Gov. Mary Fallin
Oklahoma

Gov. Kate Brown
Oregon

Gov. Dennis Daugaard
South Dakota

Gov. Greg Abbott
Texas

Gov. Gary R. Herbert
Utah

Gov. Jay Inslee
Washington

Gov. Matt Mead
Wyoming
The Western Governors’ Association
assists in the development of bipartisan policy. By doing so, WGA focuses attention on the importance of state-federal consultation, the role of state expertise, and state authority. Western policy efforts often overlap each other in complex and divergent ways. An excellent example is the interplay of policy focused on the massive sagebrush steppe (shown here) that constitutes the 11-state range of the greater sage-grouse.

Sage-Grouse Conservation
2014 Sage-Grouse Inventory highlights work in the West
Page 6

Drought Response
Western Governors’ Drought Forum seeks to better anticipate, manage drought
Page 8

Wild Horse and Burro Management
Promotion of herd health and habitat, forage vitality
Page 7

Invasive Species Control
National Seed Strategy seeks to more quickly restore damaged landscapes
Page 11

Wildfire Management
Habitat management practices, wildfire response
Page 12
Energy

Methane Emissions

Issue
Methane is a potent greenhouse gas that comes from a variety of sources, including oil and natural gas operations. While states have statutorily-recognized authority to manage air quality within their borders, the Environmental Protection Agency (EPA) plans to set methane emissions standards for new and modified oil and gas production sources, while the Bureau of Land Management (BLM) intends to update its regulations concerning the venting and flaring of methane on public land.

Action
The Western Governors’ resolution, “Methane Emissions Regulation,” requests that any federal regulations proposed for methane emission reductions recognize state authority under the Clean Air Act. The Governors also encourage commoditization of these captured methane emissions to provide economic value for states and incentivize methane emission reduction.

Next
The Governors continue to urge federal decision-makers – most recently in outreach to EPA Administrator Gina McCarthy and BLM Director Neil Kornze – to engage closely with states in advance of a formal methane emissions reduction rulemaking.

Federal Permit Streamlining Pilot Project

Issue
The Federal Permit Streamlining Pilot Project established seven regional Bureau of Land Management (BLM) pilot project offices to test federal efforts to streamline processing of applications for permits to drill for oil and gas on federal land. The successful project was set to expire in 2015.

Action
Western Governors supported reauthorization of the pilot program through outreach to Congressional leadership, including expressions of support for the BLM Permit Processing Improvement Act of 2014, passed by the Senate in November 2014.

Result
Language reauthorizing the project was ultimately included in the National Defense Authorization Act in December 2014.

RAPID Toolkit

Issue
Siting and permitting new transmission lines in the West is difficult and requires review and approval of often conflicting state, federal, local and tribal regulations. This complexity creates confusion and delays, as well as added expense for project developers, regulators, and the public.

Action
WGA began development of the Regulatory and Permitting Information Desktop Toolkit (RAPID) three years ago, based on recommendations from its Transmission Siting Task Force, with additional assistance from the Department of Energy and National Renewable Energy Laboratory. The RAPID website launched in December 2014 with a wealth of information designed to help navigate the permitting process.

Next
Monitor use of the RAPID website, which can be updated via its wiki-based platform with new information and best practices by the user community, and continue outreach efforts to grow the user base.
Greater Sage-Grouse

Issue

In 2010 the U.S. Fish & Wildlife Service (FWS) determined that listing the greater sage-grouse under the Endangered Species Act (ESA) was “warranted but precluded,” meaning it warranted protection but that a listing of the species was precluded by the need to address higher-priority species first. Western Governors have long worked to preclude the need to list the greater sage-grouse under the ESA, to keep the bird under state management and avoid the significant negative impacts of a listing to Western economies.

Action


Western Governors approved the resolution, “Species of Concern and Candidate Species.” It notes in part: “Variability in state approaches for conservation of species, particularly for species such as the greater sage-grouse, can be valid so long as conservation goals and objectives are met.”

WGA published its fourth annual Sage-Grouse Inventory, an accounting of proactive, voluntary conservation work by states, counties, federal agencies, conservation districts, industry and nonprofits.

WGA submitted written testimony on state leadership in greater sage-grouse management to a U.S. House Committee on Natural Resources oversight hearing on May 19, 2015.

Western Governors’ designees from the 11 states with greater sage-grouse populations have participated in four meetings of the State-Federal Sage-Grouse Task Force since June of 2014 to work with federal land agency representatives.

Next

State conservation efforts and collaborative work with federal officials will continue in advance of a scheduled listing determination on Sept. 30, 2015.

Bi-State population of greater sage-grouse

The U.S. Fish and Wildlife Service ruled on April 2015 that the Bi-State population of greater sage-grouse does not require protection under the Endangered Species Act. The Bi-State Distinct Population Segment straddles the California-Nevada border, where up to 9,000 of the ground-dwelling birds inhabit about 4.5 million acres of high-desert sagebrush.

A key factor in the decision was the Bi-State Action Plan, developed by partners in the Bi-State Local Area Working Group over the previous 15 years and secured with $45 million in funding from state, local and private sources. This is in addition to nearly $30 million worth of conservation work the U.S. Department of Agriculture – much of it through the Sage Grouse Initiative managed by the Natural Resources Conservation Service – and other partners have completed.
Wild Horses and Burros

Issue
Increasingly, the Bureau of Land Management (BLM) and the U.S. Forest Service (USFS) have been unable to adequately manage wild horse and burro populations on federal lands. The result: populations exceed appropriate management levels and are degrading habitat and harming wildlife.

Action
The Western Governors’ resolution, “Wild Horse and Burro Management,” urges BLM and USFS to pursue thoughtful, appropriate and science-based decisions for wild horse and burro management.

WGA commented on a BLM-proposed “Knowledge and Values Study Regarding the Management of Wild Horses and Burros,” asking the agency to make a more compelling case for the proposed study and ensure that relevant state agencies are represented in focus groups and interviews.

Next
Governors will continue to urge BLM and USFS to collaborate with local governments, state governments, tribes, other federal agencies, livestock producers and others to implement management solutions and educate the public on wild horse and burro issues and management.

State Wildlife Data

Issue
State wildlife agencies often have the best available science on species. The federal government should recognize and utilize state resources – including scientific information about species population numbers, conservation status, and habitat availability – to address challenges such as the potential listing of species, the spread of invasive species and the impacts of drought, water transfers and energy development.

Action
WGA Executive Director Jim Ogsbury testified before House and Senate appropriators in March 2015 on the significance of directing federal land managers to use state fish and wildlife data and analyses as principal sources to inform land planning and related natural resource decisions.

Next
Work to ensure that language about using state wildlife data is included in both appropriation committee reports to aid the effective management of wildlife species and their habitat.

Endangered Species Act

Issue
States should be full and equal partners in administering and implementing the Endangered Species Act (ESA). Western Governors believe species and habitat protection can be enhanced through appropriate changes in the ESA.

Action
Western Governors commented on the U.S. Fish and Wildlife Service (FWS) draft “Policy Regarding Voluntary Prelisting Conservation Actions.” The Governors encouraged “initiatives to incentivize voluntary conservation actions in order to preclude the need for additional species listings.”

Western Governors urged FWS and the National Marine Fisheries Service to use state science for critical habitat designation.

Next
Western Governors will continue to promote ESA improvements that increase the role of states in all aspects of the act’s implementation—prelisting, listing and delisting.
Drought Forum

Recent drought throughout the West has impacted economies and communities in ways both visible and hidden.

Fallowed fields, dry streambeds and near-empty reservoirs provide stark reminders of drought’s effects, but they do not tell the full story. Drought also results in lost tourism revenues, increased fire risk, decreased quality of wildlife habitat, unemployment, and livestock losses.

Recognizing the challenges drought poses for the West, Western Governors’ Association Chairman and Nevada Gov. Brian Sandoval created the Western Governors’ Drought Forum. Over the past year, Gov. Sandoval and his colleagues have led a regional discussion on drought through workshops, webinars and other means.

Through the Drought Forum, the Governors have collected best practices, case studies and insights of western leaders on drought response and management. This information is collected in an online resource library available at westgov.org/drought-forum, an interactive and ongoing center for sharing strategies on drought response.

Learn the key themes that emerged from the Drought Forum on the next page.
Drought Forum Key Themes

**Data and Analysis:** Useful information already exists on snowpack, runoff patterns, and soil moisture, but enhanced drought data collection and real-time analysis will help to better manage drought impacts.

**Produced, Reused and Brackish Water:** Adoption of technology to use produced, reused and brackish water has been limited by regulatory obstacles, financial barriers and public attitudes.

**Forest Health and Soil Stewardship:** Better land management practices for forests and farmland may help improve water availability and soil moisture retention.

**Efficiency and Conservation:** Public awareness of drought has directed increased attention to water conservation strategies for both municipal and agricultural water users.

**Infrastructure and Investment:** Maintenance and expansion of water infrastructure is often difficult to fund, so westerners must make the most of existing infrastructure and seek creative solutions to develop more.

**Working within Institutional Frameworks:** Legal frameworks and regulations can slow response to drought. State, local and federal agencies must work on innovative solutions to these constraints.

**Communication and Collaboration:** Communication among state and federal officials, water providers, agricultural users and citizens is a crucial component of effective drought response.
Water Management

States are the primary authority for allocating, administering, protecting, and developing water resources, and they are primarily responsible for water supply planning within their boundaries. Accordingly, states are best suited to speak to the unique nature of western water law and hydrology.

Proposed Groundwater Directive

Issue
The U.S. Forest Service (USFS) in 2014 issued a proposed directive on groundwater resource management to provide “direction on managing groundwater resources associated with National Forest System lands.” Western Governors assert that Congress’ clear intent, affirmed by the U.S. Supreme Court, is that the states have authority over groundwater management.

Action
The Governors submitted comments to USFS on Oct. 2, 2014 citing the precedents that affirm the states’ authority over groundwater. This authority is “distorted by the proposed directive in multiple ways,” the Governors asserted, because it can be construed to assert USFS ownership of state groundwater. The Governors also challenged the legal basis for the directive.

WGA Executive Director Jim Ogsbury testified about the proposed rule before the House Committee on Natural Resources Subcommittee on Public Lands and Environmental Regulations on April 14, 2015.

USFS announced in April 2015 that it had stopped work on the proposed directive.

Next
Should USFS initiate work on any groundwater-related directive, Western Governors have been assured by the agency that they will be consulted and provided an opportunity to engage from the beginning of the process.

Waters of the United States
A proposed rule issued in 2014 by the Environmental Protection Agency (EPA) and Army Corps of Engineers (Corps) is meant to clarify the scope of waters protected under the Clean Water Act (CWA). Western Governors are concerned that the rulemaking could impinge on state authority over water management.

Western Governors submitted comments to EPA and the Corps on the proposed rule in November 2014. The Governors cited the lack of state consultation prior to the rule’s release. In addition, they asked EPA to devote special attention to limits on federal regulatory discretion, state-by-state variance in hydrology and legal structures, and economic impacts.

WGA Executive Director Jim Ogsbury testified about the proposed rule before the House Committee on Natural Resources Subcommittee on Water, Power, and Oceans on April 14, 2015. In addition to reiterating the Governors’ feedback, Ogsbury emphasized that, “state authority is the cornerstone of effective water management in the West.”

Western Governors will evaluate the final rule, which was released on May 27, 2015, for potential implications for their states.

Funding for Water Data Programs
Detailed data on water use — including residential, agricultural and industrial uses — help states and water providers manage their resources. Historical water data is particularly critical during drought.

In March 2015 WGA advocated for funding of Snow Survey and Water Supply Forecasting programs administered by the U.S. Department of Agriculture’s Natural Resources Conservation Service. The Governors also backed funding of the Cooperative Water Program and National Streamflow Information Program, both administered by the Department of Interior’s U.S. Geological Survey.
Invasive Species

The spread of invasive species results from a combination of factors, including: human activity; susceptibility of invaded environments; and biology of the invading species. The Western Governors’ resolution, “Combating Invasive Species,” encourages efforts to respond rapidly to the incursion of invasives using early detection to eliminate introductions and improve control of invasive species expansion.

National Seed Strategy

Issue

Western Governors have been frustrated by the slow pace and inconsistency of federal lands restoration following natural disasters and resource development. Disjointed approaches to seed supply and use have contributed to the spread of invasive species. This has caused a host of problems, including increased fire risk and damage to wildlife habitat.

Action

Western Governors provided comments to the Bureau of Land Management on drafts of an interagency National Seed Strategy and Implementation Plan in March and May of 2015.

The Governors’ feedback advocated for engagement of state experts, research for invasive species control, and a commitment to a 10-year planning horizon for seed need projections.

WGA's recommendations were largely incorporated into subsequent drafts of the Strategy.

Next

Engage with federal agencies to implement the National Seed Strategy to improve land restoration and rehabilitation.

WGA Outreach on Invasive Species

House Testimony: WGA Executive Director Jim Ogsbury testified about invasive species before the House Committee on Natural Resources Subcommittee on Public Lands and Environmental Regulation on July 9, 2014. Ogsbury outlined the enormous economic damage invasive species can cause. He addressed impacts such as increased wildfire severity and decreased plant biodiversity and noted that a management strategy being developed by the National Invasive Species Council offered an opportunity to increase state engagement.

Weed Suppressive Bacteria Registration: Wildfire intensity is increased by cheatgrass, and new tools are urgently needed to battle this invasive species. WGA in May 2015 urged the Agricultural Research Service to expedite to the Environmental Protection Agency registration for a weed suppressive bacteria Pseudomonas fluorescens (ACK55) to combat cheatgrass.

Lands & Wildfire Management

“Fire-Borrowing”

Issue
Longer western wildfire seasons are forcing federal agencies to pay for wildfire suppression by transferring funds from non-suppression accounts which fund programs that can reduce hazardous fuels on federal lands. Inadequate funding of these critical non-wildfire programs leads to more wildfire activity and raises the costs of suppression efforts. Western Governors are committed to end this so-called “fire borrowing” practice.

Action
Western Governors have voiced their support for the end of the practice to House and Senate leadership multiple times in the past year.

Outreach to House and Senate Budget committees on March 19, 2015, noted the Governors were “encouraged” by the proposed bipartisan “Wildfire Disaster Funding Act,” particularly its use of a funding structure similar to that used by the Federal Emergency Management Agency when responding to natural disasters.

Next
Continue to support, and assist as appropriate, Congressional efforts to end the practice of “fire borrowing.”

Rangeland Fire Risk

Issue
Addressing rangeland fire risk is of the utmost importance. Western Governors appreciate that the Department of the Interior sought state input to develop enhanced policies and strategies to prevent and manage rangeland fire and restore rangelands impacted by fire.

Action
Western Governors offered comments on April 20, 2015, on “Secretarial Order 3336: A Set of Longer Term Actions and Activities, Draft Final Report,” which addresses rangeland fire risk. The Governors called it an “important collaborative effort” that offers “many laudable steps to enhance federal coordination with the states … on rangeland and fire management.” The Governors offered additional comments on topics that included:

- Expansion of wildfire fighting resources and enhancement of local response capabilities to rangeland fires;
- Identification of fuels management priorities;
- Use of Good Neighbor Authority to implement fuel treatments across jurisdictions and support collaborative restoration efforts;
- Accelerate efforts to remove invasive grasses.

Next
Work with federal, local and other partners to improve responsiveness to rangeland fire and enhance rangeland health through fuel treatments and post-fire restoration.

Tax-Exempt Federal Lands

The Governors helped secure an extension for the Secure Rural Schools and Community Self Determination Act, which helps timber-dependent counties pay for essential government services. The Governors also successfully promoted continuation of the Payment in Lieu of Taxes program, which provides compensation associated with the extensive non-taxable federal lands in the West. Western Governors are still searching for a permanent funding solution for both programs.
Western Governors’ participation and engagement continued to show steep growth at WGA meetings in Colorado Springs, Las Vegas and Washington, D.C. One highlight: the Governors’ conversation with President Obama about “fire-borrowing” during the Annual Meeting via video conference. Executive Director Jim Ogsbury and WGA staff criss-crossed the country during the year, speaking at conferences and testifying before Congress about the bipartisan work of the Western Governors.


WGA Executive Director James D. Ogsbury has offered testimony on behalf of Western Governors on numerous issues during the past year, including:

- **Invasive species:** U.S. House Committee on Natural Resources Subcommittee on Public Lands and Environmental Regulation (July 9, 2014)
- **State-Federal Land Exchanges:** Advancing Conservation and Education Act of 2014 before the U.S. House Committee on Natural Resources (July 29, 2014)
- **Energy:** Public Lands Renewable Energy Development Act of 2013 before the U.S. House Committee on Natural Resources Subcommittee on Energy and Mineral Resources (July 29, 2014)
- **Appropriations:** Appropriations and activities of the Bureau of Land Management (BLM), U.S. Fish and Wildlife Service (FWS), National Park Service (NPS), U.S. Forest Service (USFS) and Environmental Protection Agency (EPA) before the U.S. House Appropriations Subcommittee on Interior, Environment, and Related Agencies (March 18, 2015)
- **Federal water-related regulatory proposals:** Before the U.S. House Committee on Natural Resources Subcommittee on Water, Power, and Oceans (April 14, 2015)
- **Appropriations:** Appropriations and activities of the BLM, FWS, NPS, USFS, and EPA to the U.S. Senate Committee on Appropriations Subcommittee on Interior, Environment, and Related Agencies (April 16, 2015)
- **Sage-Grouse Conservation:** Oversight Hearing on Empowering State Management of Greater Sage-Grouse before the U.S. House Committee on Natural Resources (May 19, 2015)
- **Western Drought:** Before the U.S. Senate Committee on Energy and Natural Resources (June 2, 2015)
Finances

WGA income is derived from Western Governors’ annual dues, sponsor contributions, meeting registration fees, grants, investment income, and other sources. Governors’ dues for the fiscal year 2015 were $36,000 per state and $6,000 per territory (WGA dues have not increased since 1994). WGA income totaled $6.7 million for the fiscal year, with approximately 64% of that amount received from federal agencies to provide technical assistance to states and other contractors.

The following is excerpted from the audit report of JDS Professional Group, Certified Public Accountants, Consultants and Advisors. The information is for the fiscal year ending June 30, 2014.

### Functional expenses

**July 1, 2013 - June 30, 2014**

- General & Administrative: 4.1%
- Policy Development and Advocacy: 13.1%
- Meetings, Outreach, Sponsor Development: 14.1%
- State Technical Assistance & Pass-Through Funds: 68.7%

### Revenues

**July 1, 2013 - June 30, 2014**

- Investment Income: 3.6%
- Other Revenue: 0.2%
- Governors’ Annual Dues: 8.3%
- Private Grants: 0.2%
- Meeting Sponsorships and Registrations: 23.7%
- Federal Grants: 64.0%

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<td>Total</td>
<td>$6,698,418</td>
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</tbody>
</table>
WGA STAFF

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Deputy Director

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Finance Manager

WGA STAFF ADVISORY COUNCIL 2014-2015

The WGA Staff Advisory Council includes top policy advisors from each Governor’s office and meets regularly to review and guide association activity. The council reviews proposed work plans, budgets and policy resolutions, conveys recommendations to Governors, and provides guidance to WGA staff.

Staff Advisory Council Chair: Ryan McGinness, Nevada

Alaska
Kip Kudson
American Samoa
Joseph Pereira
Arizona
Danny Seiden
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Colorado
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Learn More Online

Visit the Western Governors’ Association website to read and download policy resolutions, letters and Congressional testimony. In addition, you’ll find information on the Western Governors, news of the West, and additional information about the bipartisan work of WGA. Visit now: http://www.westgov.org/