

WYOMING FUTURES PROJECT

HISTORY AND CRITIQUE

1985 - 1988

IN THREE VOLUMES

VOLUME I

By co-directors:

Patricia Nagel
and
Linda D. Nix

April, 1988

WYOMING FUTURES PROJECT
HISTORY AND CRITIQUE

TABLE OF CONTENTS
VOLUME I

VOLUME

History and Critique

Attachments:

1. Steering Committee Member List
2. Advisors Group List
3. Roundtable Proceedings
4. SRI Report
5. 1/31/86 Proceedings of Venture Capital Conference
6. SRI Updated Report
7. Contract between State of Wyoming and Ucross
8. Proposal to establish Wyoming Futures Institute

VOLUME II

Attachments:

9. Full Report of Economic Stability Task Force
10. Implementation Report on Economic Stability Task Force Report
11. Full Report of Tourism Task Force
12. Implementation Report on Tourism Task Force Report
13. Full Report of Communication Section of Communication/Transportation Task Force
14. Implementation Report on Communication Section of Communication/Transportation Task Force Report

WYOMING FUTURES PROJECT

HISTORY AND CRITIQUE

TABLE OF CONTENTS

VOLUME I

VOLUME II (Continued)

15. Full Report of Transportation Section of Communication/Transportation Task Force
16. Implementation Report on Transportation Section of Communication/Transportation Task Force Report
17. Full Report of Agriculture Task Force
18. Implementation Report on Agriculture Task Force Report

VOLUME III

Attachments:

19. 1986 Statewide Conference Mailer
20. 1986 Conference Proceedings
21. Guest Editorial on Teleconference
22. Proposal submitted to Governor on Organization of State Government
23. Banking Focus Group Proceedings
24. Wyoming Futures Project Bylaws
25. List of Board Members
26. Budget
27. Fundraising letter from Governor Sullivan
28. Prospectus, Newspaper Supplement, Annual Reports
29. In-Kind Documentation

WYOMING FUTURES PROJECT

HISTORY

In the summer of 1984, Wyoming was heading for a serious economic decline. Energy prices had dropped well below their peak of only a few years before, the work force was shrinking, and state government revenue was declining. People in the state were bracing themselves for a severe economic downturn, which many Wyoming people viewed as inevitable. But some saw the end of Wyoming's furious boom years as an opportunity: times were serious enough to focus attention on the state's problems, but they were not so defeating as to wear down the enthusiasm of Wyoming people.

Citizens all around Wyoming were independently coming to the same conclusion. They believed the time was right to take stock of the state's strengths and challenges and begin to chart a course for future years. Unwilling to surrender the state's destiny to out-of-state influences, they were eager to see if a consensus could be developed, one that could help guide Wyoming toward a future without sudden booms and busts, a future built on a stronger Wyoming.

Wyoming's growing reputation as an "economic colony" prompted Raymond Plank, Chairman of Apache Corp., which has extensive oil production in Wyoming, to take the steps that ultimately led to the establishment of the Wyoming Futures Project. Plank had seen firsthand the struggle of Wyoming communities through the oil and coal booms. Plank believed energy companies should not simply take what they needed and then leave the state. His first contribution was to rescue a historic but rundown ranch near Buffalo and build it into the Ucross Foundation, a non-profit conference center and artist-in-residency program.

As a founding member of the Minnesota Wellspring project, an effort to bring public and private interests together to discuss that state's future, Plank believed a similar method might serve Wyoming's needs. He conferred with a small number of Wyoming people, who in turn contacted their friends, and gradually gathered a group interested in formulating a teamwork approach to address Wyoming's problems..

Plank and Heather Burgess Plank (now President of the Ucross Foundation) believed this approach could best be accomplished by bringing together representatives from all sectors of Wyoming's economy to discuss the State's potential and prospects. They recognized that out-of-state interests also had a stake in the long range well-being of Wyoming and could make positive contributions to the discussions. This approach would bring together representatives from State and

local government, education, agriculture, the extractive industries, tourism, transportation, communication, business and labor, conservationists and other Wyoming citizens. It was the hope of Plank and Burgess that these discussions would help make Wyoming a stronger and more cohesive state.

Plank and Burgess met with a core group of Wyoming citizens to develop a plan or pursuing their idea. (Attachment No. 1). For a base-line study of Wyoming's economy, the Ucross Foundation contracted with SRI International of Menlo Park, California, a world-wide research and consulting group, to review all sectors of Wyoming's economy.

Support for the Wyoming Futures Project was then broadened through the creation of an Advisory Group, which included fifty-six people who helped to guide the early formulation of the Project. An attempt was made in the selection of the Advisory Group to have it represent a broad segment of Wyoming. (Attachment No. 2). Next, trips were made by a small core of organizers around the State to talk about the Project and to solicit funds and support from local community leaders.

The Ucross Foundation conducted a series of independently funded Roundtable Discussions in August through September of 1985. The discussion participants came from around the State with a commitment to reach agreement among a diverse set of participants on issues that were important to Wyoming. The Roundtables developed support and served as a model for the task force approach that was ultimately adopted by the Futures Project. (Attachment No. 3).

Originally the "Wyoming Choosing Project" name was selected. That name evolved into "The Wyoming Futures Project". Both names evidenced the goal of involving Wyoming citizens in the future of the State.

There was also an early decision whether such an undertaking should be financed through private or public funds or by a combination of both. Concern was expressed that the goal of broad participation might be perceived as a sham if the Project was funded exclusively by large corporations. It was agreed that a public/private partnership would answer this concern and provide the teamwork necessary to make the Project succeed.

Consequently, the decision was made to seek public funding. The cooperative problem-solving concept caught the imagination of Governor Ed Herschler. To demonstrate the public/private partnership concept, Governor Herschler asked the Legislature to approve a \$100,000 appropriation for the Wyoming Futures Project in 1985. This amount, matched by an equal amount of private dollars, helped fund the SRI Report and a 1-year

administration of the Project by Executive Director, Pete Williams. The State money was available only if the Project provided a dollar of private funds or donated services for each dollar of the appropriated State funds. In 1985, the private sector in fact, generated almost 3 dollars for every dollar of public money. This established a precedent that continued throughout the life of the Project. The Project also agreed to make, regular reports to the Legislature and the Governor.

The preliminary draft of the SRI Report was circulated in August and widely discussed. In October 1985, the SRI Report "Building a Stronger Wyoming" was released. (Attachment No. 4). The report was printed in its entirety in the Casper Star-Tribune on October 12, 1985. On October 19, 1985, the Futures Project held its first statewide conference at the Events Center in Casper. The conference was attended by 1,000 enthusiastic Wyoming citizens. The excitement and sense of purpose were palpable.

The conference catalyzed a consensus among its participants that a program be established to address Wyoming's future. At the conference, participants were also given the opportunity to respond to the SRI Report and the Roundtable proceedings. Based upon the consensus developed and those responses, the concept of the Wyoming Futures Project was formalized and an agenda was developed.

The following areas of critical concern were identified by the conference participants and incorporated into an agenda for the Project:

- Capital Formation
- Tourism
- Economic Stability
- Communication/Transportation
- Agriculture
- Organization of State Government

Various methods of tackling these problems were discussed by the Futures Project advisors. It was decided that capital formation was an informational need and could best be handled by holding a conference. On January 31, 1986, the Wyoming Futures Project, in cooperation with the Economic Development and Stabilization Board, the Wyoming Bankers Association and the Wyoming AFL-CIO, presented the Governor's Conference on Venture Capital. The conference featured several speakers with financial expertise: John Beck, from Beck, Mack & Oliver, an investment counseling firm in New York City; Morton Collins, General Partner of DSV Partners IV, a venture capital company in Washington, D.C.; Edward Cohen, Executive Director of New Jersey's Commission on Science and Technology; and James

Galbreath, President of Galbreath Financial Services Corp. of Denver. (Attachment No. 5).

By the spring of 1986, it was clear that the oil price projected by SRI and used as a basis for the Report's conclusions was too high. Consequently, SRI issued an update to the Report in mid-1986. (Attachment No. 6).

The task force approach, discussed in detail in a later section of this report, was chosen as a way to examine the remaining topics. Nine months was viewed as adequate for each task force to complete its work. The advisors to the Project felt that two task forces could run simultaneously. It was determined that the Project would act as a neutral convenor for the task forces and provide whatever support was necessary. The Project would, however, urge each task force to tackle and resolve difficult issues.

With this blueprint and agenda, the Project sought \$250,000 from the Legislature for the 1986-88 biennium. The Wyoming Futures Project appropriation was included as part of Governor Herschler's discretionary budget. Wyoming was beginning to feel the effects of a declining economy and the appropriation was given a "do-not-pass recommendation" by the Joint Appropriations Committee. However Governor Herschler believed in the necessity of the Project and through his influence, the appropriation request was reinstated by the Legislature. A contract was then executed between the State of Wyoming and the Ucross Foundation, and the Wyoming Futures Project, a public/private partnership, was established. (Attachment No. 7).

The Ucross Foundation was willing to initiate and take responsibility for the Project in its early stages. The goal was to have the Wyoming Futures Project become an independent non-profit corporation and to obtain 501(c)(3) status as soon as possible. The 501(c)(3) status would enable the Project to solicit tax-deductible contributions.

CRITIQUE AND RECOMMENDATIONS

For Wyoming, the Wyoming Futures Project came at a perfect time. The State and its citizens were suffering from a crises in the economy. The Project's vision broke down insular community barriers and enabled citizens to think about what they, themselves, could do to benefit Wyoming.

The Project engendered a spirit of cooperation that had been dormant in Wyoming. People called to volunteer, and when invited to participate, rarely declined.

The vision of the Wyoming Futures Project's advisors was prescient and much of the Project's success rested on their excellent organizational planning. As with any fledgling enterprise, there were stumbling blocks.

In some ways the Project goals were too ambitious while in others they were, not sufficiently ambitious. Supporting two, and sometimes three, task forces simultaneously required four full-time staff people. The focus on task forces diluted efforts at long-range planning and diminished Board involvement. In addition, because the task forces consisted of volunteers, it was difficult to require that they finish their work within the 9-month projection time and some task forces required support for as long as two years.

After the October 19th conference, one of the Advisory Board members proposed the establishment of a Wyoming Futures Institute. (Attachment No. 8). The Institute would be given a charter by the legislature which would automatically expire every eight years unless renewed by the Legislature. It would be governed by a board of directors, including the Governor. The Institute would be funded by proceeds from an endowment of \$4,000,000 which would be sought from corporate, individual and public entities that had a stake in Wyoming's future. The goal of the Wyoming Futures Institute would be the same as the goal of the Project: to "develop and support a teamwork approach to solving Wyoming's problems by bringing together individuals, corporations, and government representatives with the purpose of finding ways to strengthen the Wyoming economy and improve the State's quality of life".

This approach was not chosen; however, a more permanent entity would have institutionalized the Futures Project process and would have provided long-term benefits to the State.

TASK FORCE PROCESS

The driving concept of the task force process was threefold:

- 1) To provide as many citizens as possible access to the public policy planning process;
- 2) To create a network of citizens who would act as statesmen for Wyoming; and
- 3) To act as a model for the cooperative problem solving approach.

To involve as many people as possible, task forces were necessarily large. The average size of each task force was 35-40 people. Nominations for task force members were solicited from the public through news releases and from the Board. The Board, with the help of the Project's Directors, then selected co-chairs for each task force. The selection of two people to chair the task forces served as a demonstration of the cooperative spirit the Project encouraged. It also served a more practical purpose in that it divided the work of the co-chairs and ensured that each task force meeting would have leadership.

The task force co-chairs, who had excellent credentials in their area of expertise, then chose the balance of the task force membership. Members of the task force were selected on the basis of their leadership ability, their position in their organization, their standing in their communities, and their perceived ability to identify and solve problems cooperatively. An attempt was made to balance each task force geographically and by gender. Each task force had both experts and non-experts in the areas under discussion. All task force members were urged to put aside personal agendas and to work toward recommendations that would benefit the State. As Governor Sullivan so aptly put it in his speech at the 1987 state-wide meeting, to-be successful, the Project required participants to "leave their spears outside the tent".

Generally, the task force co-chairs selected a Steering Committee. The Steering Committee then met to add to the task force membership and to determine an agenda for the task force. In one instance, the Steering Committee continued to meet throughout the process. In general, however, the Steering Committee met once or twice and then was absorbed into the task force. This second approach proved to be the more successful since it avoided the creation of "insiders" and "outsiders".

When the task force met for the first time, they reviewed and revised the Steering Committee's proposed agenda, and formulated a mission statement. Subcommittees were formed to investigate the agenda items, to develop recommendations, and to then report back to the task force.

The task force co-chairs prepared the agenda for the meetings. The frequency of the meetings varied with each task force, but the structure of each meeting was relatively consistent. The meetings, which lasted from one to two days, consisted of presentations from Subcommittees, general discussion of Subcommittee reports, break-out sessions to allow the Subcommittees to incorporate the general comments and then a final discussion and determination of the next meeting.

The Wyoming Futures Project Board often had specific issues they wanted the task force to discuss and these issues were generally included on the task force agenda. Each task force had a Wyoming Futures Project Board member attend the task force meetings to act as a liaison to the Board.

The co-chairs of the task force were invited to all Board meetings to give reports on the task force work. There was always a lively exchange after these presentations, with the Board members expressing their views on the work in progress and making suggestions and recommendations for the task force's consideration. Although the Board expressed its views, the final decision about the scope and the recommendations of the task force rested with the task force itself.

Subcommittee recommendations were refined by discussions of the entire task force. If a task force member disagreed with the final recommendations, he/she was encouraged to write a dissenting opinion which would be included in the draft report. Generally the task forces attempted to operate by consensus.

This autonomy from the Wyoming Futures Project Board allowed the task force to operate independently and created "ownership" by the task force of its own report. Each task force report was issued under the banner of the Wyoming Futures Project. The Board sometimes added its own thoughts as an addendum to a report. Those prioritized recommendations, coupled with recommendations developed by the Board itself, were then presented to the Governor for implementation.

Each task force received a budget of approximately \$10,000.00. This budget was to cover all meeting expenses of the task force and its Subcommittees and all support for the task force work. The Project paid the meal and room expenses for the 30 or 40 members attending meetings, but each member was responsible for his or her own travel expenses. task forces and their Subcommittees generally worked for 9 to 12 months.

As a comparison, the State sponsored Governor's Blue Ribbon Wildlife Commission estimated that it cost approximately \$10,000.00 to conduct its meetings. The Commission consisted of eight members who met seven times. All staff work was done by the State so no estimate could be given by the chairman of the Committee for the cost of staff support.

Co-directors, Patricia Nagel and Linda Nix, administered the task force process beginning in July 1988. At that time, the Tourism Task Force was already formed and had held several meetings. The Tourism Task Force was co-chaired by Suzanne

Young, Jackson Hole Chamber of Commerce and Mike Foster, Cheyenne Frontier Days. The Economic Stability Task Force began in June 1986, chaired by Mike Hammer, Spring Creek Ranch, Jackson, and Roger Dewey, formerly with Rocky Mountain Energy, Broomfield, CO. Both Task Forces completed their work in December 1986.

In October 1986, the Communication/Transportation Task Force, chaired by Sam Hakes, Dean of Engineering, University of Wyoming and Jack Noblitt, Jack Noblitt and Associates, Cheyenne, was formed. This Task Force issued an interim report in January 1987, and released its final draft report in January 1988. The Agriculture Task Force met from March 1987 until December 1987. The Agriculture Task Force was chaired by Jim Magagna, a rancher from Rock Springs, and Bud Hertzler, a rancher from Veteran.

CRITIQUE AND RECOMMENDATIONS

The task force process was extremely successful in developing consensus on broad issues. However, the process necessitated a broad brush approach, and consequently detailed programs and recommendations could not be outlined.

The reason for this lack of detail was twofold: First, the range of issues was too broad to be addressed by the limited resources. Second, reaching a consensus often diluted the recommendations. However, both of these aspects could also be counted as strengths of the process. No attempt should be made to deal with all the issues, and reaching a consensus gave the recommendations more force and had far better results in the long term because a cooperative spirit between former adversaries was often forged.

In addition, task force members often saw their work ending with the last task force meeting and this slowed implementation. Also, the Board frequently debated whether task force efforts were to include implementation. Most Board members did agree that the task forces needed to consider implementation strategies. Through experience it was discovered that the expectations for implementation needed to be set out at the beginning of the process. The responsibility for considering implementation was made clear early on to the members of later task forces. As a result, the later groups took more responsibility for implementation of the task force recommendations.

Through experience the Project found that task force members representing organizations needed to have policy-making authority for their group. Otherwise, the task force co-chairs perceived that these members had difficulty laying

their organization's agendas aside in the task force process. Later, task forces used organization staff people in an advisory manner, encouraging them to share their expertise with the task force but not allowing them to serve as task force members.

TASK FORCE REPORTS

The task force reports were put together from minutes of the meetings, material and preliminary drafts supplied by the task force subcommittees and research done by the staff. The staff assumed the responsibility for assembling and editing the final draft.

Each draft of the report was circulated to the task force for comments, additions and corrections. A task force meeting was held to review the final draft before it was circulated to the public.

After approval by the task force, the draft was sent to the Board, the members of all other task forces, the directors of all related agencies and any Wyoming Futures Project conference participant who had indicated an interest in that subject. In addition, news releases announced the availability of the reports inviting citizens to ask for copies. A self-addressed review sheet was sent with each report.

When public input was received, it was attached verbatim as an appendix to the report, with clear page references so that the reader could easily relate the comments to the particular section of the report. The reports were always issued as drafts to reinforce the notion that the recommendations and ideas contained in the reports were not static and were always subject to revision and review.

EXECUTIVE SUMMARIES

After the approximately one month public comment period passed, Executive Summaries of the task force reports were released to the general public. The reports were released in January of 1987 and 1988, just before the opening of the State Legislature. The Executive Summaries were printed as newspaper supplements and inserted in most of the newspapers in the State.

Full copies of the reports were made available to the public for a nominal handling fee of \$3.00 (Attachment No. 9-11-13-15-17). The \$3.00 fee covered only the postage.

In 1987, the cost of printing and distributing 125,000

The Wyoming Futures Project Board often had specific issues they wanted the task force to discuss and these issues were generally included on the task force agenda. Each task force had a Wyoming Futures Project Board member attend the task force meetings to act as a liaison to the Board.

The co-chairs of the task force were invited to all Board meetings to give reports on the task force work. There was always a lively exchange after these presentations, with the Board members expressing their views on the work in progress and making suggestions and recommendations for the task force's consideration. Although the Board expressed its views, the final decision about the scope and the recommendations of the task force rested with the task force itself.

Subcommittee recommendations were refined by discussions of the entire task force. If a task force member disagreed with the final recommendations, he/she was encouraged to write a dissenting opinion which would be included in the draft report. Generally the task forces attempted to operate by consensus.

This autonomy from the Wyoming Futures Project Board allowed the task force to operate independently and created "ownership" by the task force of its own report. Each task force report was issued under the banner of the Wyoming Futures Project. The Board sometimes added its own thoughts as an addendum to a report. Those prioritized recommendations, coupled with recommendations developed by the Board itself, were then presented to the Governor for implementation.

Each task force received a budget of approximately \$10,000.00. This budget was to cover all meeting expenses of the task force and its Subcommittees and all support for the task force work. The Project paid the meal and room expenses for the 30 or 40 members attending meetings, but each member was responsible for his or her own travel expenses. task forces and their Subcommittees generally worked for 9 to 12 months.

As a comparison, the State sponsored Governor's Blue Ribbon Wildlife Commission estimated that it cost approximately \$10,000.00 to conduct its meetings. The Commission consisted of eight members who met seven times. All staff work was done by the State so no estimate could be given by the chairman of the Committee for the cost of staff support.

Co-directors, Patricia Nagel and Linda Nix, administered the task force process beginning in July 1986. At that time, the Tourism Task Force was already formed and had held several meetings. The Tourism Task Force was co-chaired by Suzanne

people who had not been active in other state and community problem-solving activities. Consequently, yearly conferences were planned to release the task force reports and to solicit comments from the public.

The October 19, 1985 conference was utilized to release the SRI study, "Building A Stronger Wyoming", and to mobilize support for the Project. Over 1,000 people gathered in Casper to discuss the report and the Ucross Roundtables.

On January 23, 1987, the Wyoming Futures Project's second statewide meeting was held in Cheyenne. (Attachment No. 19) Over 400 people from every county in Wyoming attended the meeting to discuss the recommendations of the Tourism and Economic Stability Task Forces, and the Interim Report of the Communication/ Transportation Task Force. After presentation of the reports by the Co-chairs, break-out sessions were held so that meeting participants could air their views and make suggestions about the task force recommendations. After the meeting, proceedings were sent to the participants (Attachment No. 20).

One of the recommendations of the Communication/ Transportation Task Force was to conduct a demonstration of the telecommunication network in Wyoming so that people would realize the potential modern communications could hold for the State. This recommendation was implemented on January 27, 1988, when the Wyoming Futures Project held its third statewide meeting by sponsoring the TOWN HALL teleconference. Five sites, Cheyenne, Casper, Riverton, Laramie, and Washington D.C. were linked by video and audio during the TOWN HALL teleconference. TOWN HALL was produced in cooperation with KTWO-TV, KCWC-TV, the University of Wyoming, Mountain Bell, and the State Planning Coordinator's Office. The teleconference was a first in Wyoming and it served as an excellent demonstration of the State's future telecommunications possibilities (Attachment No. 21). Special equipment was ordered for this teleconference and a teleconference of this scope could not be easily repeated with Wyoming's current technology.

CRITIQUE AND RECOMMENDATIONS

The Wyoming Futures Project statewide meetings have been extremely successful and well attended. Again and again, participants commented on the feeling of community engendered by the conferences and the inspiration they carried away from those gatherings. The teleconference, however, demonstrated the importance of reaching people who are unable for one reason or another, to attend meetings like the statewide conferences. The need to link Wyoming via

telecommunications cannot be overemphasized because it allows a broader spectrum of the population to participate in the discussion of issues important to the State. After the teleconference, many people urged that a teleconference be held on a regular basis so that people in Wyoming, including her public officials, could talk to each other.

FOCUS GROUPS

In addition to the task forces, the Wyoming Futures Project also sponsored focus groups on the Organization of State Government and Banking - A Vision for Wyoming. The Focus Groups were smaller groups that met for intense two to three day sessions at the Ucross Conference Center. The participants in these groups paid their own transportation and the Project paid the meeting expenses. The focus groups were similar in structure to the Ucross Roundtables, but added an element of advance research by the staff.

The individuals who attended the 1985 Wyoming Futures Project conference identified organization of state government as an area the Project needed to examine. Governor Sullivan agreed and in 1987 he requested the Organization of State Government Study. After the staff-reviewed the work on government reorganization in Wyoming and in several other states, a Board committee from the Wyoming Futures Project recommended that the Project develop a methodology to review the current state government, determine whether reorganization was necessary, and if so, in what areas. The Board committee then was expanded into a study group by adding people from around the State who had special expertise or had expressed a special interest in the subject. The Study Group then met to develop a methodology for examining Wyoming State government for effectiveness and efficiency. That plan was presented to Governor Sullivan on January 1, 1988 (Attachment No. 22). The Wyoming Futures Project Organization of State Government proposal was not adopted by the Governor.

Due to the tight budget situation, the Governor gave higher priority to the funding of the revenue and taxation study that is being overseen by David Ferrari. That study was a recommendation of the Futures Project Economic Stability Task Force and was first approved by the Legislature in 1987.

The Banking Focus Group was an outgrowth of the Economic Stability Task Force. The Economic Stability Task Force identified financial services as an important issue, but did not have time to address it. One Co-chair of the Economic Stability Task Force joined a Wyoming Futures Project Board member, a bank corporation CEO, and together they led the group. The group met in Ucross for two days. The charge to

the group was to develop recommendations that would improve Wyoming's financial future and to take responsibility to see that the recommendations were implemented. The group developed four recommendations and follow-up work has been undertaken by several of its members (Attachment No. 23).

CRITIQUE AND RECOMMENDATIONS

Although these Focus Groups were more expensive to support because of the decision to hold them in a retreat setting, they were extremely productive. For example, the Banking Focus Group was asked to review a packet of material assembled by the staff, under the guidance of the Co-chairs, prior to the meeting. This pre-meeting material was of particular help to the non-experts and allowed the group to begin its work further down the road.

Within a pre-established topic, focus groups should determine their own agendas. An excellent facilitator who can move the group to resolution is necessary if a focus group is to implement its own recommendations. Staff needs to monitor and encourages follow through by focus group participants. Also, public release of focus group findings provides further impetus for impletentation.

Because of the shorter time commitment, focus groups can attract out-of-state CEO's as participants, which adds to the creativeness of the group and encourages cooperation between in-state and out-of-state interests.

INTERNAL ORGANIZATION

A. Staffing

The staffing requirements of the Futures Project have varied over time, depending upon the stage of the program. Initially the groundwork for the Project was done by Heather Burgess, who at that time was Director of the Ucross Foundation.

In the Spring of 1985, the Futures Project retained Pete Williams, former News Director at KTWO-TV and Radio to serve as the Project's Executive Director. Williams was charged with making the Wyoming Futures Project name and process known, overseeing development of the SRI Report and organizing the first extremely important and successful statewide conference.

In addition, the Project retained Sam Western to assist

Williams as Co-Director of the Wyoming Futures Project. Secretarial services were provided on a contract basis by Executive Secretarial Services.

Following Williams' departure in the Spring of 1986, the Ucross Foundation staff kept the Project alive while a new director was sought. In May, 1986, the Wyoming Futures Project Board contracted with Casper attorneys Patricia Nagel and Linda Nix to serve as Co-directors of the Project. Nagel, formerly in private practice, and Nix, who had been Director of Medical Affairs at the Wyoming Medical Center, presented a joint proposal to the Board to head the Project. They began work in July, 1986, and reopened the Casper office, which had been closed since March, 1986. New office space was donated by First Wyoming Bank of Casper. An Administrative Assistant, Jan Stevens, was hired and in September Gary Peitersen began as Research Coordinator. Although unorthodox, the arrangement with Nagel and Nix allowed more intensive staff support for the Task Force effort, as well as facilitated dissemination implementation of the Task Force recommendations through networking, personal contacts and speaking engagements.

B. The Board

After the Wyoming Futures Project received its 1986 appropriation, it was governed by an Interim Board who hired the Nagel and Nix. When the Wyoming Futures Project was formally organized, a permanent Board was established in June, 1986. The Board was made up of several members of the Interim Board's advisory group as well as new appointments made by Co-chairs Raymond Plank and Governor Herschler. By-laws to govern the organization were adopted by the Wyoming Futures Project Board at its first formal meeting in June, 1986 (Attachment No. 24). After adoption of the By-laws, the Board chose its own members, and during 1987, three members resigned and three new members were added (Attachment No. 25)

The Board was composed of 21 representatives from all sectors of Wyoming's economy: industry; labor; agriculture; education; public interest groups; finance; law; media; small business; and federal and state officials. An attempt was also made to have Board members represent all geographic areas of the State.

The Co-chairmanship of Raymond Plank and Governor Herschler symbolized the Wyoming Futures Project's public/private partnership as well as cooperation between the State and out-of-state corporate interests. In 1987, Raymond Plank retired from the Chairmanship and Governor Sullivan assumed the Chairmanship from Governor Herschler. Although the CEO of Amoco was invited to Co-chair the Project, he declined.

The Board established several Subcommittees: Executive; Finance and Fundraising; Selection Nominating; Public Affairs and Bylaws.

The Executive Committee was responsible for overseeing the day-to-day operations of the Project and setting the agenda for the Board meetings. Bob Bryans, Casper, served as chairman of the Executive Committee and as the private sector counterpart to the Governor as chairman of the Board.

The Finance and Fundraising Committee reviewed the financial records of the Project and conducted the fundraising campaign. The financial records of the Project were prepared by contract with the Ucross Foundation in 1985 and 1986, since the Project was still a part of the Foundation during that period. In 1987, when the contract between the Ucross Foundation and the State of Wyoming was assigned to the Wyoming Futures Project, the financial record keeping and monthly statement production was transferred to the office of Casper College (Attachment No. 26). Casper College donated this service to the Wyoming Futures Project. The general bookkeeping for the Project was done by the Administrative Assistant, Sherlyn Kaiser.

The remaining committee operated only during the first phase of the project. The Selection Committee was charged with hiring a project director to replace Pete Williams. The Nominating Committee developed the slate for additional Board members. The Public Affairs Committee worked on a publicity strategy for the Project as well as ways to broaden participation. The Bylaws Committee drafted the Wyoming Futures Project Bylaws.

CRITIQUE AND RECOMMENDATIONS

The Board consisted of impressive and intelligent people who had stature in their communities and in the State. Their enthusiasm and vision for Wyoming was an important component of the Project. The willingness of Board members to work to establish a neutral convenor for Wyoming was extraordinary and required tact, negotiation skills and leadership. When the Project seemed to settle into more of a routine, however, it appeared that the "fire" of the Board was dimmed. The Board had difficulty in charting a new course for the Project beyond the work of the Task Forces. It appeared that the Board awaited direction from the Governor while the Governor expected direction from the Board. To borrow a nautical term, the Project then found itself "locked in irons".

The Board itself never reached a consensus as to whether the Project was to be a 3-year effort, a 5-year effort, or was

to have an indefinite lifespan. The lack of consensus on this point helped create a de facto bias toward a 3-year life span. This dilemma may have been partially resolved if a private sector Co-chair had been appointed to follow Raymond Plank. Although monthly communications were sent to Board members, additional personal contact and more frequent meetings may have been more helpful in mobilizing the Board to formulate a consensus for the direction of the Project.

FUNDRAISING

The initial stages of the Wyoming Futures Project were almost entirely funded by the Apache Corporation and the Ucross Foundation. When the State appropriated \$250,000 for the 1986-1988 biennium, Raymond Plank and Heather Burgess raised the matching funds for the first year's appropriation. These funds were solicited from large private sector corporations.

In 1987, fundraising responsibilities were assumed by the Finance/Fundraising Committee with assistance from the staff. The decision was made to broaden the fundraising base to include as many donors as possible. Wyoming Futures Project Board member Bob Price of KTWO-TV made, with Governor Sullivan's permission, a public service announcement by the Governor which ran in June, 1987, soliciting funds for the Project.

In addition, letters were prepared with Governor Sullivan's signature asking both corporations and individuals to contribute to the Project (Attachment No. 27). Packets, including the Governor's letter, a prospectus, the Annual Reports, the newspaper supplement of Task Force Executive Summaries, and news clippings about the Project were sent to large corporations who were potential donors. These packets were followed-up with a phone call from a Board member on the Fundraising Committee (Attachment No. 28).

The Governor's letter was also sent to individual donors. A self-addressed, pre-paid return envelope was included in each letter to encourage the contribution. Cards soliciting citizens' comments were also included. Those comment cards were acknowledged whether or not a donation was received.

Governor Sullivan also donated a moose license to the Wyoming Futures Project. The Project sold this license by sealed bid for approximately \$4,200.

A total of \$98,612.05 was raised by direct contributions and \$4,200 through the sale of the moose license.

The contract with the State provided that the value of in-kind goods and services as well as cash could qualify for State matching funds, so fundraising also involved soliciting such goods and services. The Wyoming Futures Project office space, donated by the First Wyoming Bank-Casper, the printing and distribution costs donated by the Casper Star-Tribune, the conference production costs donated by KTWO-TV and the thousands of hours donated by office and conference volunteers and task force members are outstanding examples of the non-cash contributions received by the Wyoming Futures Project.

Sherlyn Kaiser, the Administrative Assistant, handled all fundraising coordination and follow-up. Ms. Kaiser also documented all the in-kind donations (Attachment No. 29).

CRITIQUE AND RECOMMENDATIONS

The first year's campaign depended entirely on the energy and stature of Raymond Plank and Heather Burgess, and probably could not have been accomplished without their enthusiasm and work.

It was extremely helpful to have the Governor's support during the 1987 fundraising campaign. In 1987, the contributions from individuals increased over 100%, thus broadening the base of support for the Project dramatically. In addition, the corporate base of support was expanded as well. The Fundraising Committee did an excellent job of making personal contacts through telephone calls and letters for contributions.

The prime time for the Project's fundraising campaign was after major conferences when the media coverage and interest was high. Unfortunately, the intense workload involved in publishing task force reports and planning the conferences prevented the orchestration that was needed to launch a campaign at that time. The other optimum time for fundraising would have been the traditional October effort, prior to the end of the tax year. Once again, the Project's work load seemed to peak at that time, making it difficult to conduct a fundraising campaign. By delaying the campaigns until later, a certain amount of momentum was lost. Some additional staff at those peak period might have allowed the fundraising campaign to occur at the optimum time.

PROCESS VS. PRODUCT

The founders of the Project believed that the "process" itself was a valuable component of the Project and if the Project were successful in bringing the different interests

in Wyoming together, even temporarily, the process would be a success. In effect, the "process" was the "product".

Through the Ucross Roundtables, the Task Forces and the conferences, the Project brought together thousands of citizens. The Project's success was demonstrated by its "offspring". Similar projects appeared around the State. For example, Jackson, Cody, and Fossil Buttes used the process to address local issues.

As the recommendations were formulated by the Task Forces, a policy decision evolved that the Wyoming Futures Project would make no attempt to "own" the ideas generated. It was believed that the ideas would have more chance of implementation if the "implementor" could assume a sense of ownership. This policy also allowed the "idea" to change and grow to fit the circumstances.

It is human nature, however, to want a concrete product, and after the process had been in place, requests were made for a measure of the results of the Project. Consequently, the Project began to track the implementation of the recommendations. This tracking was done through research of newspaper articles, Legislative bills and other means. Of the recommendations made by the Economic Stability Task Force and the Tourism Task Force, 44 out of 57, or 77% of the recommendations have been or are in the process of being implemented.

Of the recommendations of the Agriculture Task Force and the Communication/Transportation Task Force which were released in January, 1988, 18 of 91, or 20% have been or are in the process of being implemented. In addition, Ag Unity, which is a group composed of representatives from various agriculture groups, has decided to take the Wyoming Futures Project Agriculture Task Force Report on as its 1988 project and to spearhead implementation of the recommendations (Attachment No. 10-12-14-16-18). It is also noteworthy that the State Telecommunications Coordinator included the Communication Section of the Communication/Transportation Report as part of "Wyoming State Government's 1988 Statewide Telecommunications Planning Report and (Revised) 1988-1992 Five Year Plan for State Government, Higher Education and Other Entities of Government".

CRITIQUE AND RECOMMENDATIONS

The Project's original time schedule for conducting task force work and then overseeing implementation of the Task Force recommendations was extremely ambitious for the short 2-3 year time schedule. Supporting the Task Forces, planning

for conferences and Board meetings and fundraising left little time for implementation work. The original plans also included work in communities to build a local leadership for implementation. Because many hours were consumed in the day-to-day work of the Project, implementation was most often done by attempting, on a limited basis, to track the progress of recommendations and to see that potential "implementors" were aware of the recommendations.

In retrospect, early planning should have included a time frame that allowed the Project to spend more time in the implementation phase. This might have required more local community work and more of the traditional "dog and pony" show approach. Board members were divided on the efficacy of this approach, which is probably attributable to the fact that the Project, instead of having a model, was the model. The lack of community work and a "dog and pony show" may have ultimately contributed to the fact that the Joint Appropriations Committee did not recommend another appropriation for the Wyoming Futures Project.

SUMMARY

In 1985, the social, economic and political climate was ideally suited to support the concept behind the Wyoming Futures Project. A long-term Governor was in his last term, the economy was facing a downturn, it was clear that Wyoming needed some new direction, and people wanted to talk about it.

Raymond Plank and Governor Herschler were willing to risk presenting a new idea to a population known for its independence and adherence to traditional values. The concept that, by working together, Wyoming people could take control of their own economic destiny, was an exciting one that caught the imagination of Wyoming's citizens.

When the Project was established and working, it fulfilled its promise that it would act as a neutral convenor and hear what the people of Wyoming had to say. As the task force process progressed, the Project gained credibility. Indeed, the Project's only agenda was to generate ideas, discussion and recommendations that would be in the best interest of Wyoming. Maintaining that credibility was not always easy, and it is a credit to the Wyoming Futures Project Board that the Project succeeded in the effort. The success the Project enjoyed was reflected by the hundreds of citizens who were willing to support the Project with their time and money.

During the short life of the Project, the economic climate in Wyoming worsened. In difficult economic times, increased competition for both public and private resources polarizes

interests. Special interest groups then emerge and sit under the State's table, fighting for the scraps. The State is then forced to make decisions that have immediate consequences and is unable to focus on long term goals. Unfortunately, the Wyoming Futures Project fell victim to these circumstances.

The Wyoming Futures Project, however, remains one of the most exciting examples of visionary thinking in Wyoming. The Project will continue to have far reaching effects, and it is hoped that one day the model will be revived. Now, more than ever, the State needs and deserves a large cadre of citizens concerned with Wyoming's future and not with self-interests.

WYOMING FUTURES PROJECT
HISTORY AND CRITIQUE

TIMELINE

1984	Founding of Ucross Foundation
1984	Establishment of Wyoming Futures Project Steering Committee
1984	56-Person Wyoming Futures Project Advisory Group Formed
1984	Core Group of Organizers Traveled the State to Solicit Funds and Support for Wyoming Futures Project
1985	State Appropriation of \$100,000 for Wyoming Futures Project to Conduct SRI Study
Spring, 1985	Pete Williams Hired as Head of Wyoming Futures Project.
August thru October, 1985	Ucross Foundation Conducted Roundtable Discussions
October, 1985	SRI Report "Building A Stronger Wyoming" Was Released
October 12, 1985	SRI Report Printed in Casper Star Tribune
October 19, 1985	First Statewide Conference Held by Wyoming Futures Project
January 31, 1986	Governor's Conference on Venture Capital
February, 1986	State Appropriated \$250,000 in Matching Funds for 1986-88 Biennium for Wyoming Futures Project
April, 1986	SRI Issued Updated Report
May, 1986	Patricia Nagel and Linda Nix Hired as Co-directors of the Project to Replace Pete Williams
May 28, 1986	Contract Executed Between State of Wyoming and Ucross Foundation, and the Wyoming Futures Project, a Public/Private Partnership
May 29, 1986	Articles of Incorporation Issued

TIMELINE
(Continued)

Spring, 1986	Formation of Tourism Task Force
June, 1986	Formation of Economic Stability Task Force
June 30, 1986	Formation of Wyoming Futures Project Governance Board
July, 1986	Patricia Nagel and Linda Nix Reopened the Casper Office of the Wyoming Futures Project With Office Space Donated by First Wyoming Bank-Casper
October, 1986	Formation of Executive Committee
October, 1986	Formation of Communication/Transportation Task Force
October, 1986	Energy Policy Conference (Cancelled)
December, 1986	Completion of Tourism Task Force and Economic Stability Task Force Work
January 1, 1987	Wyoming Futures Project Separates From Ucross Foundation to Become Independent Corporation
January 1, 1987	Casper College Begins Financial Record Keeping for the Project
January, 1987	Communication/Transportation Task Force Issued Interim Report
January 18, 1987	Executive Summaries of Tourism and Economic Stability Task Force Reports Appeared in Newspapers Around the State
January 23, 1987	Second Statewide Meeting Held in Cheyenne
July, 1987	Governor Sullivan Requested the Organization of State Government Study
March, 1987	Formation of Agriculture Task Force
July, 1987	501(c)3 Status was Received From IRS
November, 1987	Formation of Banki:ig Focus Group
December, 1987	Completion of Communication/Transportation Task Force and Agriculture Task Force Work

TIMELINE
(Continued)

December, 1987	Formation of Government Organization Task Force
January 1, 1988	Methodology for Examining Wyoming State Government Presented to Governor Sullivan
January, 1988	Joint Appropriations Committee Denies Wyoming Futures Project's Request for \$125,000 1-Year Funding to Conduct Government Organization Study
January 24, 1988	Executive Summaries of Communication/Transportation and Agriculture Task Force Reports Appeared in Newspapers Around the State
January 27, 1988	First Statewide Teleconference, TOWN HALL, was Held in Casper, Cheyenne, Riverton, Laramie, and Washington D.C.
March 15, 1988	Last Day for Staff Employees
April 1, 1988	Office at First-Wyoming Bank-Casper Closed and Small Question/Answer Office Established Until December 31, 1988
April 29, 1988	Final Board Dinner Given by Governor Sullivan

WYOMING FUTURES PROJECT
CRITIQUE

LIST OF ATTACHMENTS*

1. Steering Committee Member List
2. Advisors Group List
3. Roundtable Proceedings
4. SRI Report
5. 1/31/86 Proceedings of Venture Capital Conference
6. SRI Updated Report
7. Contract between State of Wyoming and Ucross
8. Proposal to establish Wyoming Futures Institute
9. Full Report of Economic Stability Task Force
10. Implementation Report on Economic Stability Task Force Report
11. Full Report of Tourism Task Force
12. Implementation Report on Tourism Task Force Report
13. Full Report of Communication Section of Communication/
Transportation Task Force
14. Implementation Report on Communication Section of
Communication/Transportation Task Force Report
15. Full Report of Transportation Section of Communication/
Transportation Task Force
16. Implementation Report on Transportation Section of
Communication/Transportation Task Force Report
17. Full Report of Agriculture Task Force
18. Implementation Report on Agriculture Task Force Report
19. 1986 Statewide Conference Mailer
20. 1986 Conference Proceedings
21. Guest Editorial on Teleconference

WYOMING FUTURES PROJECT
CRITIQUE

LIST OF ATTACHMENTS*
(Continued)

22. Proposal submitted to Governor on Organization of State Government
23. Banking Focus Group proceedings
24. Wyoming Futures Project Bylaws
25. List of Board members
26. WFP Budget
27. Fundraising letter from Governor Sullivan
28. Prospectus, Newspaper Supplement, Annual Reports
29. In-kind documentation

* Attachments 1-8 - Volume I
Attachments 9-18 - Volume II
Attachments 19-29 - Volume III