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Guest editorial

Great Lakes governors unveil new brownfields guide, online information network

By Pennsylvania Governor Tom Ridge
Chair, Council of Great Lakes Governors

"Continuing to set the pace" was the theme of the recent Council of Great Lakes Governors Leadership Summit in Chicago. It's also an accurate summation of our region's progress.

This year's meeting was important for the future of our entire Great Lakes region—and the 33 million people who live and work here—because it represented the next step in our mutual work to remedy a common problem: brownfields.

Pennsylvania's Land Recycling Program, now celebrating its third anniversary, is a national model on how to clean up environmental problems at old industrial sites and create valuable community and economic assets. Pennsylvania's results—more than 500 sites are now in the program and 267 sites have been cleaned up in three years—show other states the economic redevelopment and environmental cleanup potential of brownfields reuse. Pennsylvania's Land Recycling Program has helped create thousands of new jobs in communities throughout the Commonwealth.

Last year, the Ford Foundation and the John F. Kennedy School of Government at Harvard University selected Pennsylvania's program from among 1,540 competitors for a "Top Ten Innovations in Government" award.

We also have just signed the first cooperative multisite cleanup agreement in the nation with the U.S. departments of the Army, Air Force and Navy and the Defense Logistics Agency. The agreement begins a comprehensive effort to assess and eliminate the potential environmental and public health risks at all military sites in the state 10 years earlier than originally planned by the armed services. It already is being looked to by other states as a model agreement.

That same sharing of models and information is happening in the Great Lakes region. All of our eight Great Lakes states have brownfields reuse programs. Now, we are taking our next steps together to link our programs, our success and our states through technology. The eight Great Lakes states and the provinces of Ontario and Québec have assembled a unique guide to brownfields redevelopment called "A Blueprint for Brownfields Redevelopment — Innovative Strategies, Practical Solutions." The Regional Online Brownfields Information Network (ROBIN) provides this publication electronically and acts as an information clearinghouse for practical regional information on cleaning up and reusing sites. ROBIN is located at <http://www.glc.org/projects/ROBIN/ROBINhome.html>.



Together as a region, our efforts to clean up and reuse old industrial sites will breathe new life—and bring new jobs—into abandoned eyesores throughout the Great Lakes region...

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The Great Lakes Commission is an eight-state compact agency established in 1955

"to promote the orderly, integrated and comprehensive development, use and conservation of the water resources of the Great Lakes basin."

Donald R. Vonnahme, Chair; Michael J. Donahue, Ph.D., Executive Director

Argus II Building • 400 Fourth Street • Ann Arbor, Michigan 48103-4816 • Phone: 734-665-9135

Fax: 734-665-4370 • E-mail: glc@great-lakes.net • Web: www.glc.org

Great Lakes Commission

The Great Lakes Commission, an eight-state compact agency founded in state and federal law and dedicated to the use, management and protection of the water resources of the Great Lakes basin, provides leadership in the implementation of principles of sustainable development throughout the basin. In partnership with the Great Lakes states, the Commission addresses issues of resource management, environmental protection, transportation and economic development by serving as an accurate and objective source of information; an effective forum for the development and coordination of public policy; and an active and committed advocate of basin interests.

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A new frontier in Great Lakes management

Brownfields redevelopment, in my mind, is the quintessential Great Lakes issue. It gathers together and focuses a number of emerging trends and concepts that just a decade ago were poorly understood and, at best, on the periphery of the Great Lakes public policy agenda: land use and water quality linkages, urban sprawl, the search for community sustainability, local empowerment, watershed-based planning, and a greater sensitivity to the economic and environmental plight of inner city neighborhoods. These, and a host of other trends and concepts, are all embodied in the opportunities and obstacles associated with brownfields redevelopment.

In the Great Lakes basin, brownfields are unwanted legacies associated with a decades-old shift from a heavy manufacturing to a service-oriented economy, and from high-density urban development to low-density suburban and rural development. Abandoned, underutilized and often contaminated, these areas of neglect are fixtures on the urban landscape and graphic reminders of remaining challenges on the region's journey toward economic and environmental renaissance.

Thousands of these sites exist throughout the basin and, with minimal prompting, any pessimist can easily recount a long litany of seemingly insurmountable obstacles to clean up and reuse that range from cost considerations to liability to marketing. Thankfully, however, our Great Lakes leadership has taken the optimist's stance, focusing instead on the tremendous social, economic and environmental benefits to be tapped by unleashing the potential of these many sites. The Commission applauds Gov. Tom Ridge and the Council of Great Lakes Governors for their growing contributions to this new frontier in Great Lakes management. To borrow a phrase from the cartoon strip *Pogo*, our greatest

challenge is one of taking advantage of "insurmountable opportunities."

This new frontier in Great Lakes management poses a number of challenges for our regional institutional arrangements. It requires an unprecedented level of involvement in urban land-use issues. It requires the formation of new partnerships and enhanced interaction with local offi-

cials, businesses and community groups. And it requires that we approach Great Lakes management from the land side. In brief, it requires a fundamental

rethinking of our approach to Great Lakes issues, and a willingness to explore new territory.

The Commission is embracing this challenge with a new, two-year project funded by the C.S. Mott Foundation titled *Brownfields Redevelopment and Greenfields Protection: Building Bridges for Sustainable Development in the Great Lakes Basin*. The approach is unique, with a refreshing departure from standard operating procedure. Project management, for example, will be shared with leading private sector (Council of Great Lakes Industries) and citizen group (National Wildlife Federation—Great Lakes Natural Resource Center) partners. A grassroots community organizer will be hired to ensure that redevelopment strategies are shaped by the street-level realities of redevelopment obstacles. And building support for the project will be a bottom-up process that starts at the local level and works its way up to the state and federal levels.

Over the long term, basinwide progress in brownfields redevelopment and greenfields preservation will require that associated strategies are fully integrated with broader efforts (e.g., Remedial Action Plans, Lakewide Management Plans). In the interim, however, a series of project-specific initiatives are laying a much-needed foundation. The Great Lakes Commission is pleased to be a part of this effort.

Commission News and Views

By Michael J. Donahue, Ph.D.
Executive Director



Commission testifies in support of Great Lakes Fish and Wildlife Restoration Act reauthorization

Recent U.S. House and Senate hearings have featured Great Lakes Commission testimony on reauthorization of the 1990 Great Lakes Fish and Wildlife Restoration Act. The Act established fishery coordination offices and a state/tribal grants program, and called for a major Great Lakes Fishery Resources Restoration Study. It was the focus of a June 18 hearing of the House Committee on Fisheries, Oceans and Wildlife and a July 7 hearing of the Senate Committee on Environment and Public Works. Testimony at the two hearings was presented by Commission Executive Director Mike Donahue and Program Manager Tom Crane, respectively.

"The Act has provided the Great Lakes states and the entire Great Lakes governance infrastructure with a framework for the cooperative conservation, restoration and management of fish and wildlife resources," Donahue explained in a prepared statement. "Simply put, reauthorization will offer citizens of the region, and nation, improved sport fishing, enhanced use and enjoyment of wildlife, increased aquatic recreation activities, and stronger local economies."

The Commission testimony highlighted provisions in the reauthorization bill that strengthen the original Act.



Commission Executive Director Mike Donahue (right) testifies before the House Committee on Fisheries, Oceans and Wildlife in the company of Gary Edwards, U.S. Fish and Wildlife Service (left), and Gavin Christie, Great Lakes Fishery Commission (center).

Photo courtesy of the Great Lakes Fishery Commission.

Among others, the bill makes more extensive use of existing institutional arrangements (e.g., Great Lakes Fishery Commission, *A Joint Strategic Plan for Management of Great Lakes Fisheries*), offers a mechanism for better targeting state and tribal grants, and emphasizes implementation of the 32 recommendations of the Great Lakes Fishery Resources Restoration Study.

Reauthorization of the Act was one of 26 recommendations in the Commission's federal legislative and appropriations priorities statement adopted at its 1998 Semiannual Meeting.

Copies of the Commission's written testimony are available upon request. Contact: Mike Donahue, mdonahue@glc.org.

Guest editorial, continued from page 1

Our new Great Lakes Governors' brownfields guide and electronic network will share our success stories with other states and the world. We're ensuring that the Great Lakes region continues to set the national pace for innovation.

I am proud, as chairman of the Council, that we are creating a regional strategy to promote industrial site reuse. It has been one of our top priorities over the last two years.

Together as a region, our efforts to clean up and reuse old industrial sites will breathe new life—and bring new jobs—into abandoned eyesores throughout the Great Lakes region, permanently putting behind us the "rustbelt" image of decades past and positioning us instead as the "high-performance heartland" for decades to come.

Montreal to host landmark Great Lakes-St. Lawrence River event

The Great Lakes Commission is teaming up with an array of U.S., Canadian and binational interest groups to host a weeklong series of meetings focusing on the current and future use and management of the Great Lakes-St. Lawrence River system. Set for May 17-21, 1999, at Le Chateau Champlain in Montreal, Québec, the event will feature

- **1999 Semiannual Meeting of the Great Lakes Commission** (May 17- 18).

State delegates will discuss and act on federal legislative and appropriations priorities for the 106th Congress, and join U.S. and Canadian Observer agencies to address binational issues of shared interest. The theme will be Great Lakes-St. Lawrence water quantity management, and discussions will focus on policy issues and unmet management needs associated with water diversion, export, consumptive use, levels and flows, and related issues.

- **40th Anniversary Celebration and Symposium on the Great Lakes-St. Lawrence Seaway System** (May 19).

Maritime transportation interests will celebrate four decades of seaway operation; discuss the past, present and prospective contribution of the seaway to the region's economy; and explore means to ensure a bright future for Great Lakes-St. Lawrence maritime transportation.

- **International Great Lakes St.**

Lawrence Mayors' Conference (May 20-21). The 13th annual meeting, hosted by the Montreal Urban Community, will draw mayors, municipal officials and other public and private sector interests from throughout the Great Lakes-St. Lawrence basin. Municipal perspectives on current environmental, economic and transportation issues will be the focus.

A binational planning committee, coordinated by the Commission, is crafting the weeklong program. Contact: Mike Donahue, mdonahue@glc.org; or Steve Thorp, sthorp@glc.org.

Border city relations, policy resolutions addressed at Mayors' Conference

Competition and cooperation were hot topics of discussion as 25 mayors from large and small cities alike participated in the 12th annual International Great Lakes St. Lawrence Mayors' Conference, held in Windsor, Ontario, July 8-10. Representatives were present from a wide range of cities throughout the Great Lakes-St. Lawrence system, including Buffalo, Detroit, Port Huron, Fort Erie, Ville de Saint-Romuald, Thunder Bay and Gaspé.

This year's conference provided far more mayoral participation in panel sessions than in the past. The opening plenary session featured eight mayors from U.S. and Canadian border cities who addressed the nature of their cities' cross-border relationships. All of the mayors touted the benefits of cooperation, partnership activities and friendly competition.

"Cooperative competition between Windsor and Detroit makes them both better places to live and work," said Windsor Mayor Michael Hurst, host of the conference. "Both cities strive to become better, which in turn enhances the entire Windsor-Detroit region as a place to live and work vis-a-vis other regions in Canada and the United States."

These border cities are not mirror images of one another, but rather have a complementary connection that helps offset population and economic base differences. For example, all of the border pairs acknowledged the role of cross-border travel and its benefit to tourism and outdoor recreation. Joint celebrations, festivals and tourism marketing were discussed as beneficial cooperative ventures, along with course offerings for college students and coordinated fire protection.

The conference also focused on an array of other issues, including maritime transportation. Dave Knight, editor of *Great Lakes Seaway Review*, talked about the possible revision of the U.S. Harbor Maintenance Tax in light of a Supreme



Canadian Consul General Don Wismer moderates the "Border Cities: Competition or Cooperation?" panel, comprised of mayors from Sault Ste. Marie (Michigan and Ontario), Town of Fort Erie, Buffalo, Sarnia, Port Huron, Windsor and Detroit.

Photo courtesy of the Office of the Mayor, Windsor.

Court ruling that invalidates the tax as it applies to export cargo. A resolution presented by the Mayors' Conference Board of Directors addressed regional concerns about any new or revised tax and urged thorough consultation with the region's commercial maritime sector.

The mayors also adopted a resolution protesting the planned implementation of new border controls that apply to aliens arriving to or departing from the United States. The administrative procedures at the border would result in substantial delays in cross-border travel and disruption of the world's largest bilateral trade relationship, which amounts to approximately \$1 billion per day. Rep. John Conyers, Jr. (MI), the ranking member of the Judiciary Committee, pledged his support for amending the Illegal Immigration Reform and Responsibility Act of 1996.

Next year's Mayors' Conference is May 19-21, 1999, in Montreal, Québec. The event's host is the Montreal Urban Community (MUC), which is comprised of 29 communities, including the city of Montreal. This regional government coordinates environmental and transportation services and other governmental functions for the area. The importance of water to the region, where quality of life and water quality are considered inseparable, is a major policy theme for the MUC. Contact: Steve Thorp, sthorp@glc.org.

New brochures on Great Lakes spill prevention, response

To educate companies and the public about the importance of protecting the Great Lakes from oil spills, the Great Lakes Spill Protection Initiative (GLSPI) has released two brochures on spill prevention and response issues.

One brochure focuses on the importance of spill prevention planning, as well as knowing and understanding state and federal spill prevention programs and regulations. The brochure provides a list of resources from which to obtain detailed information on specific state and federal regulatory requirements.

The second brochure provides practical advice to facilities on how to improve spill prevention and response. Topics include the importance of preparing a spill prevention plan, maintaining the plan, and conducting test exercises and drills.

"Companies can benefit considerably by following the GLSPI model through which representatives from industry and government work together to identify issues, raise concerns and share information," says David Fritz, coordinator of Amoco Corporation's Crisis Management Center in Chicago.

The GLSPI is a unique partnership that promotes the protection of the Great Lakes from the environmental damages of spills and advocates cooperative approaches to protection between the public and private sectors. Funding support for the GLSPI is provided by the Great Lakes Protection Fund, with staff support from the Great Lakes Commission. Contact: Lisa Rives, lrives@glc.org.



Data collection assists in spill planning and response

Thanks to a partnership between U.S. EPA Region 5, the Environmental Management Technical Center and the Great Lakes Commission, the Milwaukee Subarea Environmental and Economic Sensitivity Atlas is being finalized. The Oil Pollution Act of 1990 mandates the collection of data to assist in the planning and response for potential spills to surface waters.

In a similar project, already released for review by the Western Lake Erie (WLE) Area Committee, the WLE Atlas is being developed in concert with the Joint Inland/Coastal WLE Area Contingency Plan. This plan is the first effort nationwide to combine both the U.S. EPA and U.S. Coast Guard planning into one document and to integrate the WLE Area Committee's planning and response effort. The Commission is providing support on all levels for this project.

"County administrators, local and state responders, and industry fully support this pilot project," said Cmdr. David Westerholm of the USCG Marine Safety Office in Toledo.

A subarea atlas conveys location and contact information for managed natural and recreational areas, such as state parks, federally recognized tribal lands, surface water intakes, potential spill sites, pre-staged response equipment and hydrology. Response agencies will use this data to predict possible releases of hazardous materials, develop protection strategies and prioritize response actions.

Also, the Commission's Area Contingency Planning Project Team is readying the Eastern Ohio River Review Atlas for distribution and collecting data for subareas in northwest Indiana, Middle Ohio River and Detroit, Mich. The Commission will be preparing spill exercise maps for the Toledo Mutual Assistance Association drill in August and the Joint U.S./Canadian Marine Pollution Contingency Plan, Great Lakes (CANUSLAK) drill in September. Contact: Tom Rayburn, tray@glc.org.

Executive Committee charts course for FY1999

The Great Lakes Commission enters FY1999 in excellent financial standing and with an unprecedented number of programs and projects that address Strategic Plan goals and objectives. Delivered by Commission Executive Director Mike Donahue, this message set the tone for a June 30 Executive Committee meeting convened by Chair Donald Vonnahme in Chicago.

By formal action, the Executive Committee approved a FY1999 budget of \$4.23 million, comprised of \$728,000 for general operations and advocacy work and \$3.57 million for project-specific activities. Thirty-five funded projects will be underway as the new fiscal year begins, and anticipated new-starts will likely push the overall budget, staff size and project portfolio to record levels.

"Thanks to the leadership of my Executive Committee colleagues, as well as all of our valued state delegates and Observer agencies, we can look to the new fiscal year with great optimism," said Vonnahme. "Our programs and services—all of which reflect shared state priorities—demonstrate the Commission's ongoing commitment to move the notion of sustainable development and ecosystem-based management from concept to application."

Fiscal year 1999 will feature numerous new projects that will broaden Commission involvement in areas such as brownfields redevelopment/greenfields preservation, land-use/water quality linkages, GIS applications, watershed-based electronic communications technology, Remedial Action Plan and Lakewide Management Plan support, and water quality management, among others. The Commission also will sponsor several dozen events over the next year.

The Executive Committee approved plans for the 1998 Annual Meeting in Buffalo (October 19-20) and a major initiative next spring in Montreal (May 17-21) that will feature three linked meetings: the Commission's

Semiannual Meeting, a Commission-organized Great Lakes-St. Lawrence Seaway Symposium, and the annual International Great Lakes St. Lawrence Mayors' Conference. Upon Vice Chair Irene Brooks' suggestion, it was agreed that the 1999 Annual Meeting will be held in Pittsburgh in conjunction with a joint meeting of numerous interstate river basin associations in the northeast and midwest United States.

Committee members were informed of staff advocacy work associated with the Commission's federal legislative and appropriations priorities statement released in April. In addition to issue-specific targeted correspondence to members of Congress, staff have presented testimony to House and Senate hearings and worked with committee staff on new legislative initiatives that affect Commission priorities, including multiple provisions in the Water Resources Development Act of 1998.

Officials from the U.S. Army Corps of Engineers' Great Lakes and Ohio River Division joined the Executive Committee meeting for a discussion of division reorganization plans and related Corps initiatives. Col. James Houghnon, joined by Dwight Beranek and Larry Hiipakka, responded to Executive Committee questions about division downsizing in Chicago and prospective impacts on the Corps' Great Lakes presence. At Col. Houghnon's invitation, the Executive Committee agreed to summarize its observations in formal correspondence to the Corps. The committee also expressed its continuing concern over evolving Corps operations and maintenance policy for recreational harbor dredging. It was agreed that the Committee would seek a fall 1998 meeting in Washington, D.C., with the Assistant Secretary of the Army for Civil Works and relevant Office of Management and Budget officials. Contact: Mike Donahue, mdonahue@glc.org.



Keeping it on the land and out of the water!

Soil Erosion and Sediment Control Opportunities for the Great Lakes Basin

Sept. 16-18, 1998 • Radisson Hotel and SeaGate Center • Toledo, Ohio

Conference Overview

The conference will review current initiatives related to soil erosion and sedimentation and other nonpoint sources of pollution and present case studies of successful management efforts in the Great Lakes region. It will be of interest to representatives from public agencies, citizen groups and the private sector with a role or responsibility for soil erosion and sediment control as it relates to water quality, agriculture, maritime transportation and other resource uses.

Registration

Pre-registration is \$125 U.S./\$175 CA. Onsite registration is \$150 U.S./\$200 CA. Includes lunch on Thursday, breaks and all conference materials. For more information or to register, contact Matt Doss, Great Lakes Commission, 734-665-9135, mdoss@glc.org.

Featured Presentations

- An Ecosystem Approach to Water Quality Management in the Great Lakes
- The Clean Water Action Plan: What Does it Mean for Soil Erosion Control in the Great Lakes?
- Lakewide Management Plans and Other Approaches to Water Quality Management in the Great Lakes
- The National Conservation Buffer Initiative
- Watershed Planning in an Urban Environment: Approaches for Addressing Development, Imperviousness and Soil Erosion
- The Federal Role in Soil Erosion and Sediment Control Activities Addressing Resource Conservation Needs in the Midwest

Case Study Breakout Sessions

- Habitat Protection and Restoration
- Monitoring and Indicators
- Soil Erosion and Sediment Control in an Urban Environment
- Agricultural Practices for Erosion Control
- Effective Communication and Education for Erosion and Sediment Control Efforts
- Minimizing Dredging Costs Through Prevention of Erosion and Sedimentation
- Streambank Management for Livestock Operations
- Promoting Erosion Control Best Management Programs (BMPs) for Business and Industry
- Shoreline Stabilization and Erosion Control in the Coastal Zone
- Erosion Control BMPs for Forestry Management and Road Construction and Maintenance

Associated Events

The following events are being held in association with the conference and are open to all conference participants.

Opportunities and Obstacles in Nonpoint Source Pollution Control: A Post-PLUARG Perspective: Sept. 16, 9 a.m. - Noon; sponsored by the International Joint Commission's Science Advisory Board.

Workshop on the Beneficial Use of Dredged Material: Sept. 15, 8 a.m.-5 p.m., Sept. 16, 8.-10 a.m.; sponsored by the Great Lakes Dredging Team. Registration fee: \$20 U.S./\$25 CA.

Great Lakes Dredging Team: Sept. 16, 1-5 p.m., Sept. 17, 8 a.m. - Noon; sponsored by the Great Lakes Commission.

National Association of Conservation Districts - Great Lakes Committee: Sept. 16, 8 a.m. - Noon.

Great Lakes Soil Erosion and Sedimentation Task Force: Sept. 15, 7-10 p.m.; sponsored by the Great Lakes Commission.

Great Lakes GIS Online workshop in December

The Commission is pleased to announce a Great Lakes Geographic Information Systems (GIS) Online workshop, slated for Dec. 9-10, 1998, at the University of Chicago's Gleacher Center.

Intended primarily for state and provincial GIS professionals, this event will provide a forum for discussing current and prospective GIS applications and regional efforts. The meeting is sponsored by the Great Lakes Commission, with support and guidance from its Great Lakes GIS Online and Great Lakes Information Network advisory boards.

The preliminary agenda includes an overview of the Great Lakes GIS Online project and GLIN; and updates on GIS data status in the region, spatial data infrastructure, data access issues, search engines, cost recovery and distribution. Proposed panel discussions focus on state/provincial GIS online applications, and the use of GIS as a tool for outreach, information and education.

The Great Lakes GIS Online project (see <http://www.great-lakes.net/gis/glgis.html>), started in October 1997, is GLIN's first step toward providing quick and efficient access to Great Lakes spatial data. The project partners are populating an online library with numerous data sets: Great Lakes shoreline, soils, land use, land cover, hazardous waste sites, demographics, watersheds and transportation. This effort will generate the first centralized bank of high quality, accurate and comprehensive spatial information for the Great Lakes basin.

An agenda and registration information will be mailed in early fall and available online via GLIN (www.great-lakes.net). The GLIN Advisory Board will meet the morning of Dec. 9 at the same location. Contact: Julie Wagemakers, juliew@glc.org; or Stuart Eddy, seddy@glc.org.

Lake Huron: Our forgotten lake?

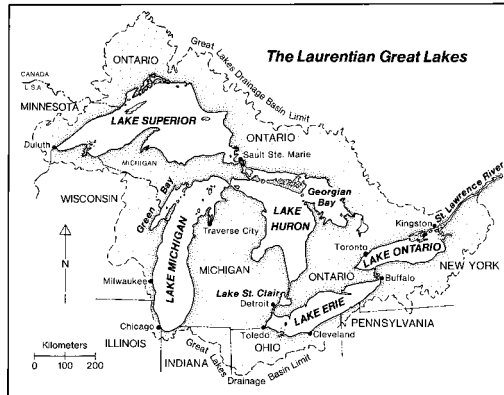
Lake Huron may be the second largest of the Great Lakes by surface area yet, in the minds of many, it seldom receives the attention it deserves. It lacks a Lakewide Management Plan, for example, and has not been subjected to the types of high profile issues that characterize its sister lakes.

The question "Is Lake Huron our forgotten lake?" was posed at a June 10 conference in Saginaw, Mich., that attracted more than 125 state and local officials, as well as citizen and private sector interests.

"The conference highlighted Lake Huron in the hope of elevating it as a concern for policymakers in the region," explains Tracy Mehan, conference organizer and a member of Michigan's delegation to the Great Lakes Commission. "Lakes Michigan, Erie, Ontario and Superior all have their comprehensive lakewide processes. It is time for similar attention to be directed to Lake Huron, with an emphasis toward habitat restoration and control of exotic species."

Attendees participated in breakout sessions prioritizing natural resource, environmental and land-use issues in the Lake Huron watershed. Priority issues concerning the future of the lake's resources were identified and will provide valuable guidance for officials at all levels as goals for Lake Huron management are developed.

The conference theme was addressed by several state officials including Russell



Map: NOAA, Great Lakes Environmental Research Laboratory

Harding, director of the Michigan Department of Environmental Quality; K. L. Cool, director of the Michigan Department of Natural Resources; and Keith Creagh, deputy director of the Michigan Department of Agriculture.

Commission Executive Director Mike Donahue offered the luncheon keynote, emphasizing that successful stewardship of the resource will ultimately depend on local leadership and action at the watershed level.

"Lake Huron may be underrated, overshadowed and sometimes taken for granted," he observed, "but it is not forgotten."

Given the "new federalism" philosophy that is altering resource management responsibilities at all levels of government, he added that Lake Huron is "poised to take on a central role in the ongoing evolution of Great Lakes governance." Contact: Jim Bredin, Office of the Great Lakes, 517-335-4232.

New Lake Superior fisheries research vessel coming in 1999

The *Siscowet*, the oldest and slowest vessel in the U.S. Geological Survey's research fleet, will be replaced in 1999 by a larger and faster ship to expand long-term research on Lake Superior fish populations. The USGS has awarded a \$2,825,000 contract to Patti Shipyard, Inc., in Pensacola, Fla., to build the new vessel.

The vessel, which will have its home port near Bayfield, Wis., will provide a mobile base for research, monitoring and assessment of fish populations and their habitats throughout Lake Superior.

"Effective management of lake trout and other top predators in Lake Superior requires information on the distribution, survival and growth of naturally produced and stocked fishes," says Dr. Nancy Milton, director of the Great Lakes Science Center in Ann Arbor, Mich. "This vessel will enable us to provide that information more effectively."

Information also will be gathered on prey fishes such as lake herring, chubs, alewife and sculpins. Fishery biologists and technicians will deploy nets and use acoustic technology from the new vessel to obtain accurate and timely information on the interactions between predator and prey fishes.

Contact: Nancy Milton, 734-214-7200, nancy_m_milton@usgs.gov.

New director takes helm at Great Lakes Science Center

As the new director of the U.S. Geological Survey's Great Lakes Science Center, Dr. Nancy Milton looks forward to working with the organization's longstanding partnerships to create new and



Milton

innovative responses to environmental challenges facing the region. She will have responsibility for the administration of the center, its five research vessels and eight field stations. Milton succeeds Dr. Gregory Smith, who is now the USGS Acting Eastern Regional Chief Biologist in Leetown, W.Va.

No stranger to the USGS, Milton

was a program coordinator with the agency's biological resources division in Reston, Va., before she accepted her new position. She received a Ph.D. in ecology from Johns Hopkins University and a B.S. in botany from Howard University.

Contact: Nancy Milton, 734-214-7200, nancy_m_milton@usgs.gov.

Around the Lakes

Lake Erie Quality Index released by Ohio Lake Erie Commission

Ohio evaluates Lake Erie

The status of Lake Erie's water quality, pollution sources, biological indicators, tourism and other aspects of public concern are highlighted in a new publication prepared by the Ohio Lake Erie Commission at the request of Gov.

George Voinovich. The *Lake Erie Quality Index* prioritizes environmental, biological resources and recreational issues and communicates them to the public in an understandable form.

"Ohio had published little long-term trend information about the Lake Erie ecosystem, so it has been difficult to say substantively whether the lake has been improving," says Dr. Jeffrey Busch, Ohio Commissioner and executive director of the Ohio Lake Erie Office. "The *Index* gives the state a baseline look at the quality of Lake Erie to build upon to create a long-term strategic plan for restoring the lake."

The Ohio Lake Erie Commission was given one year to complete the report, a time frame that forced it to compromise on controversial issues and focus on indicators that are easily and effectively measured. Also considered were issues that

public focus groups mentioned as valuable, such as water clarity and shoreline fishing access.

With the scoring system it developed, the commission rated the lake as

"excellent" for fishing and tourism; "good" for water quality, biological resources, coastal recreation, boating and beaches; and "fair" for pollution sources, habitat and shipping.

"The report is aimed at what people want to

know and what they can relate to," said Busch. "For example, instead of talking about toxic contamination in terms of PCBs in the blood serum of gulls, the report bases its findings on fish advisories."

The Ohio Lake Erie Commission plans to update the *Index* at least every five years. The next step in the restoration of the lake is creation of a comprehensive long-term action plan that will result in the delisting of Areas of Concern, healthy habitats for wildlife and an overall improvement in the lake's ecosystem. Contact: Ohio Lake Erie Office, 419-245-2514, oleo@www.epa.state.oh.us.



Mackinaw still in business

The U.S. Coast Guard icebreaker *Mackinaw* recently received both a new paint job and continued support from the House and Senate. Congress also has provided funding for the design of a replacement vessel (see table on page 9). Photo courtesy of the U.S. Coast Guard Ninth District.

Commission welcomes new GIS specialist

Stuart Eddy has joined the Commission as a program specialist in the Communications and Information Management Program. Previously a geographic information systems (GIS) specialist for the St. Clair County (MI) Metropolitan Planning Commission, he will work on the Great Lakes GIS Online project and Great Lakes Regional Air Toxic Emissions Inventory. Eddy is pursuing a master's degree in geography at Western Michigan University. He holds a bachelor's degree in German and Asian studies from WMU. Contact: seddy@glc.org.

Binational Lake Ontario LaMP released

Toxic pollution and rapid development of the Lake Ontario basin have caused significant changes to occur in the ecosystem. Over the last few decades, fish, bird and wildlife populations have declined due to overfishing, the introduction of exotic species and toxic contaminants. Since Lake Ontario is downstream from all the upper Great Lakes, it is affected by human activities occurring throughout other basins.

The Lakewide Management Plan (LaMP) Stage 1 report for Lake Ontario, released on June 1, 1998, reflects the challenges Canada and the United States must address if the lake's aquatic

ecosystem is to be fully rehabilitated.

The report was developed by the U.S. Environmental Protection Agency, Ontario Ministry of the Environment, New York State Department of Environmental Conservation and Environment Canada in partnership with people concerned about Lake Ontario.

The Stage 1 report identifies lakewide environmental problems and outlines a follow-up action plan. Problems identified include the loss of a natural habitat for fish and wildlife, restrictions on eating some fish and wildlife, degradation of wildlife populations, and animal deformi-

ties and reproductive problems. The LaMP will assist in reducing pollutants of greatest concern; protecting and rehabilitating fish and wildlife populations and habitat; and promoting responsible environmental stewardship.

Three stages remain to be completed: identifying activities to reduce pollution, selecting actions and documenting environmental improvements.

Copies of the Stage 1 LaMP are available by calling Environment Canada (905-336-4552) or U.S. EPA (716-285-8842). The report is available online at <http://www.epa.gov/glnpo/lakeont>.

Congressional action on selected Great Lakes programs (As of 1/22/98)	(In millions of dollars)		
	Great Lakes Commission request	FY99 House	FY99 Senate
Agriculture			
Great Lakes Basin Program for Soil Erosion and Sediment Control	0.75	0.5	0.35
Commerce, Justice and State			
National Sea Grant College Program	64.8	59	56
Great Lakes Environmental Research Laboratory (NOAA)	6.8	6.825 ¹	6.825 ¹
Great Lakes Fishery Commission	12.5	8.353	9.35 ²
International Joint Commission	3.8	3.189	3.432 ³
Energy and Water			
Water Resources Development Act			
Environmental Dredging (National Program)	20	-	0
Restoration of Environmental Quality	20	4.1	15
Beneficial Uses of Dredged Material	2	0.5	0.2
Sediment Transport Model and Sediment Management Planning	1	0.5	0.5
Planning Assistance to States	5	5.3	7.5
Sec. 401, RAP Assistance	5	0.5	0 ⁴
Improvement of Soo Lock System	0.5	0.5	0.5
Dispersion Barrier Demonstration (NISA, Sec. 1202)	0.5	0.5	0
Interior			
National Invasive Species Act			
Aquatic Nuisance Species Program (F&WS)	3.2	2.192	2.192
Great Lakes Science Center (USGS/BRD)	6.5	*	6.5
Transportation			
Icebreaker <i>Mackinaw</i>	Continued operation	6	4 ⁵
Ballast Water Guidelines and Prevention Program (NISA) (<i>Excludes Ballast Discharge Study and Information Clearinghouse</i>)	2.5	3	2 ⁶
VA, HUD and Independent Agencies (EPA)			
Clean Water Act			
Sec. 319, Nonpoint Source Grants	195	200 ⁷	155
Sec. 118, Great Lakes National Program Office	15.7	14.7	14.7
Environmental Research Labs (Duluth, MN, and Grosse Ile, MI)	13.228	*	*
Great Waters Program (Clean Air Act)	3 (1.5 GL)	At least 3	1.483

This information is excerpted from a July 1998 report by the Northeast-Midwest House and Senate Coalitions Task Force.

The table addresses selected aspects of the Great Lakes Commission's federal legislative and appropriations priorities statement released in April. The figures presented have been approved by the relevant House and Senate committees, but final action is still pending. The appropriations listed are subject to rescission. Contact: Rochelle Sturtevant, 202-224-3353, rochelle_sturtevant@glenn.senate.gov.

¹ The committee approved the transfer of GLERL to the National Ocean Service.

² "...of which not less than \$1 million shall be used to treat the St. Marys River in Michigan."

³ The IJC is directed to develop the necessary mechanism for monitoring and accurately assessing existing diversions and consumptive uses of Great Lakes water in line with the recommendations in its own report, *Great Lakes Diversions and Consumptive Uses*.

⁴ Levin floor statement indicates that a portion of the increase to Planning Assistance to States may be used to fund Remedial Action Planning Assistance activities under WRDA, Sec. 401.

⁵ "\$4 million for concept exploration to refine the specifications and costs for a heavy icebreaking replacement vessel, including a new multi-mission vessel." Report language also calls for an interim status report by Jan. 31, 1999.

⁶ The committee recommends \$2 million to implement the nationwide ballast water management program and provides \$1 million in research and development funds for "further invasive species research efforts."

⁷ Language indicates that activities under the Clean Lakes Program can be funded under Sec. 319, Nonpoint Source Grants.

* Supported at an unspecified level.

Around the Lakes

Federal governments should protect the Great Lakes, says IJC Biennial Report

The federal governments of Canada and the United States should be the leaders in protecting the Great Lakes, according to the International Joint Commission in its Ninth Biennial Report on Great Lakes Water Quality.

Released on July 22, the report aims to rejuvenate action by the governments and bring resolution to ongoing problems and issues affecting the Great Lakes. The report also recommends that the Canadian and U.S. governments review the current environmental status and programs in the Lake St. Clair and St. Joseph River areas and advise on their possible designation as Areas of Concern.

Under the Great Lakes Water Quality Agreement, Canada and the United States are formally committed to restore and protect the chemical, physical and biological integrity of the Great Lakes basin ecosystem.

"The agreement is a visionary document that is a model of international cooperation," says Tom Behlen, director of the IJC's Great Lakes Regional Office. "It is due to be reviewed this year and the International Joint Commission strongly feels that reopening the agreement is not necessary, the governments only need to renew their commitment to it and work to achieve its objectives."

There are positive signs that the lakes are returning to better health, but not enough has been done to eliminate all problems. For example, persistent toxic substances are still found within the Great Lakes ecosystem, and there is evidence that they impair human intellectual capacity, change behavior, damage the immune system and compromise reproductive capability. Other Great Lakes stressors of concern to the federal governments are land-use patterns, increasing shoreline develop-

ment, habitat modification, biological contamination and nutrient input.

The IJC's Ninth Biennial Report makes 19 recommendations to further research, monitoring, and the development and application of ecosystem models. These recommendations include

- Initiating and completing remediation of contaminated sediment;
- Reducing and eliminating sources of air pollution containing specific toxic and persistent toxic substances;
- Reducing pollution to the Great Lakes from agricultural land;
- Funding research about endocrine disruption in humans and wildlife;
- Adopting a strategy relating to dioxins and furans;
- Identifying and eliminating specific uses of mercury;
- Developing a detailed program for the systematic destruction of PCBs; and
- Monitoring of nuclear facilities and toxic chemicals used at nuclear facilities, as well as the effects of certain radioactive elements.

In order to facilitate the cleanup of all Areas of Concern around the Great Lakes basin, the report urges the implementation of eight recommendations outlined in a March 1998 IJC report that dealt with human health, public-private partnerships, funding and staffing, public participation, information transfer, quantification of environmental benefits and Public Advisory Council funding.

Contact: Jennifer Day, International Joint Commission, 519-257-6733, dayj@windsor.ijc.org.

IJC names Galloway as new U.S. secretary

In addition to a 38-year military career, Dr.

Gerald Galloway, Jr., has broad experience in the fields of engineering, public administration



Galloway

and geography that he will draw upon as the new secretary to the U.S. Section of the International Joint Commission. As secretary, Galloway will serve as the principal administrator of the U.S. Section office in Washington, D.C., and senior adviser to the IJC commissioners.

He has served as a consultant to the Executive Office of the President, and has assisted the U.S. Water Resources Council, World Bank, Organization of American States, Tennessee Valley Authority, U.S. Army Corps of Engineers and other organizations in water resources related activities. During his military career, Galloway commanded the USACE district in Vicksburg, Miss., taught at the U.S. Military Academy and became a brigadier general. He retired from active duty in 1995.

Galloway was assigned to lead the Interagency Floodplain Management Review Committee in assessing the causes of the 1993 Mississippi River floods and proposing a long-term approach to floodplain management.

Contact: Dr. Gerald Galloway, International Joint Commission, 202-736-9008, gallowayg@washington.ijc.org.

Mark your calendar!

Great Lakes Commission 1998 Annual Meeting

October 19-20, 1998 • Buffalo, NY

For details, contact the Commission at 734-665-9135 or visit our home page at <http://www.glc.org>.

A spur route for the Lake Michigan Circle Tour



At the end of August, the Lake Michigan car ferry, *S.S. Badger*, will be formally designated as a spur route of the Lake Michigan Circle Tour. The 1,100-mile route around Lake Michigan, created in the mid-1980s, will now have another 60-mile segment: the ferry route between Ludington, Mich., and Manitowoc, Wis. A long drive along the shores of the world's sixth largest freshwater lake can be converted into one about half the length with passage on the *Badger*. The ferry route permits the development of two separate loop itineraries for either the northern or southern half of the lake.

Development of the spur route has been a joint undertaking of the Great Lakes Commission and Lake Michigan Carferry, with support from the Lake Michigan communities and the states of Wisconsin and Michigan. The car ferry, under its current ownership and present passenger/motor vehicle orientation, has operated seasonally since 1992. Cross-lake ferry service on Lake Michigan is more than a century old and was once the most extensive service in the world with eight different routes and 14 ferries. These ferries hauled rail cars and a few passengers, but, as transportation needs changed, the rail ferry mode gave way to tourists and recreational travelers. In recognizing that the *Badger* was already being used by some travelers on the Lake Michigan Circle Tour, the Commission and the company agreed that a

spur route designation would boost marketing of the service and overall Circle Tour travel.

The *Badger* carries more than 100,000 travelers over its five-month schedule. The vessel, first launched in 1952, can accommodate up to 620 passengers and 180 cars. During the four-hour crossing, passengers can watch movies, participate in *Badger* Bingo and other games or dine on board. For overnight trips, the "*Badger* Boatel" offers state-rooms with sleeping accommodations. These overnight large-ship cruises were the only regularly scheduled ones available on the Great Lakes during the 1990s until last year, when the 420-passenger, German-built *Columbus* began fall cruises.

In addition to improving interstate travel between Michigan and Wisconsin, now the *Badger* will be recognized as an integral element of the Lake Michigan Circle Tour. Perhaps with this usage, the vessel can live up to a description by the former British Prime Minister, James Ramsey MacDonald, "A ferry is the most poetical of roads."

Established in 1990 under the leadership of the Great Lakes Commission, the Great Lakes Circle Tour promotes tourism and travel around the lakes that form a principal geographic feature of North America and give the region its unique identity and history.

As part of the Great Lakes Circle

Tour, the Lake Michigan Circle Tour is an important tourism and transportation asset for the four states that surround Lake Michigan. From the cultural attractions of Chicago and Milwaukee to picturesque Door Peninsula and Grand Traverse Bay, travelers along the Lake Michigan Circle



The Lake Michigan car ferry, *S.S. Badger*, leaves Ludington harbor.

Tour can experience much that the Great Lakes region has to offer. The nature of land and land use within the Lake Michigan basin is the most diverse of all the Great Lakes. Its heavily forested northern half and sprawling metropolitan southern end is home to more than 10 million people. This part of the region sustains the largest concentration of steel production and pulp and paper mills in the world. Many resorts and parks (including two national lakeshores) and other recreational amenities also surround the lake.

Spur route dedication ceremonies are planned for Aug. 28 in Manitowoc and Aug. 29 in Ludington. Company officials, press, local dignitaries and residents, as well as embarking passengers, will participate in an unveiling at dockside of a brown and white Circle Tour sign (the regular route is officially designated by a green and white sign). For car ferry information or reservations, call 800-841-4243 or visit <http://www.ssbadger.com>.

In a related development, a new book on the Circle Tour will be available in August. Published by Amherst Press, *Great Lakes Circle Tour: Reliving History Along Lake Michigan's Circle Tour Route* by Bob and Ginger Schmidt is 264 pages with black/white and color photography.

Contact: Steve Thorp, sthorp@glc.org.



Dunes on Lake Michigan's coast, Manistee, Mich.

Great Lakes Calendar

This calendar is a compilation of selected events of interest to the Commission. Further details and a more extensive calendar are available online via the Great Lakes Information Network (www.great-lakes.net).

We encourage your input to the calendar. If you know of an event you'd like us to include, please contact Lara Slee, ADVISOR editor, at 734-665-9135; lslee@glc.org.

Commission events

September

15-16 Beneficial Use of Dredged Material Workshop. Toledo, OH. Contact: Steve Thorp, sthorp@glc.org.

16-17 Great Lakes Dredging Team Meeting. Toledo, OH. Contact: Steve Thorp, sthorp@glc.org.

16-18 Soil Erosion and Sediment Control Techniques for the Great Lakes Basin. Toledo, OH. Contact: Matt Doss, mdoss@glc.org.

October

19-20 Annual Meeting of the Great Lakes Commission. Buffalo, NY. Contact: Mike Donahue, mdonahue@glc.org.

December

9-10 Great Lakes GIS Online Workshop. The University of Chicago Gleacher Center; Chicago, IL. Contact: Julie Wagemakers, juliew@glc.org.

1999

May

17-18 Semiannual Meeting of the Great Lakes Commission. Le Chateau Champlain; Montreal, Québec. Contact: Mike Donahue, mdonahue@glc.org.

19 40th Anniversary Celebration and Symposium on the Great Lakes-St. Lawrence Seaway System. Le Chateau Champlain; Montreal, Québec. Contact: Mike Donahue, mdonahue@glc.org.

20-21 13th International Great Lakes St. Lawrence Mayors' Conference. Le Chateau Champlain; Montreal, Québec. Contact: Steve Thorp, sthorp@glc.org.

Basin events

August

29-Sept. 21 Coastweeks '98: Ohio Celebrates Lake Erie. Multiple locations on Lake Erie's shoreline. Contact: Ohio Lake Erie Office, 419-245-2514, oleo@www.epa.state.oh.us.

30-Sept. 3 Coastal Zone Canada. Victoria, British Columbia, Canada. Contact: CZC98, Institute of Ocean Sciences, 250-363-6479 (fax), czc98@ios.bc.ca.

September

11 Treasures Under Pressure: The Future of Northeastern Minnesota Lakes. Duluth, Minnesota. Contact: Keith Anderson, 800-455-4526, kanderson1@extension.umn.edu.

24 Ohio Lake Erie Conference. Kent State University-Ashtabula Campus. Ashtabula, OH. Contact: Ohio Lake Erie Office, 419-245-2514, oleo@www.epa.state.oh.us.

25-26 Areas of Concern Workshop: Transferring Successful Strategies and Techniques. Hammond, IN. Contact: Bruce Kirschner, 313-226-2170 ext. 6710, kirschnerb@ijc.wincom.net.

October

21-23 State of the Lakes Ecosystem Conference (SOLEC 98). Buffalo, NY. Contact: Paul Horvatin, 312-353-3612, horvatin.paul@epamail.epa.gov.

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Returning brownfields to productive use

A look inside regional and federal brownfields initiatives

Many once-thriving manufacturing and industrial operations around the Great Lakes region have become areas of neglect with real or perceived environmental contamination. Fear of liability for environmental contamination, high cleanup costs and uncertainties associated with cleanup standards have traditionally impeded efforts to redevelop these areas, forcing new development to migrate to undeveloped farmland and other open spaces known as "greenfields." The Great Lakes region, with its long history of industrial activity and more recent experience with economic restructuring, is recognized as a leader in the development of policies and programs to return brownfields to productive use.

In an effort to recognize and promote state and provincial progress and successes in brownfields redevelopment, the Great Lakes Commission and the Council of Great Lakes Governors have been working together on a binational Great Lakes brownfields project. In a contract-support role to the council, the Great Lakes Commission has undertaken two major activities.

Regional Online Brownfields Information Network

The Commission has created an Internet-based Great Lakes information resource called the Regional Online Brownfields Information Network (ROBIN).



ROBIN facilitates the redevelopment of brownfields by enhancing the

exchange of information vital to brownfields reuse. The network links state and provincial brownfields information with online resources from local and federal governments, private businesses, community organizations and other brownfields-related interests within and beyond the Great Lakes region. ROBIN creates an inter-jurisdictional clearinghouse for brownfields-related information and provides opportunities for Great Lakes jurisdictions to showcase their individual brownfields programs and activities. The Great Lakes Information Network (<http://www.great-lakes.net>) will feature ROBIN as its Site of the Month in August. ROBIN is located at

<http://www.glc.org/projects/ROBIN/ROBINhome.html>

A Blueprint for Brownfields Redevelopment

The Commission provided technical support in the development of a regional brownfields publication that summarizes each of the Great Lakes state and provincial brownfields programs, highlights successful brownfields redevelopment projects throughout the region and illustrates selected brownfields redevelopment "Ideas That Work." The Commission was responsible for developing a series of redevelopment case studies and compiling a list of Ideas That Work.

One case study for each of the 10 Great Lakes states and provinces highlights the economic, environmental and/or social benefits of redevelopment for the profiled site.

Ideas That Work are unique or innovative financial, technical, organizational, legal or institutional policies, program elements or methods that clearly demonstrate cost effectiveness or sustainability, or play a significant role in facilitating brownfields redevelopment. Examples of Ideas That Work include risk-based cleanup standards, liability exemptions for parties not responsible for pre-existing environmental contamination, tax incentives and public involvement activities. Both the case studies and the Ideas That Work are included in the Council of Great Lakes Governors' publication, *A Blueprint for Brownfields Redevelopment*. For copies of the publication, contact the Council of Great Lakes Governors at (312) 407-0177 or visit <http://www.cglg.org>.

Federal Initiatives

In addition to the many state and regional initiatives underway, federal brownfields programs also have spurred many communities in the Great Lakes region into action in brownfields redevelopment. In 1995, the U.S. Environmental Protection Agency launched a Brownfields Economic Redevelopment Initiative and supporting action agenda. A key element of the action agenda was the brownfields pilot program, which awards grants to communities working to clean up and redevelop such sites. Cleveland received the first U.S. EPA brownfields pilot grant in 1993. In 1997, the Clinton Administration established the multiagency Brownfields National Partnership, which included a second round of U.S. EPA pilot grants. A new round of pilot grants was awarded on July 15. To date, more than 60 brownfield pilot grants have been awarded in the Great Lakes region.

The more than 15 federal agencies participating in the Brownfields National Partnership offer technical, financial and other assistance to selected Brownfields Showcase Communities. Forty Showcase Community semifinalists were selected

out of 231 nationwide applicants. Chicago and St. Paul are among the 16 selected finalists recognized for their innovative and successful approaches to addressing brownfields. These Showcase Communities have been recognized as models of collaboration and examples for other communities facing similar situations and challenges. A federal employee will be assigned to each Showcase Community to assist with the coordination of technical and financial support from the participating federal agencies. In recognition of their efforts, semifinalists not selected as Showcase Communities became automatically eligible for a new brownfields pilot grant or monies to augment an existing brownfields pilot. Great Lakes communities in this category include Buffalo, N.Y.; Kenosha, Wis.; and Toledo, Ohio.

Congressional Activity

Congressional action on brownfields issues generally falls into two broad categories: appropriations for federal agencies with brownfields programs and reauthorization of the Comprehensive Environmental Response Compensation

and Liability Act (CERCLA), popularly known as Superfund. For FY1999, the president requested \$91 million to support U.S. EPA's brownfields program and \$50 million to support the U.S. Department of Housing and Urban Development's (HUD) brownfields-related Economic Development Initiative.

At press time, both the House and Senate had reduced the final amount of HUD support to \$20 million and \$25 million, respectively. In the Senate, support for U.S. EPA's brownfields program has been retained at \$91 million, but language has been added prohibiting the use of that money for revolving loan funds.

The House also is supporting \$91 million for U.S. EPA's brownfields program following a July 17 House floor vote on an amendment to strike earlier language that reduced funding levels and placed severe restrictions on the use of that money. Some House appropriators, however, have indicated that they will continue to advocate certain restrictions in the Appropriations Conference Committee in September.

Congressional activity on comprehensive brownfields legislation has been thwarted by the Superfund reauthorization debate. Despite the introduction of more than 15 bills dealing with brownfields redevelopment and/or Superfund reauthorization, there has been no serious legislative action on any brownfields initiatives. At issue are the fundamental questions of responsibility for cleaning up the nation's most contaminated sites. Pulling brownfields out of the Superfund debate, some believe, might absorb the impetus for Superfund reauthorization. Keeping brownfields as part of the Superfund debate will likely increase pressure for comprehensive Superfund reform and reauthorization as the momentum for brownfields liability reform continues to increase. In the meantime, however, Great Lakes states and municipalities will continue to rely on the existing network of state cleanup laws and U.S. EPA guidance materials that have created a means of distinguishing Superfund from brownfields sites and bringing the latter back into productive use.

Building Bridges for Sustainable Development in the Great Lakes Basin

In June, the Great Lakes Commission was awarded a two-year grant from the C.S. Mott Foundation to help support its commitment to promoting brownfields redevelopment and sustainable development in the Great Lakes basin. The proposal responds directly to several recommendations contained in the 1996 report from the President's Council on Sustainable Development titled *Sustainable America*, which highlights the need for partnerships between government, the private sector and citizen groups. It also places emphasis on sustainable communities and the role of brownfields redevelopment and greenfields preservation in achieving sustainability. Accordingly, the Commission project titled *Building Bridges for Sustainable Development in the Great Lakes Basin* will be a collaborative effort between the Commission, the Council of Great Lakes Industries and the National Wildlife Federation-Great Lakes Natural Resource Center. It will build on the Commission's brownfields work with the Council of Great Lakes Governors and address issues of brownfields redevelopment within a larger context of sustainable development.

Specifically, the project will identify and promote linkages between brownfields redevelopment and greenfields protection. Part of this project will entail developing a regional greenfields information online resource and integrating it with ROBIN. Recognizing sustainable communities as the critical path to overall sustainable development, the *Bridges* initiative will also involve a series of local workshops and the development of a community consultation process to incorporate grassroots perspectives into broader brownfields initiatives and policies. The project will begin in September 1998.

River's Edge

Traverse City, MI

River's Edge is a mixed-use urban infill project on a former foundry site. This case study highlights creative financing, the effects of a revised state site cleanup law, and the importance of a strategic effort to forge cooperative relations among project stakeholders.

Introduction

An approximately 8-acre iron foundry property adjacent to the Boardman River in downtown Traverse City had been vacant for nearly 17 years. In 1985, a group headed by a local contractor/developer acquired the property, but the death of a principal partner and strict state environmental liability laws brought the proposed redevelopment project to a standstill. The buildings were demolished in 1989, leaving a rubble field in the middle of town.



River's Edge under construction, June 1998.

Project Challenges

In the early 1990s, the Downtown Development Authority (DDA) attempted to initiate redevelopment of the site. However, prior to the current state site cleanup law, there was no state financing for cleanup and banks were reluctant to finance any redevelopment associated with the property. Uncertainties about the extent of contamination, the cost of cleanup and the costs associated with bureaucratic "red tape" also made developers shy away. Subsequent environmental assessments indicated that contamination of the site consisted primarily of heavy metals from the foundry operations. Underground storage tanks and associated soil contamination were later discovered. Redevelopment also was hindered by the challenge of coordinating all the relevant players to ensure a project that would meet the needs of the developer, public officials and local citizens.

Navigating the Barriers

With funding from Michigan's Coastal Management Program, Grand Traverse County and the city of Traverse City, the county conducted environmental and market assessments for the property. The county was preparing to acquire, clean up and sell the property when the state law changed to provide greater incentives for brownfields redevelopment. Michigan's site cleanup law (Part 201) passed in June 1995 confers liability protection for those not responsible for the contamination and establishes future land use-based cleanup criteria. Coupled with the initial assessments completed by the county, these changes in the law provided the encouragement a private developer needed to enter into a purchase agreement in February 1997.

Under the developers' initiative, a development team was assembled in April 1997. Intense teamwork involving weekly meetings with the developer, architects, engineers, DDA and city planners allowed the development concept to evolve quickly. An environmental consulting firm working on the project coordinated with the city to get a \$1.6 million site reclamation grant from the Michigan Department of Environmental Quality, which covered all remedial activities.

Further financial redevelopment incentives came from a DDA district 30-year public infrastructure Tax Increment Financing Plan, which is funding public facilities related to the project, and the establishment of a county brownfield redevelopment authority that renders the developer eligible for Michigan's single business tax credit. A development agreement between the DDA and the developer was signed and construction began in October 1997.

Outcomes

The project continues to move along without delay and initial occupancy is expected in October 1998. River's Edge, with more than \$50 million in private investment, has been carefully planned as a mixed-use community including street-level retail shops, second floor offices and residential units above. The architectural design takes advantage of the surrounding natural features and is compatible with traditional architecture of the area. Parking is efficient as daytime business use shifts to nighttime use by residents, and much of it will be hidden below the buildings, giving the surface back to the people who live and work in the area.

Environmental Injustice and Justice

Another key issue in the national brownfields debate is environmental justice. Public interest in environmental justice has burgeoned in the past 25 years, marked by such events as Love Canal in the 1970s and the proposed location of a landfill in a predominantly black county in North Carolina in the early 1980s. These incidents inspired a 1990 University of Michigan study that found minority residents were four times more likely than white residents to live within one mile of commercial hazardous waste facilities. This phenomenon, called environmental discrimination, and heightened public awareness of it, have resulted in a growing concern about the disproportionate numbers of minority and low-income communities at risk of higher exposures to toxic pollutants. The term "environmental justice" typically describes efforts to alleviate environmental discrimination.

Allegations of environmental injustice are complicated and can have a wide range of implications depending on location and historical land use. For example, the community impacts of redeveloping brownfields, which were once economically viable areas, are often vastly different and more positive than the impacts of establishing hazardous waste facilities. One side of the environmental justice debate believes that complaints demonstrate the need for regulated protection. Others claim that regulations or restrictions requiring businesses to comply with new environmental justice standards could undermine urban redevelopment efforts already underway.

In February 1998, the U.S. EPA issued an Interim Guidance for Investigating Title VI

Administrative (or Environmental Justice) Complaints. The guidance informs the public about the proposed methods by which the U.S. EPA will respond to environmental discrimination allegations filed under Title VI of the Civil Rights Act of 1964. Title VI states that citizens can file complaints with the U.S. EPA for discriminatory effects resulting from the

issuance of pollution control permits by state and local government agencies that receive U.S. EPA funding or support.

The release of the interim guidance report has heightened the

debate because possible compliance requirements of environmental justice complaints could significantly curb future progress in brownfields redevelopment. The U.S. Conference of Mayors adopted a resolution in June that suggests the interim guidance report could inhibit potential urban development and revitalization efforts. They believe the report complicates the application and permit process without providing specific standards and procedures for meeting environmental justice requirements.

Despite their differences, supporters and opponents of environmental justice programs agree that further data needs to be collected and analyzed. To that end, the U.S. EPA has established an advisory committee comprised of community and business leaders, state and local officials and community and environmental organizations. In December, the committee will provide recommendations to the U.S. EPA regarding review and resolution of environmental justice complaints. The U.S. EPA plans to release its final guidance for Title VI complaints in the spring of 1999.

A 1990 University of Michigan study found that minority residents were four times more likely than white residents to live within one mile of commercial hazardous waste facilities.

Public Participation

Many of the stumbling blocks to brownfields redevelopment occur at the local level and public participation and local community support are instrumental in reducing preventable delays throughout the redevelopment process. For example, a citizen task force initiated by the Minneapolis Development Authority, a local redevelopment organization, advised the city of Minneapolis on all aspects of the Johnson Street Quarry redevelopment project. Fourteen neighborhood groups and two business associations participated in the task force. Their final recommendations provided essential insight into community concerns and were incorporated into the final development plan.

In Pennsylvania, the public involvement process is formalized by legislation contained in the state's Land Recycling Program. This legislation requires developers to notify the public in a plain, understandable language of their intent and proposed remediation activities for a given site. Mandated inclusion of the public in the initial stages of redevelopment has helped Pennsylvania developers garner community support in the earliest, and often most critical, phases of project development.

Next Steps

Great Lakes Commission Annual Meeting in Buffalo

Brownfields redevelopment will be a featured topic at the Great Lakes Commission's 1998 Annual Meeting in Buffalo, New York, October 19-20.

The Commission will convene a special session titled "Brownfields Redevelopment in the Great Lakes Region" that will address issues, obstacles and opportunities associated with brownfields redevelopment. The first panel will focus on Great Lakes federal, regional, state and local perspectives on brownfields redevelopment. The second panel will examine experiences from the public, private and nonprofit sectors in moving brownfields redevelopment from concept to application.

The session will also highlight the many redevelopment initiatives underway in the Buffalo area, which has been particularly active on the brownfields front. For example, the Buffalo Economic Renaissance Corporation, a development agency under the direction of the municipal government, helped convert a former industrial steel complex into 18 acres of high-tech hydroponic tomato greenhouses. The new greenhouse facility represents a major success in Buffalo's efforts to find new uses for abandoned industrial properties. It is unique in its transformation of an abandoned urban brownfields site into a facility for sustainable agricultural production.

Another example is the Niagara Frontier Transportation Authority (NFTA), which owns more than a mile of waterfront brownfields property in Buffalo. In line with changing shipping needs and evolving public interest, the NFTA is redeveloping its waterfront property for three potential future uses: residential, light industrial and mixed use.

For more information

Contact Steve Thorp, sthorp@glc.org, or Victoria Pebbles, vpebbles@glc.org, at the Great Lakes Commission; or visit ROBIN at <http://www.glc.org/projects/ROBIN/ROBINhome.html>