

## V BUILDING A STRONGER FUTURE

### The Challenge

Sections II-IV of this report have shown that, if present trends continue, Wyoming may face both a "no growth" economy and a declining quality of life. However, the future does not have to be this grim. There are better outcomes possible for the state. But Wyoming needs to take action today to improve its capacity to move in a healthier direction.

This section (building on the analysis in sections II-IV) lays out: the overall strategy recommended for Wyoming; the five major elements that make up the recommended strategy; and how to get action started. Specific initiatives which should be part of each element of the strategy, are provided along with examples which show what other states have done.

Wyoming's response to change in the vast has been largely reactive. Today, the state and its people must choose a direction. Drift, at this point, is likely to take Wyoming to a future it won't like.

One of the most critical factors in a state or region's ability to respond successfully to change--whether externally or internally caused--is its capacity to move in new directions. If Wyoming is to move toward a desirable future, it needs to prevent old coalitions or interests from inhibiting needed action and to forge new public/private coalitions that will take advantage of growth opportunities that emerge. Today, Wyoming lacks the internal cohesiveness to do this.

Wyoming's overall strategy, then, must be to build its internal capacity to better respond to future events in ways that are consistent with the values of its residents. The challenge to Wyoming's people and leaders

is to learn to use the array of resources available within the state both to make its economy less vulnerable to outside actions and to enhance and develop educational, social, and cultural resources so that the people of Wyoming and visitors can find within the state more of what they now must seek outside.

Specifically, building a stronger Wyoming will require both immediate, short-term steps and more fundamental, longer term investments in the areas introduced in Section I:

Economic diversification: Since small business is the source of most new jobs today, building a diversified employment base in Wyoming will require expanded entrepreneurship and small business development. Success will require product and process innovation in every sector of the economy and diversification from traditional economic bases, sector by sector and niche by niche.

- Research, education, and training--Investments in Wyoming's people are critical to achieving adaptability and innovation in the economy. Wyoming's educational system can also help in linking together the state's scattered population and in providing access to social and cultural resources. Building centers of excellence at UW and linking them also to the community colleges can provide a base for new enterprise development and for the effective transformation of industries like agriculture, which must shift from commodities to specialized products. Building a strong training and retraining system at the community college level and in proprietary institutions is a key to creating an adaptable workforce.

Physical infrastructure: Building capacity in telecommunications, air transportation, and advanced broadcast networks is critical for economic development in the state and for reducing the barriers of distance and isolation. Without such investments, economic and social activities in the state cannot reinforce one another as they should. With these advances, however, different parts of the economy can assist each other, and the people of the state can become more cohesive. Facilities that allow remote towns and residents to gain access to needed expertise across the state without a day of travel or a half-day on the phone can have many benefits. And with better transportation and communications, Wyoming can become a more integrated statewide community.

- Social and cultural amenities: Maintaining and enhancing Wyoming's distinctive values and lifestyles will also require investments. In particular, investments in the arts (including festivals and music), in parks, and in history (restorations, museums, "living history" events) are important for preserving Wyoming's heritage for

residents while also attracting visitors. Further, arts and rich cultural environment are increasingly necessary ingredients in a high quality of life.

Innovative Problem Solving: To achieve progress in each of the above areas and thereby move Wyoming toward a more satisfying future, new approaches to problem solving are needed in both public and private sectors. More important, new organizations and networks within the private sector and between the private and public sectors will be required to formulate and implement strategies appropriate for Wyoming.

As pointed out in Section III, few of the state's existing economic sectors are likely to expand significantly in this century. Experience in many economies in the United States has shown that there is a strong positive relationship between an improved business climate and investments in research, training, and infrastructure. Strength in these areas provides the best setting for new enterprises to arise. For example, this cause and effect pattern has been seen in rural Vermont where a flourishing publication industry has arisen in recent years, in declining sections of Ohio where a new software and electronic data base industry has arisen around Columbus, and in states distant from largemarkets, such as Arizona and Utah where new manufacturing has grown. Growth in these regions, it is important to note, arose largely out of some existing advantage not previously exploited, not primarily because certain industries were targeted or attracted from other areas.

Thus, although no one can forecast which new businesses may arise in Wyoming over the next 15 to 20 years, it is possible to provide the conditions that make new economic initiatives more likely. By investing more in itself, Wyoming can help ensure it participates in new economic growth in the decade ahead.

#### The Five-Part Program

As pointed out in Section I, Wyoming must move forward in five areas to accomplish the changes necessary in the state.

## Economic Diversification

The first recommendation is to promote economic diversification to reduce Wyoming's dependence on resource-based industries. The key to diversification is identifying (or creating) specialty niches--products that Wyoming can produce and sell at a profit--in several economic sectors, thereby reducing the effects of "boom and bust" cycles in any one sector. Specific recommendations by industry include these:

- Resource industries will continue to be a major cornerstone of Wyoming's economy, but this sector will remain flat or declining (unless a "wild card" event occurs). Therefore, Wyoming must look to innovations on the margin--small changes in anticipation of small results--that will help the sector stay competitive and possibly grow in limited areas. This could include both research to develop new CO2 products and uses and careful tax and regulatory treatment of CO2 exploitation. This strategy would take best advantage of a Wyoming resource that is currently in market demand; however, such a strategy can be expected to produce only marginal economic effects.

Agriculture is a comparatively small sector, although it is still important to the people of Wyoming. Like resources, agriculture is flat or declining and needs specific diversification strategies that work on the margin to identify niches in which Wyoming could have a comparative advantage. This could include developing specialized agricultural products such as lean beef, hardy table vegetables (e.g., broccoli), and high-protein alfalfa pellets. This strategy would entail the use of advanced technology (where appropriate), selecting products targeted to specific markets like urban restaurants in the region, and aggressive marketing. At least in the short run, such a strategy would be more likely to stem decline than produce great gain.

Manufacturing will probably never be a major component of Wyoming's economy, but it could have a bigger economic impact than it has in the past. As a starting point, efforts could be made to identify specific opportunities for import substitution and backward (purchaser-supplier) linkages that have not been exploited. This would involve a systematic process to identify the types of products (and specialized services as well) imported into Wyoming on a significant scale, but that could be supplied at a competitive cost by existing or new Wyoming businesses. This strategy would increase in-state production of goods and services, reduce the leakage of Wyoming's wealth and people to other states, and increase the business base that would in turn support new business development within Wyoming.

Tourism is responsible for attracting substantial wealth to Wyoming, but is facing new challenges as consumer tastes change and competition for the tourist dollar intensifies. Wyoming will need to act decisively in this area to promote current and new state attractions. This could include the development of specialized tourism programs and packages related to Wyoming's unique characteristics, including the development of Centennial-related events. This strategy would involve special education programs to support the tourist industry.

In each of these sectors, specific steps can be taken now to establish specialty niches for Wyoming firms (some examples were discussed in Section III). Industry leaders need to take the lead in pursuing these specialty niches with support from the state government and UW where appropriate. The overall outcome of these relatively short-term steps would be to stem the decline of Wyoming's economy and begin the transformation to innovative, specialty production of goods and services for targeted out-of-state markets.

Over the long-term, Wyoming needs to more fully develop capacity--in government, in business, in education, and in community life--to adapt to the increasingly sudden changes likely to take place in the U.S. and world economies. This need cuts across all sectors. It requires creating an environment for entrepreneurship and small business development that generates new products and meets changing market demands. Wyoming's traditional values of independence and individual resourcefulness are applicable here, and Wyoming can develop strong entrepreneurship if its institutions can develop the capacity to assist and encourage individual initiative. A number of steps can be taken now to help promote the entrepreneurial climate and a more fully developed capacity to compete in Wyoming:

Develop business incubator(s), innovation center(s), small business park(s), and programs of assistance to small business. New enterprises often need assistance, particularly at the start. New-business incubators are places where beginning businesses can find low-cost space, share facilities, and have easy access to management assistance. The State of Minnesota has encouraged the development of a network of incubators around the state, as have Ohio and other Midwest states. Innovation centers, often located close to universities, provide a setting where people with ideas can develop

new products and businesses. They are intended to be supportive of research and development activity. The Utah Innovation Center in Salt Lake City and the Rubicon Center in Austin, Texas, are generally regarded as two of the most successful of such centers and could serve as models for Wyoming. Small business parks can provide a supportive business infrastructure (such as centralized secretarial, security, and waste disposal services) for small businesses.

Over 50 business incubators are operated by states, local governments, nonprofit organizations, and corporations nationwide. Their numbers are growing rapidly as their usefulness in helping overcome barriers to new business development becomes better understood. Some of the most advanced incubators are financed by venture capitalists who recruit entrepreneurs and nurture them through their business development process, taking part equity in payment for their services. Austin's Rubicon Inc., is an example of this type of enterprise and is now franchising the Rubicon model. Other incubators focus more on providing a low-cost setting for business development, combined with referrals to sources of finance and advice on operations. Minnesota and Pennsylvania alone have over 25 incubators that are either private or jointly sponsored with state and local government. Most of Minnesota's incubators are operated by the Control Data Business and Technology Centers while Pennsylvania centers mix public and private operators and finance sources. However, Pennsylvania's Ben Franklin Partnership plays an important role in direct investment and leveraging private sector participation in incubators.

Provide training and management assistance. To grow strong, new enterprises need skilled workers and management expertise. If local people can't be trained, then already trained people have to be brought in, even though local residents may be unemployed. Specialized training is increasingly needed for new businesses, and for existing businesses that are adopting new techniques or products. Similarly, if management assistance isn't easily available locally, a new small business or an existing business trying a new technique, product, or market may give up when it doesn't need to. Wyoming should develop new programs to provide training and to provide access to management assistance (from larger businesses, from universities or community colleges, or even from retired executives). Indiana, through its Training for Profit Program and its Corporation for Enterprise Development, has been particularly effective in this area.

Provide seed capital and venture funding. New enterprises have difficulty borrowing and often look to equity financing. Because past energy and agriculture loans have misperformed, Wyoming's banks are increasingly conservative lenders, making start-up capital and venture funding hard to find. Wyoming's financial institutions should be encouraged to provide new forms of financing--seed capital

and venture funding for example--perhaps with state guarantees from trust funds. Other institutions such as university endowment committees and insurance companies should also be encouraged to provide such funding.

Financing has become critical to stimulating new enterprise. For example, Indiana's nonprofit Corporation for Innovation Development provides tax incentives to encourage more private venture capital. Over 20 states now use some portion of their public employee retirement funds (pension funds) to finance new ventures in their states, and elsewhere.

Local governments too are engaging in local business financing. They are doing this both directly, through loan programs, and through investing funds in banks committed to lending (intelligently) to small business. Baltimore and Milwaukee have such programs.

States can also use bond or general revenue funds to invest in new industry by providing working capital to firms in the product development stage in return for product royalties. Connecticut's Product Development Corporation does this kind of investing. In each of these examples, government is using limited public policies (pension fund regulations, tax incentives) and limited seed money to stimulate greater private sector investment.

while each of these steps could have some immediate payoff if implemented now, making them happen will require a long term commitment to the state's future. It is an increasingly dynamic world economy today making it impossible to accurately predict the outcome of such long term strategies, but any strategy that enhances the capacity to compete is likely to generate new economic return. It will require action primarily by the private sector with state assistance where appropriate.

A first step to move the economic diversification agenda forward would be to organize private sector groups--industry associations, a Business Roundtable, and a Major Employers Task Force. This approach has been particularly successful in Minnesota, which has a Minnesota Business Partnership, Business Roundtable, and other business groups that have been active in economic development. California and Pennsylvania have also benefited from having particularly active business groups involved in economic development.

## Research, Education, and Training

Research, education and training form a three-pronged key to Wyoming's future. Residents recognize that Wyoming is losing many of its best people to other states and is not getting the full benefit of the state's educational institutions, especially the University of Wyoming. This harms the state both educationally and socially. Steps that can be taken at once include the following:

Organize a Wyoming Education Consortium-- Like many states, Wyoming has a highly fragmented education and training system. Each institution addresses a different set of objectives for a different set of constituents. A first step would be to organize a Wyoming Education Consortium that would pull together the state's educational resources, identify priorities for attention, and develop new strategies. Because the consortium would bring together key educational leaders to identify common concerns, it would provide a focus for statewide action and a mechanism to combat any deterioration of Wyoming schools.

Link UW and community colleges to Wyoming's business community: Creating education-business partnerships will benefit universities, community colleges, and industry by providing better direction for educational institutions and better tailoring of training to the needs of business. Too often educational institutions become isolated from the needs of business and business overlooks the resources available from public education. A newly organized group in the San Francisco Bay Area--the Employment Training Forum--has taken on this linkage role and is finding a number of opportunities for partnership (e.g., developing a telecommunications industry training consortium among four firms and three community colleges).

Short term strategies to organize and link educational institutions would result in better communication and better coordination--a pooling of strength--that would provide more education product for each dollar of cost.

Longer term strategies for education and training could involve the following:

Establish Centers of Excellence at the University of Wyoming--The University of Wyoming is a state resource that should be relied on more heavily for academic, research, and service missions. By selecting key areas where UW is strong and which are also important to the state, such as mineral resources or small business development, UW can focus its efforts and thereby help the state



through academic training, research, and extension services targeted to specific needs. The key is linking new knowledge and research to business and industry, thereby creating new products, new firms, and new jobs. For example, Arizona has established a Center for Excellence in Engineering at Arizona State University. Care should be taken, however, to ensure that the centers' efforts benefit Wyoming. Michigan has designed its Biotechnology Center, for example, to ensure that it is Michigan's forest product firms-- rather than the forest product industry in general--that benefit from the state's investment in the Center.

Increase applied research and technology commercialization--UW needs to work closely with industry to promote applied research that helps Wyoming businesses find new market niches with specialized products, in the same way that the University of California at Davis helps California's grape and wine industry. Such linkages would involve both university-sponsored technology commercialization and market research. Linking university-based research to innovation centers and small business incubators is one important way to achieve this type of pay-off from investments in research.

Provide education and training for entrepreneurs--The university and community colleges should develop adult and continuing education courses to train new entrepreneurs and prospective small business owners. This is an important way to encourage the development of solidly based homegrown businesses. Courses should be developed for agricultural entrepreneurs as well as those from manufacturing, services, and resource industries. Because competition for products and services is increasingly severe, this training should focus on management and quality control. West Virginia has operated a Center for Entrepreneurial Studies and Development at West Virginia University since 1981.

Long term strategies such as these would result in better education for Wyoming residents and in giving Wyoming businesses direct support by means of the kind of advanced information and knowledge that universities develop.

### Physical Infrastructure

In a few areas, Wyoming needs improved infrastructure--facilities and services to meet economic and social needs--to become more competitive and more integrated as a statewide community. Wyoming's people will continue to be dispersed over a large geographical area, but distance is not an insurmountable barrier to doing business or participating in community life. Wyoming can reduce the effects of distance between people, or between

producers and markets through advanced telecommunications, commercial air transportation, public radio and TV, and the like. Physical separation is no longer disabling if people can teleconference without leaving the home office, send messages by electronic mail even when snow has closed the roads, or receive a needed part by scheduled air carrier. In the short term, Wyoming needs to invest in this kind of communication and transportation infrastructure. The following will help current industry and set the stage for emerging and future industries that could be appropriate for Wyoming:

Invest in advanced telecommunications--Increasingly, the key to successful commerce, especially to reaching markets both within and outside the state, is the ability for purchasers and suppliers to communicate easily. Further, both new and existing service and product industries require telecommunications that can transmit both voice and data. Wyoming needs up-to-date communications systems. Electronic mail and teleconferencing make it possible for businesses, communities, and individuals throughout the state to communicate, hold meetings, buy and sell products, and get technical questions answered. Agencies in New York and New Jersey have joined forces to develop a teleport (a public-use telecommunications terminal serving many systems) to provide advanced telecommunications for key industries.

Invest in air transportation--Wyoming must improve commercial air transportation to better link the state's population centers, to help develop commerce of all kinds, and especially to help tourism. Without adequate air transport, the different parts of the state will continue to be isolated. Subsidized air transportation is receiving increasing attention as deregulation has resulted in closing down air service for geographically large areas with few people. Towns in California's Central Valley are experimenting with subsidies.

Invest in advanced radio/TV communications--An important way for the state's economy and culture to become more integrated is through expanding and upgrading TV and other broadcast media, especially publicly supported systems, thereby enabling information to be shared across the state. The UW and the community colleges can play a special role in promoting social and cultural programming as well as civic and public service broadcasts. Advanced radio communications can also make possible reciprocal support among the various emergency services in the state.

These strategies would provide Wyoming the means to link its people and institutions for added strength.

Long term investment could be made as well in the following area:

Thoroughly examine and clarify water issues--There is a continuing need for Wyoming to focus attention on the development and preservation of its water resources; however, the water issue has become seriously clouded by emotion, obsolete and mistaken observations and forecasts, and questionable arguments. Wyoming must clarify the water issue. This will require research and ration of a public-private study group on all facets of the Wyoming water issue.

This strategy to apply research and collaborative problem solving to Wyoming's most divisive issue could finally free up the personal energies now mostly wasted on "the water issues" for redirection to issues of more critical importance.

#### Cultural and Social Amenities

To achieve the high quality of life that visitors, entrepreneurs, and more and more Wyoming residents desire, investments are needed in cultural and social programs and facilities. Sensitivity to Wyoming values should guide action in this area. Primary among these values is the outdoor way of life. Activities not mirroring Wyoming values, such as arts programs addressing very narrow interests, would be inappropriate investments except for individual patrons. The starting point therefore is to support- to cultural and historical facilities and programs that build on and preserve the Wyoming heritage and its way of life.

Promotion of such amenities will require regular and consistent investments by corporations and private citizens. Such activities might appropriately be viewed as "reinvestments" to keep Wyoming a good place to live and do business. A short term step would therefore be to create mechanisms for such reinvestment:

Establish a Wyoming Foundation and revolving loan fund for reinvestment in quality of life--Such an institution would encourage corporations and private citizens to contribute to the amenities necessary to preserving Wyoming's distinctive quality of life. The

contribution of funds could be encouraged by a state tax incentive in addition to the current federal tax incentive. The Foundation would provide seed funds to start up new activities and provide challenge grants to be met by other companies or communities. (For example, a company might put up half the money for a new arts program, and challenge other companies to fund the rest.) The Foundation would provide a means for focusing public and corporate philanthropy. In Cleveland, the Cleveland Foundation has successfully carried out such tasks for decades.

This strategy would create a mechanism by which the private sector could reinvest capital into Wyoming in anticipation of continuing returns in quality of life.

Longer term steps would involve major investments in new amenities:

- Invest in state urban and rural parks, music, and other arts-- Wyoming residents would benefit from these amenities, which would also attract visitors to the state. This dual benefit is important for improving quality of life and increasing tourism.
- Develop Wyoming History and Heritage Center--This would help to capture and preserve Wyoming values and lifestyles. It would also provide benefits to both residents and tourists, again achieving double utility. (The Buffalo Bill Historical Center in Cody should be involved in any such development.)
- Establish annual festivals, pageants, or programs--In the same way that Oregon, for example, has established a renowned Shakespeare Festival in Ashland, Wyoming could do something comparable within its borders.

These strategies would pay economic and social dividends by establishing amenities attractive to tourists but suitable for Wyoming residents interested in preservation of history and heritage.

### Innovative Problem Solving

Without more innovative problem solving in Wyoming's public and private sectors, few of the steps that need to be taken will be taken. Wyoming's public and private institutions have had uneven success in addressing complex issues and designing innovative solutions. The lack of problem-

solving capacity is one of the greatest problems wyoming faces. The thin distribution of its small population has hindered the development of such capacity in the past. However, in times of rapid change and fiscal austerity, it is essential that the people of the state learn to make the most productive problem-solving use of their available resources and creativity. Keys to improving community problem solving include promoting both public and private "civic entrepreneurship" and creating formal and informal public-private partnerships for addressing problems affecting both sectors. "Civic entrepreneurs" are those who work for a new program, policy, or facility within a town or state the way a business entrepreneur does for a new company or product.

To start, leaders should work toward a Wyoming "culture of concern," in which Wyoming businesses and communities look for ways to build the state. This initiative should be led by private citizens who care about the state and want to promote both its economic development and its quality of life. At the same time, the state government must build a better capacity to analyze fiscal issues, conduct research on key problems, and formulate effective strategies. Together the two sectors can begin building partnerships around selected issues.

Statewide steps might involve the following:

Rethink current public programs and processes--This strategy would involve rethinking and adjusting the state's financial assistance programs, promotional programs, treasury investments, and tax levies so they will support economic growth and diversification consistent with quality of life objectives. It would also involve transforming government processes that can be confusing, burdensome, or in urgent need of improvement, such as streamlining permitting processes, enhancing research and analysis capability, and undertaking state finance reform.

Create a Wyoming Business Roundtable--Such a group is needed not only to help businesses address its own problems but also to encourage "civic entrepreneurship" focused on specific Wyoming problems. It could be a powerful force in addressing such issues as enhanced education, research, and training which are of concern to all Wyoming groups, but especially must be made more relevant to business and industry. A Business Roundtable could also establish local programs like leadership councils for promoting local public-

private partnerships to address social and economic issues at the community level. California's Business Roundtable has been a leader in that state's education reform movement, while Massachusetts' Business Roundtable has been an effective force for health cost containment in that state.

Establish a Bipartisan Public-Private Commission on Wyoming's Financial Future--A group of private sector leaders should work with state officials to examine revenue, expenditure, and transfer payment issues. The Commission could provide a starting point for attracting private sector expertise to assist state government.

These strategies would, by pulling the state together around problems of governance and linking the public and private sectors together in joint efforts, be the first steps toward an enhanced and innovative problem-solving capacity.

Longer term strategies could involve the following:

Organize a series of public-private partnerships around shared issues--Under the sponsorship of an umbrella group, such as a Wyoming Business Roundtable, a series of public-private partnerships could be organized around issues such as economic diversification, research, education and training, infrastructure, and cultural amenities. These groups could identify key priorities and promote needed actions.

Enhance research and analysis in the public and private sectors--The ability to effectively diagnose and understand key problems affecting the state requires data collection and analysis capacity not yet sufficiently developed in Wyoming. Through the combined efforts of state government, the University of Wyoming, and the private sector this capacity could be enhanced by specific research. Wyoming should seriously consider the creation of a Center for the Continuing Study of the Wyoming Economy, which would be one way of continuing the research and analysis begun by this process. UW would be an appropriate home for this Center. The University of Texas at Austin has a Bureau of Economic Research to undertake a continuing study of the state economy as does the University of Utah.

These strategies, especially through the establishment of a Center for the Continuing Study of the Wyoming Economy, would begin to institutionalize the types of research, awareness, and interaction which are necessary parts of the innovative problem-solving capacity envisioned.

## Getting Started: Developing an Action Agenda

The list of things that need doing provides an ambitious agenda of both short term and long term steps. But what is involved in building capacity? who organizes the action agenda? which sectors play what roles and who has responsibility for results? These are critical questions; each is addressed below.

This report has recommended that improved capacity in every sector in Wyoming is the key to the state's dealing more effectively with its future. Joint action through partnership or committees is one especially important way to provide problem solving capacity where it does not yet exist. Such new partnerships are recommended in many different areas, including education, travel and tourism, water use, and reinvestment in the arts. However, even though the topics may be different, the steps involved in building capacity through collaborative action are much the same in each case. The key elements that must be addressed are: identifying and bringing together the right mix of participants; redefining the problem at hand in ways that permit solutions and putting together solutions that the group or partnership can implement through their own direct actions.

Thus, in order to deal with an issue like water use and supply, the first step is to bring together representatives of those groups that have a stake in the issue. For example, the Public Partnership on Water recommended in Section IV could include representatives from the following groups: agricultural users, industrial users, municipal users, legal experts (from UW law school), Wyoming Water Development Commission, State Board of Control, Game and Fish Department, environmental groups, and Indian tribes (particularly the Crow). In the case of a controversial issue like water, these groups may not be hard to identify for they are usually quite forceful. However, in other cases it may be best to start with top leadership in state and local government, leaders of important stakeholder groups, and executives from business that have an interest in the problem at hand. Representatives--and the higher their level the better--from these areas will be especially important to provide both legitimacy and resources,

whether in dollars or donated services to keep the effort moving. These individuals are also the ones who know which other groups should be involved. Including all--or as many as possible--of the key groups is important in order to ensure that the collaborative effort gathers as many resources and ideas as possible. At the same time, including as many as possible is a way of preventing groups from being overlooked and later blocking the agreed-on solutions.

The assembled participants should reexamine the issue or problem at hand. This process has two parts: the first, which is the simpler part, involves gathering information about the issue being studied. For instance, a Wyoming Travel and Tourism Consortium would want to know how many tourists are coming into Wyoming, where they go, and what kinds of activities they spend their money on. Less obvious aspects of problems and previously unrecognized forces affecting problems should be explored. Much of the research can be done by a staff person whose time is either paid for by the committee or donated by a committee member.

The second part, which is more complex; is the actual discussion of the research findings in which committee members look for "windows of agreement." Often the research findings will make possible a new view of the problems that opens a new "window of agreement". Finding opportunities for agreement is critical to the success of any problem-solving committee. It entails looking for areas where members of the group who have very different concerns have a common interest that will allow them to find a way to work together. This might involve a brainstorming session, in which committee members get together, make an inventory of all areas of concern, and try to identify those areas where their interests coincide.

It is often helpful to have an impartial discussion leader, who can help identify potential areas of agreement and ensure that every interest gets a chance to be heard. Although the details of the process may differ in each situation, the bottom line is to find those areas in which cooperation is possible.



Once specific problem areas have been identified and agreed upon, the committee can then look for ways to solve them. The most important thing to keep in mind is to pick a solution that can win. For example, it doesn't make sense to expect that a Washington watch group by itself will be successful in blocking legislation that has negative consequences for Wyoming. However, it is possible that through the process of developing viable options and providing better information to state and federal policy makers and bureaucrats, the groups' efforts can lead to better (or less harmful) policies, and improve the state's ability to plan for and deal with the effects of these policies (like a policy regarding visits to National Parks that minimizes losses to Wyoming).

In the process of finding a "doable" solution to the problem, it may be helpful to look at what has been done in other states or committees that have dealt with similar issues, e.g., does any other state have a travel and tourism consortium? Other issues to consider are what public sector resources can be tapped, especially if the government could play a role in the solution through such nonfiscal approaches as changes in its regulatory policies; or how communities might redefine their existing problems to ease their solution.

Some other factors should also be kept in mind during this problem-solving process. The initial steps in organizing "pilot committee" or "partnership" will require the dedication of a key leader. The key role that this individual must play is in building the momentum to get the committee together. This will involve calling members of the key groups to get them interested, setting up meetings, providing some staff support in order to develop an initial agenda, and perhaps doing some initial fund raising. These groups do not have to be part of a larger scale process. As long as some one or group of persons takes the initiative they can emerge over a specific issue.

Groups organized around large issues--such as a Washington watch group that looks at national policies--may find it necessary to form subcommittees to deal with specific issues, in which particular types of expertise or

knowledge would be needed. For example, a Washington watch group might have subcommittees on railroad regulation and the National Parks. In these cases, it is important that the goals of the subcommittee remain consistent with those of the original committee.

Perhaps most important, in order for a new partnership to be successful in solving problems, it must be seen as more than producing just another study or forming another committee. Studies of water needs and use have been done before, but have done little to resolve any the controversy surrounding the issue. Participants must understand that the goal is action, and that they will each be required to take specific steps in order to reach that goal.

This brief discussion of capacity building highlights some key characteristics of the process. The most important message, however, is that by organizing the people of Wyoming--thereby bringing together the resources and abilities of individuals and institutions in both the private and public sectors--will be the key to moving Wyoming toward a stronger future. By working together, the people can move from a passive acceptance of the effects of external decisions to the active position of learning to anticipate those decisions and ensuring that their effects are the best possible for the state.

In terms of who should organize the overall agenda, the initial step is to organize an umbrella oversight group, with representation from members of key action groups and develop a specific action plan for moving forward. The Wyoming Futures Project advisory committee could be a good starting point. The oversight group would be responsible for organizing initial meetings with the key groups that must be involved in promoting the kind of activities that have been suggested. Although each group probably needs to play a role in many of these activities, lead responsibility will usually rest with one particular group. Table V-1 provides some high level guideposts--actions that Wyoming should and should not do, summarized from this report--for framing the agenda of each action group.

Table V-1

ACTIONS WYOMING SHOULD AND SHOULD NOT TAKE

Should	Should Not
Ensure that tax and regulatory burdens do not exceed those of competing states in the region.	Act on the assumption that a cut in severance taxes will automatically increase production.
Target state financial aid and UW research on innovative, value-added products, practices, and processes that are expected to be competitive in changing world markets.	Continue to offer broad subsidies to agriculture.
Identify and put in place the essential ingredients to foster local, homegrown businesses.	Spend significantly on strategies to attract new industries not otherwise attracted to Wyoming.
Develop specialized vacation packages for groups seeking unique vacations and provide stable funding base.	Engage in broad, poorly funded attraction efforts aimed at tourists who are unlikely to come.
Develop specific academic, research and extension capacities at UW to contribute to state industries holding promise for increased competitiveness.	Continue to support general education and basic research beyond basic needs.
Develop economic sectors to ensure maximum economic leverage--and added strength of cohesion and joint effort.	Develop economic sectors as entirely independent components of the economy.
Make investments in social and cultural areas to capture unique Wyoming heritage and further develop social awareness.	Let Wyoming values, lifestyles, and heritage slip away.
Redirect financial investment strategy inward to strengthen the state's people and institutions.	Make increasing use of outward directed investments.
Act to address any signs of deterioration in its education system, especially in excellent K-12 schools.	Let education drift without policy direction or adequate financial support.

The key groups that should be involved in promoting these activities include:

Private sector leaders should take a lead role in activities relating to economic diversification, help to organize a Wyoming Business Roundtable to promote "civic entrepreneurship" and programs of "Wyoming reinvestment," and play a strong supporting role in research, education and training, improving infrastructure, and funding social and cultural programs.

State government should develop appropriate economic development policies, take the lead in education policy development and infrastructure, and support the efforts of the private sector in economic diversification and in developing social and cultural amenities.

Educational institutions should take the lead in promoting necessary educational reforms, promote the development of a Wyoming Education Consortium, and work closely with the private sector to make research, education and training more useful to Wyoming business.

Community leaders should take the lead in developing cultural and social amenities, work with the private sector on the creation of a Wyoming Reinvestment Foundation and Revolving Loan Fund, and support educational reform efforts.

Thus, through this cooperative approach, Wyoming's areas of need can be addressed. Innovative problem solving can enable the state to take advantage of opportunities in the areas of economic diversification, research, education and training, physical infrastructure and social and cultural amenities. Through their combined actions and creativity, the people of Wyoming can build upon their natural resource base to achieve their vision of the future.

#### The Challenge, Once More

Wyoming is a state facing an uncertain future. Yet it is a state with a number of opportunities and unusual strengths, particularly the resilience of its people. A broad and ambitious program of action is needed to move Wyoming in new directions--and move it must. This report, sponsored by Wyoming's public and private sectors, has set forth a challenge and a vision of how improved problem solving ability in both the private and public

sectors can help the state choose its future with more certainty. Wyoming can help lead America's less urban, less industrialized states into the economy of the future. with this report, Wyoming has only the vision. Now is the time for action. Joint public and private sector effort is required. Leaders from both sectors, from all corners of the state, representing the many interests in Wyoming must seize the moment. Now is the time to choose, take steps, and build a bright future for Wyoming.