

## Inside

**Register now for the Commission's 1999 Semiannual Meeting, May 17-18 in Montreal**



**ANS Update—**  
National aquatic nuisance species policy and the 106<sup>th</sup> Congress

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## Strength in numbers: Advancing Great Lakes interests through inter-regional cooperation

By Irene B. Brooks  
Executive Director, Office for River Basin Cooperation  
Pennsylvania Department of Environmental Protection

I am honored to serve as the newly elected chair of the Great Lakes Commission and I look forward to working with my fellow Commissioners in the year ahead. My goals are straightforward yet ambitious: to build on the outstanding work of my predecessor Don Vonnahme; to bring new ideas and initiatives to the table; and, very simply, to build on the Commission's unparalleled reputation for objective research, informed policy development and aggressive advocacy. Our ever-growing "extended family," including our valued Canadian partners, provides an excellent foundation for pursuing these goals.

In forming the Commission some 44 years ago, the Great Lakes states recognized the benefits of interstate and provincial cooperation. By joining hands and looking beyond our own boundaries, we discovered that we could enhance our individual research and management capabilities, implement our programs more effectively, and raise our profile in Washington, D.C. More importantly, we improved our ability to serve as stewards of the greatest system of freshwater on the face of the earth.

I plan to build on this notion of interjurisdictional cooperation during my tenure as chair. However, I will take it one step further, and complement our *intra-regional* initiatives with new *inter-regional* initiatives.

We need to build bridges with other interstate organizations involved in water resources management. We have much to learn from one another in the areas of administration, membership-building, priority setting and program development. We must work together on projects and policy issues that transcend basins. And, we must measurably raise the profile of interstate organizations in Washington, D.C., and become a force to be reckoned with.

We must, of course, remain ever vigilant of "outside" threats to our region, whether they be in the form of water diversion proposals, transportation policies or federal programs that unfairly discriminate against us. The argument in favor of stronger inter-regional cooperation, however, is far more compelling than the argument against it. I've discovered this first hand as executive director of the Office for River Basin Cooperation in Pennsylvania's Department of Environmental Protection.

As chair of the Great Lakes Commission, I am pleased to announce that I and my fellow Commissioners have embraced several specific inter-regional initiatives. In 1999, "coalition-building" and "partnership" will be the operative terms as we:

- Work with the Interstate Council on Water Policy and its newly formed Standing

*Continued on page 5*



**We need to build bridges with other interstate organizations involved in water resources management... We must work together on projects and policy issues that transcend basins.**

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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."*

Irene Brooks, Chair; Michael J. Donahue, Ph.D., Executive Director

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# Annual Meeting Highlights

## 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.*

### Executive Committee

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Vice Chair Nathaniel E. Robinson (WI)

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Larry D. Macklin (IN)

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Julie R. Wagemakers, Communications and Information Management

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Kate Hackett, Julie Rajzer

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## A time for fellowship: Great Lakes Commission announces new initiative

Great Lakes basin governance, as we all well know, is complicated by the fundamental incongruity between geopolitical and hydrologic boundaries. We all espouse the principles of ecosystem-based planning and management and recognize the watershed as the ideal unit for administering programs and policies. At the same time, however, we are faced with the realities of a political system that features thousands of jurisdictions—from the municipal to binational level—that address only a subset of the larger basin ecosystem. Each has its own mandate, priorities and perspectives. Resolving their differences, and building on their similarities, is what the Great Lakes Commission is all about.

Ecosystem-based planning and management is more of a mindset than a process. Individuals trained to think in this way can often overcome the boundaries and constraints posed by traditional management approaches and mandates. Indeed, much of the Commission's success is attributable to state, provincial and federal officials who, as Commission members or Observers, have become adept at "thinking outside the box." They've learned how to advance and apply ecosystem and watershed management principles within the context of traditional agencies. In so doing, these principles become an integral part of the government landscape as opposed to ancillary considerations embraced only by our regional, multijurisdictional organiza-

tions.

For all of these reasons, I am pleased to announce our new Great Lakes Commission Fellowship Program, an opportunity for Great Lakes professionals—from any relevant discipline and agency—to work with our staff and

membership for up to 12 months on issues of shared interest. The Commission provides the individual with a fully equipped office (including computer and Internet access),

secretarial support, telephone and travel allowances, and an opportunity to work with staff professionals on an array of current environmental protection, resource management, transportation and economic development issues.

The fellow's employer, which could be a U.S. or Canadian agency or academic unit, covers salary, fringe benefits and housing, and assists with travel and any other relevant expenses. The fellowship can be customized to address the unique needs of the individual and his or her agency. The process is straightforward: simply communicate by letter or e-mail, detailing your interest, availability and an indication of your employer's support. We'll follow up promptly and, if mutual interest is expressed, work with you on the fellowship details. We will have the capacity to support up to two fellows at any given time.

I appreciate your support for this initiative and welcome your assistance in publicizing it.

### Commission News and Views

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



## Mark your '99 calendar!

### Executive Committee meetings

Jan. 7 • Washington, D.C.

March 16 • Washington, D.C.

May 17 • Montreal, Québec

Sept. 14 • Pittsburgh, Penn.

These dates are tentative. Please contact Mike Donahue ([mDONAHUE@glc.org](mailto:mDONAHUE@glc.org)) for further information and to suggest agenda items.

### Great Lakes Day in Washington

March 17

Featuring the Great Lakes Congressional Breakfast and Issues Briefing. Contact Steve Thorp ([sthorp@glc.org](mailto:sthorp@glc.org)) for more information.

## Water export, directional drilling top agenda at Commission's annual meeting

New York's second largest city—Buffalo—was the place to be Oct. 19-20, when more than 140 Great Lakes Commission delegates, Observers, staff and friends gathered for a full agenda of business at the Commission's Annual Meeting.

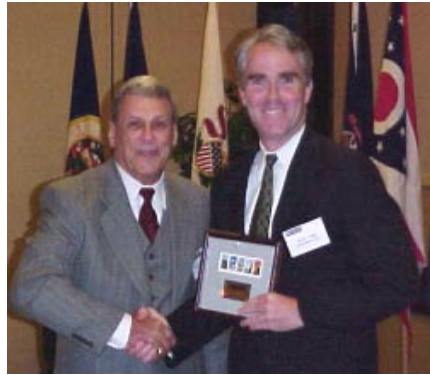
Hosted by the Commission's New York Delegation, the event began with a welcome from Gerry Mikol, an Alternate Commissioner and director of the New York State Department of Environmental Conservation, Region 9. John Cahill, chair of the New York Delegation and commissioner of the New York State DEC, was on hand to keynote the event and emphasize the state's commitment to environmental protection and sustainable economic growth.

Mayor Anthony Masiello offered a warm greeting from the city of Buffalo, which is at the forefront of brownfields redevelopment. Masiello highlighted the importance of partnerships within the state of New York, as well as with other states, organizations and Canada, in the conversion of Buffalo's old industrial sites into usable, populated and prosperous areas.

"The only way you're really going to make a significant impact on your environment, and the only way you're going to maximize the enormous and tremendous potential of the Great Lakes, is to have relationships with and within governments," said Masiello.

More than 1,200 acres of brownfields in Buffalo are in the process of redevelopment by the state of New York and property owners. For example, Buffalo is home to a new hydroponic farm (on the site of an abandoned steel mill) that has introduced new technology and jobs into the city. Also located on old industrial sites are a popular retail entertainment complex and a bird and wildlife sanctuary.

The success of these projects proves that, as Masiello puts it, "if you clean it, they will come."



John Cahill (right), chair of the New York Delegation and commissioner of the New York State Department of Environmental Conservation, accepts a gift from Chair Don Vonnahme after his opening keynote.

### Selected policy actions

**Water export.** The eight Great Lakes states, acting through the Great Lakes Commission, agreed to form a united front to oppose the withdrawal of Great Lakes water for overseas export. This policy position was adopted unanimously by Commission delegates at the annual meeting.

By formal resolution, the Commission voiced its support for the Ontario government in its efforts to uphold a decision to cancel a water withdrawal permit granted earlier this year to a Sault Ste. Marie, Ontario, company called The Nova Group, Ltd. The company's plan to market Lake Superior water for overseas export prompted an outcry from the Commission and other regional interests, all citing prospective environmental implications and the dangerous legal precedent such a permit might set.

Sarah Miller and Paul Muldoon of the Canadian Environmental Law Association discussed the implications of exporting water from the Great Lakes. The permit initially granted to The Nova Group was the first permit for surface water withdrawal in Ontario, making it a test of the Ontario Water Resources Act, the

jurisdiction of the Minister of the Environment, and the ability of the minister to determine when and how water can be taken.

This case also set precedent regarding the impact of trade regimes on Great Lakes water, specifically raising questions like "Does the North American Free Trade Agreement apply?" and "Is water now a free commodity within the Great Lakes?"

"Does this mean there will be less power in governments to turn off the tap once it's turned on?" asked Muldoon.

Editor's note: The Commission received "participant" status from the Ontario Environmental Appeal Board and, prior to The Nova Group's withdrawal of the appeal, was set to testify at hearings beginning on Dec. 7.

**Directional drilling underneath the Great Lakes.** Commission delegates also addressed the controversial issue of directional drilling and its impacts on the Great Lakes. The Interstate Oil and Gas Compact Commission, based in Oklahoma City, Okla., requested the viewpoints of the Commission and its member states on a draft resolution supporting directional drilling under the Great Lakes to access oil and gas reserves. The

*Continued on next page*



Father Paul Golden (left), president of Niagara University, chats with Gerald Galloway, secretary of the U.S. Section of the International Joint Commission. Galloway presented information on Great Lakes water levels and flows.

# Annual Meeting Highlights



Assemblyman Paul Tokasz (D-N.Y.) receives a token of appreciation from Chair Don Vonnahme (left) following his luncheon keynote. Sen. George Maziarz (R-N.Y.) also spoke at the luncheon, which was sponsored by the New York Department of Environmental Conservation. Tokasz and Maziarz are co-chairs of the New York Coalition of Great Lakes Legislators.

## Policy actions, *continued*

IOGCC meets in December to consider the resolution, and indicated that Great Lakes states' opinions would have a bearing on the outcome.

The IOGCC resolution was prompted by Rep. Bart Stupak's (D-Mich.) introduction of a bill (H.R. 3887) to prohibit any type of drilling for oil or gas from lands under water with U.S. federal jurisdiction.

In directional drilling, the wells are not located in Great Lakes waters. Rather, the drill rigs are located on uplands along the shoreline. Drilling is done at a controlled angle; vertical at first and then horizontal to potential targets underneath the lake.

Harold Fitch, state geologist for the Michigan Department of Environmental Quality, presented the findings of a 1997 directional drilling investigation conducted by the Michigan Environmental Science Board. He emphasized that there is little to no risk of contamination to the Great Lakes bottomlands, waters or aquatic environments through this type of drilling; there is a greater risk for potential impacts to the shoreline environments where the well head is located. Fitch stated that the crucial issue is the preservation of state's rights.

"Michigan DEQ believes that the state should be the entity to manage

oil and gas drilling issues, not the federal government or the private sector," said Fitch.

The Commission delegations decided that member states will respond on an individual basis to the IOGCC directional drilling proposal.

**Discharge of waste materials.** Larry Macklin, chair of the Indiana Delegation and director of the Indiana Department of Natural Resources, proposed that the Great Lakes Commission sponsor a workshop to explore the efficiency of marine sanitation devices in protecting Great Lakes water quality. Michigan and Wisconsin have successfully petitioned the U.S. EPA to have all sanitary discharge from vessels prohibited in their portions of Lake Michigan. Such discharges, however, are authorized in many other portions of the Great Lakes, including the Illinois and Indiana waters of Lake Michigan.

"Our intention is to pursue regulatory authority that may be needed to protect the integrity of the water resource," said Macklin.

Steve Lucas, also from the Indiana DNR, explained that, in many cases, waste material is treated on vessels with marine sanitation devices and then dumped overboard. He stated that this waste may be contributing measurable amounts of contaminants to the water, pollutants that have traditionally been attributed to landside sources.

The proposed workshop, which was approved at the meeting, will feature presentations from the U.S. Coast Guard, U.S. EPA, Environment Canada and other agencies on the operation, maintenance and inspection of marine sanitation devices. Input from Great Lakes states and provinces will be solicited to learn if and how they should participate in discharge regulation, and

how "no-discharge" zones are enforced.

The target audience includes members of the Commission, state boating law administrators, water quality regulators and others concerned with water quality issues on the Great Lakes.

**U.S. Federal Clean Water Action Plan.** The Pennsylvania Department of Environmental Protection has analyzed the Clean Water Action Plan and concluded that it is a good first step for coordinating intergovernmental efforts, but it fails to acknowledge the potential role of interstate commissions.

New Commission Chair Irene Brooks, executive director of Pennsylvania's Office of River Basin Cooperation, listed several of the plan's positive aspects: increased focus on watershed planning; enhanced coordination of federal agencies; increased program funding; and increased public information.

She expressed concern, however, with the plan's details and tight deadlines. It also repackages many ongoing federal initiatives without recognizing successes outside of the federal agencies, some of which have been through interstate river basin commissions.

"We must send a message that we must not only be environmental stewards, but also financial stewards," said Brooks. "We must promote ongoing and existing organizations, instead of simply duplicating efforts."

*Continued on next page*



Attendees don their hard hats for a tour of the New York Power Authority's Niagara Power Project. The tour was followed by a reception and dinner at Niagara University, sponsored by the NYPA.

# Annual Meeting Highlights



Nathaniel E. Robinson (center) presents the Commission's outstanding service awards to Pranas Pranckevicius (left), chair of the GLIN Advisory Board and environmental protection specialist at the U.S. EPA, GLNPO, and Orlando Cabrera-Rivera (right), chair of the Air Toxic Emissions Inventory Steering Committee and air quality specialist at the Wisconsin DNR.

## Policy actions, *continued*

The Commission adopted a resolution that calls for greater involvement by the Great Lakes Commission and other interstate organizations when the Clean Water Action Plan is implemented.

**Commercial navigation on the lakes.** Commercial navigation on the Great Lakes is a vital part of the regional economy, and Commission interest in and advocacy of maritime transportation issues has been a long-term priority.

Dave Knight, editor of *Great Lakes/Seaway Review*, discussed developments concerning the Harbor Maintenance Tax—a proposed navigational assistance user fee—and other maritime policy issues.

In August 1998, the Administration proposed a Harbor Services User Fee to take the place of the Harbor Maintenance Tax, which was ruled unconstitutional by the U.S. Supreme Court in March. The user fee is based on a formula that uses ship size, movement frequency and operational characteristics, and it identifies four types of vessels (general cargo, bulk, tanker and cruise ship). This new fee has not been met with enthusiasm.

“The best minds in port authorities have struggled with this for a long time,” Knight said. “Make no mistake, the first time around with the Harbor Maintenance Tax, the Great Lakes region was the winner.

This time, the outcome could be very different.”

Knight believes that the debate over the Harbor Services User Fee is likely to drag on. Stakeholders will be able to offer input before the issue goes before Congress. The Commission agreed to oppose the President's proposed Harbor Services User Fee and Harbor Services Fund, which would disadvantage deep draft commercial navigation on the Great Lakes.

## Great Lakes Regional Air Toxic Emissions Inventory.

Orlando Cabrera-Rivera of the Wisconsin Department of Natural Resources' Bureau of Air Management discussed the inventory, which represents a unique milestone in the continuing effort to quantify and manage the toxic air emissions that impact the waters and communities of the Great Lakes basin. Based on 1993 data, this inventory includes data from all eight Great Lakes states and the province of Ontario and provides the first practical test of processes, procedures and systems developed to ensure that basinwide inventories are accurate and consistent. It was released in August 1998.

The project steering committee has demonstrated that a multijurisdictional inventory can be successfully generated with benefits to all participants. Cabrera-Rivera stressed a need for increased participation from state and provincial partners to obtain consistent data for use in research and public policy development.



Ohio Commissioner Jeff Busch (left) of the Ohio Lake Erie Office and Percy Magee of the Natural Resources Conservation Service (USDA).



Don Vonnahme is honored by the Commission for his two years as chair while (left to right) Dan Injerd, Mike Donahue and Nathaniel E. Robinson look on.

## Guest editorial, *continued from page 1*

Committee on River Basin Organizations to form a multiregional coalition to collectively advance the interests of interstate, as well as U.S./Canadian, organizations;

- Organize a joint meeting of multiple river basin organizations as a feature of the Great Lakes Commission's 1999 Annual Meeting in Pittsburgh; and
- Initiate a coordinated, inter-regional approach to U.S. federal and congressional advocacy efforts. This will help ensure that the full potential of the Great Lakes Commission and other interstate organizations is recognized when federal initiatives like the Clean Water Action Plan are implemented.

The next 12 months will be exciting ones: our provincial membership initiative will be aggressively pursued; an unprecedented number of new projects will be initiated; and our advocacy efforts will be strengthened to better advance member interests. In cooperation with Vice Chair Nathaniel E. Robinson, my fellow Commissioners, Observers and other partners, I welcome the opportunity to advance the goals and objectives of the Great Lakes Commission.

# Annual Meeting Highlights

*Advocacy efforts will be a priority*

## Executive Committee sets sights on 1999

Donald Vonnahme, in the final Executive Committee meeting of his two-year chairmanship, set out an ambitious agenda to guide the Great Lakes Commission into 1999 and beyond.

Executive Committee members applauded progress with the Commission's provincial membership initiative, noting that letters of endorsement have been received from Premiers Harris and Bouchard of Ontario and Québec, respectively. Amending legislation to the Great Lakes Basin Compact has been introduced in the U.S. House and Senate, and interest in the initiative continues to increase in the United States and Canada. To maintain momentum and celebrate progress, the Executive Committee called for the development and signing of a declaration memorializing a growing Great Lakes states partnership with Ontario and Québec on matters of shared interest. A ceremony is planned for the 1999 Semi-annual Meeting in Montreal.

The Committee also received good news from a financial perspective, with Executive Director Mike Donahue reporting that initial

FY1998 figures find a double digit increase in the Commission's total budget, restricted fund revenues, indirect cost recovery and revenues over expenses. The FY1999 budget is likely to be the largest ever by year's end, and 24 revenue sources currently are supporting 34 distinct projects that respond to Strategic Plan provisions. Planning for future growth, the Executive Committee reviewed staff expansion efforts and approved a new policy that ties annual state dues adjustments to the overall general operating budget and associated revenue sources. The Committee also agreed to streamline administrative costs and obligations by reviewing the Commission's current task force and committee structure and exploring opportunities for reduction and/or consolidation.

Nathaniel E. Robinson, who was elected Commission Vice Chair, received support for a proposal to review and possibly revise the Commission's Strategic Plan, which was adopted for the 1995-2000 time period.

In the advocacy arena, the Committee reaffirmed the value of the an-

nual "Great Lakes Day in Washington" events. All Commissioners will be invited to help publicize the Great Lakes Congressional Breakfast and personally encourage members of the Great Lakes Congressional Delegation to attend. Also, issue-specific advocacy efforts will be stepped up with an emphasis on Great Lakes research funding, navigational dredging and construction projects, and other resource management issues.

Among other actions, the Committee agreed to direct Commission staff to support the Ontario government in its bid before the Ontario Environmental Appeal Board to uphold revocation of a water withdrawal permit issued to an Ontario company planning overseas export of Lake Superior water (see story on page 8).

Irene Brooks, newly elected Commission Chair, also has announced plans for an Executive Committee meeting this winter in Washington, D.C., combined with meetings with the U.S. Army Corps of Engineers, Office of Management and Budget and State Department officials. Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org).

## SOLEC '98 focuses on indicators, biodiversity investment areas

Indicators and biodiversity investment areas were highlighted at the third State of the Lakes Ecosystem Conference on Oct. 21-23 in Buffalo, N.Y. SOLEC '98, hosted by the U. S. Environmental Protection Agency and Environment Canada, reported on the state of the Great Lakes and progress toward the goals of the Great Lakes Water Quality Agreement.

The focus of the conference was the SOLEC indicator list, which will be used in determining the health of the Great Lakes ecosystem. Stakeholders in the region want to establish a consistent, easily understood group of indicators that objectively represent the state of major ecosystem components such as open and

nearshore waters, coastal wetlands, land by the lakes, socioeconomics and land use, stewardship and human health. After a critical review of the indicators, SOLEC core groups will improve the indicator list and hope to distribute a final version in spring 1999.

Another emphasis of SOLEC '98 was biodiversity investment areas, which possess unique biodiversity within the Great Lakes. Properly managed, these areas will preserve ecological integrity and help protect the health of the Great Lakes themselves. At SOLEC '98, three regions were examined: nearshore terrestrial areas, coastal wetlands and open waters.

The Great Lakes Commission served

on the SOLEC '98 planning committee and co-sponsored the opening reception. Commission Executive Director Mike Donahue chaired a session on "Emerging Environmental Issues," at which Program Manager Steve Thorp discussed issues of land use, urban sprawl and brownfields redevelopment.

Peter Murchie, on a temporary rotation with the Commission from U.S. EPA Region 5, presented at sessions on lakes Superior and Michigan. Murchie reviewed proposed human health indicators for each of their respective Lakewide Management Plans and provided background information and materials for human health indicator development in the LaMP process.

## Panels spark discussion on brownfields redevelopment in Great Lakes region

The Commission's Annual Meeting featured a symposium on brownfields redevelopment in the Great Lakes region. Two panels examined the issues, obstacles and opportunities associated with abandoned or underutilized industrial sites with environmental problems.

Their cleanup and reuse has become a major public policy issue for the Great Lakes region and the nation as a whole.

On the first panel, participants provided an overview of federal, state and local activities in brownfields redevelopment. Sven-Erik Kaiser of the U.S. Environmental Protection Agency's Brownfields Team presented a federal perspective, while Erin Crotty, deputy commissioner for water quality and environmental remediation at the New York State Department of Environmental Conservation, and Alan DeLisle, president of the Buffalo Economic Renaissance Corporation, shared state and local points of view, respectively.

The panel was moderated by Charles Bartsch, senior policy analyst at the

Northeast-Midwest Institute. Panelists responded to inquiries about institutional capacity at the local level for handling brownfields issues and the need for comprehensive federal brownfields legislation.

The second panel focused on public, private and nonprofit perspectives and included Peter Buechi of the New York State DEC, Ronald Coan of the Erie County Industrial Development Agency, and Keith Welks of the Phoenix Land Recycling Company. Moderated by Gerry Mikol, Alternate Commissioner of the Great Lakes Commission and director of New York State DEC-Region 9, the panel touched on issues such as the keys to successful public-private partnerships, adding value to sites and dealing with perceived environmental problems.

One of the major stumbling blocks to brownfields redevelopment is the cost involved in the preliminary assessment step. Potential developers are asked to spend a large sum of money to investi-



From concept to cleanup, the second panel discussed public, private and nonprofit perspectives. From left to right: Gerry Mikol, Peter Buechi, Ronald Coan and Keith Welks.

gate a site, and there is no refund policy for sites that are found to be unsuitable. Welks' nonprofit company approaches this problem by assuming the financial risks and performing the assessments.

Ideas shared at the symposium advanced the region's collective ability to bring these properties back into productive use. In so doing, symposium participants helped define the Commission's brownfields legislative and appropriations priorities for the future. Contact: Victoria Pebbles, [vpebbles@glc.org](mailto:vpebbles@glc.org).

### Mehan appointed chair of Michigan Delegation

## Commission welcomes new Commissioners and Observers

The Commission welcomed three new Alternate Commissioners, along with several new Observers, at the 1998 annual meeting in Buffalo, N.Y.

John Hines has been appointed an Alternate Commissioner on Pennsylvania's delegation by Gov. Tom Ridge. Hines currently serves as executive assistant in the Pennsylvania Department of Environmental Protection's Office for River Basin Cooperation. He serves as the office's policy adviser on the Great Lakes Commission, Ohio River Basin Commission, Ohio River Valley Sanitation Commission, the Interstate Commission on the Potomac River, the Delaware River Basin Commission and the Delaware Estuary Program.

The Indiana Delegation brings Lori Kaplan on board as an alternate. Kaplan is deputy director of the Bureau of Water and Resource Regulation of the Indiana Department of Natural Resources. She

also is a representative on the State Soil Conservation Board, secretary of the Bureau of Water and Resource Regulation Advisory Council Board, alternate on the Ohio River Basin Commission, and the natural resources damages co-trustee for the state of Indiana.

Also joining Indiana's delegation as an alternate is Matthew Rueff, assistant commissioner of the Indiana Department of Environmental Management. Within the Office of Water Management, Rueff oversees staff who coordinate National Pollutant Discharge Elimination System permits and compliance systems, water quality monitoring efforts and public water supply systems. He also promotes watershed management programs, wetlands management, and wastewater and drinking water projects.

New Observers include Col. James Hougnon, deputy commander of the

U.S. Army Corps of Engineers, Great Lakes and Ohio River Division; Rear Adm. John McGowan, commander of the U.S. Coast Guard-Ninth District; and Michel Robitaille, director of the Québec Ministry of International Affairs, U.S. Division.

Michigan Gov. John Engler appointed G. Tracy Mehan chair of the Michigan Delegation on Nov. 19, replacing the retiring Frank Kelley. The Commission greatly appreciates the years of dedicated service from Kelley and his alternate, Mike Leffler.

Mehan was appointed by Engler in Feb. 1993 as director of the Office of the Great Lakes at the Michigan Department of Environmental Quality. He is a member of the governor's cabinet and is the governor's chief adviser on matters affecting the Great Lakes. He also serves on the Water Quality Board of the International Joint Commission.

## A new era of leadership for the Great Lakes Commission

The Commission is pleased to announce the election of two new officers to lead the organization into the future. Irene Brooks, executive director of Pennsylvania's Office for River Basin Cooperation, has been elected chair by unanimous vote. Brooks is the first woman to chair the Commission in its 43-year history. She will be joined at the Commission's helm by newly elected Vice Chair Nathaniel E. Robinson, administrator of the Division of Energy and Intergovernmental Relations in Wisconsin's Department of Administration.

Brooks has dedicated her professional life to resource management and advancing public policies that address both environmental and economic goals. In addition to her Great Lakes Commission appointment, she serves as Pennsylvania Gov. Tom Ridge's representative on the Delaware River Basin Commission, the Ohio River Basin Commission, the Interstate Commission on the Potomac River Basin, and the Ohio River Valley Water Sanitation Commission.

Previously, Brooks was appointed by President George Bush to serve as the United States commissioner to the Delaware River Basin Commission.

The Commission embraces another milestone with the election of Robinson, who has the distinction of being the first African-American to serve as vice chair of the organization. Robinson is the principle spokesperson to Wisconsin Gov. Tommy Thompson on non-regulatory energy policies, demographics, state-federal regulations, and coastal and related environmental issues. Prior to assuming his current post, Robinson managed the administration of public safety research, policy and program initiatives while serving as deputy executive director/administrative officer for the Wisconsin Office of Justice Assistance. Robinson is a member of the Coastal States Organization, University of Wisconsin Sea Grant Program's Advisory Council, University of Wisconsin's Institute for Environmental Studies' Board of Visitors, and the National Ocean Service's In-



The new leaders exchange greetings at the annual meeting.

tegration Committee. Robinson also is a member of the Wisconsin Coastal Management Council, and he chairs Wisconsin's Acid Deposition Research Council.

"I have had the pleasure of chairing Wisconsin's delegation to the Commission since 1992," said Robinson. "I appreciate the trust and confidence my colleagues have placed in me through my election as vice chair. I look forward to working with the new chair and the entire Great Lakes community over the next year."

## Great Lakes water export scheme abandoned

A Sault Ste. Marie, Ontario, company has abandoned a controversial plan to export Great Lakes water to overseas markets. The Nova Group, Ltd., had received a Lake Superior water withdrawal permit from the Ontario Ministry of Environment in April 1998, with the objective of establishing an export industry serving Asian markets. The permit was canceled soon thereafter following an outcry from the Great Lakes Commission and other regional interests alarmed by the absence of consultation and the prospective environmental implications and legal precedent associated with the permit. The Nova Group appealed the cancellation and, prior to abandoning the appeal on Nov. 20, had been facing a Dec. 7 hearing before the Ontario Environmental Appeal Board.

"We are pleased that successful clo-

sure has been brought to this ill-advised scheme," stated Mike Donahue, executive director of the Commission. "U.S. and Canadian governments at all levels have invested tens of billions of dollars in cleaning up and managing our precious water resources for a variety of uses within—not outside—the Great Lakes basin. Any effort to sanction a water export industry is simply bad public policy."

The Ontario Ministry of Environment was joined by the Canadian Environmental Law Association and Great Lakes United as parties for the hearing. The Commission received participant status in support of the Ontario government's action to cancel the water withdrawal permit.

"Our argument is a compelling one," states Irene Brooks, a Pennsylvania official and elected chair of the Great Lakes Commission. "The permit was

issued in the absence of any consultation with the Great Lakes states, and long-standing water management agreements and consultation mechanisms were ignored. The Ontario government acted appropriately by canceling the permit."

The threat of harmful, out-of-basin diversion is a perennial concern of the Commission, which tracks water use throughout the Great Lakes basin and establishes and advocates responsible public policy. The Commission, acting at its 1999 Annual Meeting, called for development of a Great Lakes Water Resources Management Program to provide the data, information, guidance and decisionmaking process needed to ensure a consistent, basinwide approach to water quantity management. Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org).



## Guest editorial

### **BEACH Program to benefit Great Lakes region**

By Gary Gulezian, Director of the U.S. EPA, Great Lakes National Program Office

Each year, states report thousands of beach closings at rivers, lakes and oceans due to disease-causing microorganisms. Many other beaches also may be polluted, but if the water is not monitored and the results not posted, beachgoers will not know whether they run the risk of getting sick.

The U.S. Environmental Protection Agency is concerned with public health risks posed by contaminated beach water. As a result, U.S. EPA is initiating the Beaches Environmental Assessment, Closure and Health (BEACH) Program to strengthen U.S. beach programs and water quality standards, better inform the public, and promote scientific research to further protect the health of beachgoers.

As part of the BEACH Program, the U.S. EPA will improve laboratory test methods for detecting contaminants in beach water, invest additional resources in beach water quality health and testing methods research, and help state, local and tribal government agencies adopt and carry out routine water quality monitoring programs.

The public can view detailed beach information on local beaches at U.S. EPA's "Beach Watch" web site at [www.epa.gov/ost/beaches](http://www.epa.gov/ost/beaches). At the national level, U.S. EPA will design a long-term data system that can quickly accommodate monitoring and advisory information on beach health. The agency also is working to improve predictive tools (rainfall and hydrodynamic models) to help get information to the public before exposure might occur.

According to a 1994 U.S. EPA survey of 276 public bathing beaches on the U.S. shores of the Great Lakes, 24 percent reported a closure or restriction at least once during the season. Since 1981, closures and restrictions have occurred annually at an average of 17 percent of those beaches. Fecal bacterial pollution, largely



through combined sewer overflows, is a major concern.

The U.S. EPA has selected the Great Lakes region as a pilot for a beach health survey. With funding from the U.S. EPA's Great Lakes National Program Office and headquarters, the Great Lakes Commission is assessing the current degree of consistency with beach closure and restriction advisories, generating a report of action items, and expediting a Great Lakes mapping effort that will connect with and enhance a national database. Respondents to the Great Lakes BEACH survey are asked to provide a video clip or picture of their beach, which will be incorporated into a web site that updates the beach's status.

This online service will include web pages for public beaches showing beach locations and characteristics; responsible agencies for management; key contacts for water quality monitoring and reporting; monitoring and assessment standards, advisory authority criteria and reporting; closure frequencies; closure and re-opening protocols; history and causes (when known) of a closure or restriction; and information on any current closure or restriction. The site also may include features such as a bulletin board for information sharing, model standards, monitoring assessment and advisory criteria, and related items to enhance human health protection. This service will be incorporated into the U.S. EPA national BEACH program database and be widely accessible through the Great Lakes Commission-led Great Lakes Information Network. Contact: Gary Gulezian, 312-886-4040, [gulezian.gary@epamail.epa.gov](mailto:gulezian.gary@epamail.epa.gov).

## Brooks' leadership efforts recognized

### **Interstate approaches to water management**

Representatives from federal and state agencies, congressional committees and interstate river basin commissions attended the Interstate Council on Water Policy (ICWP) annual meeting on Oct. 28-29 in Seattle, Wash. The meeting focused on interstate approaches to emerging water management issues across the country.

Great Lakes Commission Chair Irene Brooks, executive director of Pennsylvania's Office for River Basin Cooperation, led a panel discussion on the role and impact of river basin organizations in the protection of water resources.

"Interstate river basin commissions and like organizations provide a number of services to their jurisdictions," Brooks said. "These organizations serve as a forum to bring together often times competing interests to solve multistate issues."

At the meeting, Brooks received the council's 1998 Leadership Award for her efforts on interstate water issues and coalition building. She has provided guidance in the development of an ICWP standing committee on interstate river basin efforts.

The week of Sept. 13, 1999, in Pittsburgh, Penn., will build on the foundation laid at the Seattle ICWP meeting. Sept. 14 marks the Great Lakes Commission Annual Meeting, which will be followed on Sept. 15 by a joint meeting involving members of numerous interstate river basin commissions. The meeting—the first-ever of its kind—will explore opportunities for the organizations to discuss ideas on administrative and program development issues; collaborate on joint projects; and raise their individual and collective profiles at the national level. Contact: John Hines, [hines.john@a1.dep.state.pa.us](mailto:hines.john@a1.dep.state.pa.us), 717-772-5634.

# Commission Briefs

## Commission's longest serving member retires

### Frank Kelley says goodbye to roles as attorney general, Commission member

The Commission will see the end of an era on Dec. 31, 1998, when Frank Kelley steps down from his position as Michigan Attorney General, a job he has held since 1962. Kelley announced in May that he would not seek the Democratic Party's nomination for re-election, choosing instead to walk away from his post while he is still wanted. With 36 years as a member and chair of Michigan's delegation to the Great Lakes Commission, Kelley is the organization's longest-serving Commissioner.

He also is the nation's longest-serving attorney general. After graduating with undergraduate and law degrees from the University of Detroit, Kelley practiced law in Detroit and Alpena before Gov. Swainson appointed him attorney general 37 years ago. He has been re-elected 10 times since then.

During his tenure, Kelley worked to prevent water and air pollution in Michigan, led efforts to control crime and drug abuse, developed an aggressive consumer protection program, and worked to protect the civil rights of all citizens. He was the first attorney general to create consumer protection, environmental and Medicaid

fraud divisions within his office.

Kelley was instrumental in the creation of Michigan's Open Meetings and Freedom of Information acts. He is the only Michigan attorney general to be elected president of the National Association of Attorneys General. Kelley has received numerous awards for public service, including a National Wildlife Federation award for legal work in protecting the environment.

Serving continuously as chair of Michigan's Delegation to the Commission, Kelley also has been the Commission's legal counsel. He has always been a vocal advocate for the organization, emphasizing its unique legal status as an agency founded in both state and federal law. Kelley is featured in a training video for new Commissioners and Observers on the obligations and opportunities of Commission membership.

"It's impressive how long Kelley has been actively and effectively involved with the Great Lakes Commission," said Dr. Frank Kudrna, the Commission's second longest-serving member and chair of the Illinois Delegation. "Perhaps instead of only re-



Former Commission Chairs Pat Ralston (left) and Don Vonnahme (right) with Frank Kelley.

ferring to him as the 'Eternal General,' we should add 'Eternal Commissioner' to his title."

Commission Chair Irene Brooks added that, "Kelley laid the foundation for what the Great Lakes Commission is today: An enduring advocate that takes a common sense approach to protecting the greatest freshwater system in the world."

Kelley is the only recipient to date of the Commission's Lifetime Achievement Award, which was awarded to him in 1995. In addition, the Commission honored Kelley at its 1998 annual meeting with a formal resolution commending him for his career-long service to the Great Lakes.

## Great Lakes Regional Water-use Database upgraded

Great Lakes water-use data managers will meet Feb. 4-5 in Chicago, Ill., to discuss water-use data needs and receive training on the operation and use of the recently updated Great Lakes Regional Water Use Database System.

These water use data managers, who serve on the Technical Work Group of the Great Lakes Water Resources Management Committee, are responsible for providing annual water use data to the Great Lakes Commission, which serves as the repository for the Great Lakes Regional Water-use Database.

The Great Lakes Charter of 1985, signed by the Great Lakes governors and premiers, called for the establishment of a uniform, consistent and common base

of data pertaining to Great Lakes water use. The Great Lakes Regional Water-use Database System has been in place since 1988.

"The updated database system will improve our ability to monitor trends in withdrawals, diversions and consumptive uses of Great Lakes water," said Daniel Injerd, Illinois Alternate Commissioner and chief of the Lake Michigan Management Section, Illinois Department of Natural Resources. "Having an accurate, historical database of water use information is a prerequisite for forecasting water demands of Great Lakes water, an important component of the comprehensive Great Lakes water resources

management program. This information will improve the region's ability to assess the impacts of future out-of-basin transfer projects and consumptive use proposals."

Part of the February meeting will involve state and provincial training on the operation and use of the new Great Lakes Regional Water-use Database. The new system will provide improved options for comparing and manipulating data. When fully operational in 1999, the database also will be more accessible to water resources professionals and the public through the Great Lakes Information Network ([www.great-lakes.net](http://www.great-lakes.net)). Contact: Tom Crane, [tcrane@glc.org](mailto:tcrane@glc.org).

## Congress boosts funding for Basin Program

The Great Lakes Basin Program for Soil Erosion and Sediment Control enters its ninth year and continues to make a significant impact on erosion and sedimentation control efforts in the Great Lakes basin. The program received a well-deserved boost with a budget increase from \$350,000 to \$500,000. Funding for the program is provided by the U.S. Department of Agriculture-Natural Resources Conservation Service through a cooperative agreement with the Great Lakes Commission.

"The increased funding will allow the Great Lakes Basin Program to sustain and strengthen its efforts to combat soil erosion and sedimentation problems and educate the public about the importance of controlling nonpoint source pollution in the Great Lakes," said Percy Magee, Great Lakes water quality coordinator with USDA-NRCS in Toledo, Ohio. "We also will be able to devote more attention to communications and developing a marketing strategy to get the word out on Great Lakes Basin Pro-

gram accomplishments."

From 1991 to 1997, Great Lakes Basin Program efforts have kept approximately 475,000 tons of soil, 380 tons of nitrogen and more than 413 tons of phosphorus on the land and out of the water.

These figures represent the savings from the Program's first 79 projects. The Great Lakes Basin Program spent \$3.42 million in support of these projects, with an additional \$1.9 million of support secured from nonfederal sources.

The Basin Program to date has invested about \$3.93 million in support of 118 projects in all eight Great Lakes states.

The goals of the Great Lakes Basin Program are to demonstrate successful erosion control practices through state and local projects, increase community and political awareness, and build partnerships that have a positive long-term effect on Great Lakes water quality. Contact: Tom Crane, [tcrane@glc.org](mailto:tcrane@glc.org).

## New and expanded Great Lakes Basin Program activities

- A quarterly Soil Erosion and Sediment Control newsletter, which will feature demonstration projects funded through the Great Lakes Basin Program; news from the Great Lakes states and the basin's soil and water conservation districts; and relevant articles and announcements of important conferences, workshops and training opportunities.
- An updated and expanded soil erosion and sediment control web site with detailed descriptions of all completed and ongoing projects funded through the Great Lakes Basin Program.
- An expanded grants program with up to \$350,000 available for eligible applicants to demonstrate innovative erosion and sediment control practices or develop creative approaches to inform and educate target audiences about the need to control erosion and reduce sedimentation.

## GLIN joins forces with other water webs

In October, more than 20 water site webmasters and water information users from the United States, Canada, Sweden and six Latin American countries met at Florida Atlantic University in Ft. Lauderdale, Fla., to discuss opportunities to collaborate in the organization and dissemination of water resources information in the Americas. Christine Manninen, project manager and GLIN webmaster, addressed the group about the creation and development of the Great Lakes Information Network: [www.great-lakes.net](http://www.great-lakes.net).

Among the actions taken was to establish a "WaterWeb" of webmasters and information users who will work together to improve the availability and access to water information on the Internet. Immediate goals are to organize a water ring of water infor-

mation sites, establish a core site of shared information ([www.waterweb.org](http://www.waterweb.org)), and promote collaborative projects between water information networks.

Manninen also represented GLIN at a New England Aquarium Aquatic Forum in November titled "Out of the Fog: Furthering the Establishment of an Electronic Environmental Information Exchange System." Held in partnership with the Gulf of Maine Council on the Marine Environment, this workshop highlighted regional networks like GLIN that are being used as models for a proposed Gulf of Maine data exchange system.

Look for information about these and other global water initiatives on GLIN in 1999.

Contact: Christine Manninen, [manninen@glc.org](mailto:manninen@glc.org)

## New faces at the Commission

The Commission is pleased to announce two new additions to its staff.

Karl Geil supports the Commission's contingency planning efforts by collecting and mapping data and developing databases for environmentally and economically sensitive areas. He has a bachelor's degree in geology and biology from Albion College. Prior to joining the Commission as a program specialist, Geil worked with several environmental consulting firms as a field technician. Contact: [kgeil@glc.org](mailto:kgeil@glc.org).

Julie Rajzer is developing web sites for the Great Lakes Dredging Team and the Great Lakes Brownfields Regional Information Development and Greenfields System. A senior in computer science at the University of Michigan, Rajzer has spent the past two summers working for a computer networking company in Kalamazoo, Mich. Contact: [jrajzer@glc.org](mailto:jrajzer@glc.org).

# Around the Lakes

<b>Congressional action on selected Great Lakes programs (As of November 1998)</b> <i>Funding in millions of dollars</i>	<b>Great Lakes Commission request</b>	<b>FY99 House</b>	<b>FY99 Senate</b>	<b>FY99 Final</b>
<b>Agriculture</b>				
Great Lakes Basin Program for Soil Erosion and Sediment Control	0.75	0.5	0.35	0.5
<b>Commerce, Justice and State</b>				
National Sea Grant College Program	64.8	59	56	57.5
Great Lakes Environmental Research Laboratory (NOAA)	6.8	6.825 OAR	6.825 <sup>1</sup>	6.825 OAR <sup>2</sup>
Great Lakes Fishery Commission	12.5	8.353	9.353 <sup>3</sup>	8.353
International Joint Commission	3.8	3.189	3.432 <sup>4</sup>	3.432
<b>Energy and Water</b>				
Water Resources Development Act				
Environmental Dredging (National Program)	20	--	0	--
Sec. 1135, Restoration of Environmental Quality	20	4.1	15 <sup>5</sup>	11 <sup>6</sup>
Beneficial Uses of Dredged Material	2	0.5	0.2	0.35
Sediment Transport Models and Sediment Management Planning	1	0.5	0.5	0.5
Planning Assistance to States	5	5.3	7.5 <sup>7</sup>	6.3
Sec. 401, RAP Assistance	5	0.5	0 <sup>7</sup>	0.5
Improvement of Soo Lock	0.5	0.5	0.5	0.5
Dispersal Barrier Demonstration (NISA, Sec. 1202)	0.5	0.5	0	0.3
<b>Interior</b>				
National Invasive Species Act				
Aquatic Nuisance Species Program (F&WS)	3.2	2.192	2.192	2.192
Great Lakes Science Center (USGS/BRD)	6.5	*	6.5	*
<b>Transportation</b>				
Icebreaker <i>Mackinaw</i>	Continued operation	Continued operation + oppose fees for Coast Guard navigational services + 6	Continued operation + oppose fees for Coast Guard navigational services + 4	Continued operation + oppose fees for Coast Guard navigational services + 5.3
Ballast Water Guidelines and Prevention Program (NISA) <i>Includes Ballast Discharge Study and Information Clearinghouse</i>	2.5	3	2 <sup>8</sup>	Not less than 3
<b>VA, HUD and Independent Agencies (EPA)</b>				
Clean Water Act				
Sec. 319, Nonpoint Source Grants	195	200 <sup>9</sup>	155	200 <sup>10</sup>
Sec. 118, Great Lakes National Program Office	15.7	14.7	14.7	14.7
Environmental Research Labs (Duluth, MN, and Grosse Ile, MI)	13.228	*	*	* <sup>11</sup>
Great Waters Program (Clean Air Act)	3 (1.5 GL)	At least 3	At least 3 <sup>12</sup>	At least 3

\* Supported at an unspecified level.

<sup>1</sup> The committee approved the transfer of GLERL to the National Ocean Service. OAR stands for "Oceanic and Atmospheric Research."

<sup>2</sup> Report language indicates that "the transfer of GLERL can be reconsidered in the context of a reorganization proposal to more fully consolidate all related programs into NOS and NOAA is encouraged to consult with the committees prior to submission of a reorganization proposal."

<sup>3</sup> Senate language: "...of which not less than \$1 million shall be used to treat the St. Marys River in Michigan."

<sup>4</sup> The IIC 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*.

<sup>5</sup> Sec. 1135 appropriation includes \$500,000 for sediment remediation technology demonstrations.

<sup>6</sup> House and Senate conferees decided not to include \$500,000 for sediment remediation technology demonstrations.

<sup>7</sup> Sen. Carl Levin (MI) 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.

<sup>8</sup> The Senate 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."

<sup>9</sup> Language indicates that activities under the Clean Lakes Program can be funded under Sec. 319, Nonpoint Source Grants. In addition, "the Committee directs the Agency to work with a Great Lakes state, nongovernmental organizations, and other

relevant stakeholders to demonstrate how the total maximum daily load process can be implemented, including options for measuring and monitoring nonpoint sources of pollution."

<sup>10</sup> House report language including Clean Lakes Program activities in 319 funding as well as language on a TMDL implementation demonstration in the Great Lakes was not contraindicated in the conference report. In other words, the House language is considered to be included in the final legislation.

<sup>11</sup> EPA staff have indicated that a funding level for the Environmental Research Labs will be determined by EPA budget staff.

<sup>12</sup> Sens. Levin and Bond had a colloquy on the floor clarifying that the Senate conferees would accept the House report language stating that the Great Waters Program would receive "at least \$3 million."

## Federal appropriations finale for FY1999



Great Lakes funding fared well when Congress approved the final appropriations conference reports for FY1999, thanks to the efforts of the

Great Lakes Congressional Delegation, House and Senate task forces, the Great Lakes Commission and other regional advocacy efforts.

Of particular interest to the Great Lakes region:

- National Sea Grant received \$57.5 million. The report language indicates that the zebra mussel research program should continue and also advocates a study of human health risks from pathogens in ballast water.
- National Coastal Zone Management Program grants were funded at \$52.7 million.
- The National Oceanic and Atmospheric Administration's Great Lakes Environmental Research Lab obtained an increase of \$850,000, but the lab's transfer from Oceanic and Atmospheric Research to the National Ocean Service was not approved.
- The Coastal Ocean Program received \$18.4 million, which should ensure funding of the program's Great Lakes portion.
- The Great Lakes Fishery Commission and the International Joint Commission were funded at the Administration's budget request of \$8.353 million and \$3.432, respectively.
- The icebreaker *Mackinaw* was ensured continued operation, and \$5.3 million was provided for contracts to shipyards for the design of a replacement vessel.
- The U.S. EPA, Great Lakes National Program Office received \$14.7 million.

Other aquatic nuisance species appropriations included \$300,000 for continuation of the dispersal barrier demonstration at the Chicago Shipping and Sanitary Canal and \$3 million for aquatic nuisance plant control. Surprisingly, the zebra mussel research program was cut in half (both House- and Senate-passed bills had recommended the Administration's request of \$1.5 million).

Although the Senate approved a Water Resources Development Act on Oct. 8, 1998, the House adjourned without taking up the measure because of ongoing controversy over the Auburn Dam in California.

On behalf of several Great Lakes Task Force members, Sen. Carl Levin (D-MI) inserted many Great Lakes provisions within a manager's amendment to the Senate-passed version of WRDA. These provisions include the direction of the U.S. Army Corps of Engineers to develop a framework for its activities in the Great Lakes basin, a clarification of the Corps' ability to use Section 1135 funds to construct sea lamprey barriers at any site in the Great Lakes, and a call for a regional study of Lake Erie's western basin. Great Lakes Task Force staff will continue to work for inclusion of these measures in WRDA during the next session of Congress.

On Oct. 1, 1998, the president nominated Albert Jacquez to be administrator of the St. Lawrence Seaway Development Corporation. In order to allow sufficient time to review the nomination, the Senate Committee on Commerce has delayed the confirmation hearing until January 1999.

*The information in this article and the table on page 12 is excerpted from a November 1998 report by the Northeast-Midwest House and Senate Coalitions Task Force. The table addresses selected aspects of the Great Lakes Commission's final federal legislative and appropriations priorities statement for the 105th Congress. The appropriations listed are subject to rescission. Contact: Rochelle Sturtevant, 202-224-3353, rochelle\_sturtevant@glenn.senate.gov.*

## Commissioners fare well in recent elections

Seven of the eight Great Lakes states held governor's races this fall. John Engler (R-Mich.), George Pataki (R-N.Y.), Tom Ridge (R-Pa.) and Tommy Thompson (R-Wis.) were all re-elected in their respective states. Incumbent governors Jim Edgar in Illinois and George Voinovich in Ohio did not seek re-election, although Voinovich ran for and won a U.S. Senate seat. The new governor of Illinois is George Ryan (R), and Ohio's leader is Bob Taft (R). The biggest surprise in the region was the election of Reform Party candidate Jesse Ventura as governor of Minnesota.

Here is how legislators serving on the Commission fared:

**Michigan.** Sen. Walter North and Rep. William Callahan both were re-elected. Jennifer Granholm (D) will replace Frank Kelley as Michigan's Attorney General in January.

**Minnesota.** Reps. Mary Murphy and Thomas Huntley were re-elected. Sens. Cal Larson, Steve Novak and Edward Oliver were not up for re-election.

**Ohio.** Rep. Rex Damschroder was re-elected. Sen. Robert Gardner was not up for re-election.

**Pennsylvania.** Sen. Jane Earll was not up for re-election.

### Semiannual Meeting of the Great Lakes Commission

May 17-18  
Montreal, Québec

The meeting is part of a week-long Great Lakes-St. Lawrence Seaway celebration, featuring a seaway symposium (May 19) and the 13<sup>th</sup> International Great Lakes St. Lawrence Mayors' Conference (May 20-21).

For more information, contact:  
Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org).

# Around the Lakes

## Cruising the Great Lakes

### Return of the overnight cruise industry

The history and future of the Great Lakes overnight cruise industry were described at the Commission's Annual Meeting by Christopher Wright, president of the Mariport Group, Inc., and recipient of the Great Lakes St. Lawrence Maritime Forum 1998 "Person of the Year" Award. The Mariport Group is a consulting firm that offers advisory services to the ports and shipping industry.

For nearly 100 years, from the early 1800s, packet boats with a dual freight and passenger role were the predominant mode of transportation within the Great Lakes region. As vessels grew in size, and iron hulls and steam power advanced in sophistication, the demand for ships that were more a floating hotel than freight boat grew.

Vessels became quite luxurious, rivaling the quality of accommodation on the great oceanliners of the day. Despite the quality, transportation was still viewed as a means of communication between established communities rather than as a means for lei-

sure. However, by the early 1900s, towns and cities were well established around the Great Lakes and the populace looked for places to enjoy their weekends and vacation time. Overnight cruising became a popular activity, and by the 1920s and 1930s, there were many lines offering ships with all levels of accommodation.

"At one time, the lakes were where you went cruising," said Wright. "We had more people asleep on the Great Lakes than any other ocean in the world, according to marine historian Harry Wolf."

After the opening of the Montreal-Lake Ontario section of the St. Lawrence Seaway in 1959, a number of ocean cruise vessels ventured into the basin. In recent years, however, the main overnight activity has been with small liners operating mainly east of Kingston in the scenic Thousand Islands on Lake Ontario and as far as the Saguenay Fjord.

Within the last few years, interest in Great Lakes cruising has increased.

Passengers are looking to the Great Lakes to avoid the wall-to-wall ships in the Caribbean and Alaska. The lakes also are appealing because they offer small ships for a more intimate voyage.

Three ocean-going passenger ships have committed to the Great Lakes in 1999, in addition to the U.S. flag coastal vessels that already serve the region.

For more information about the 1999 cruising season, contact the Mariport Group at [cruise@mariport.com](mailto:cruise@mariport.com) or visit <http://www.mariport.com>. The Great Lakes Information Network also has information about cruising in the Great Lakes region at <http://www.great-lakes.net/tourism/boat.html>.



## Approaching 30 years of support for the maritime industry

### Great Lakes Maritime Academy prepares cadets for "inland seas"



Traverse City, Mich., is home to the Great Lakes Maritime Academy, one of only six state maritime academies authorized by the federal government to train future officers for the U.S. Merchant Marine. GLMA also is the only freshwater academy that trains men and women for U.S. Coast Guard licensed officer positions aboard Great Lakes commercial bulk carriers.

Since the opening of the academy in 1969, 100 percent of the nearly 600 graduates have passed the Coast Guard licensing exams. GLMA graduates serve with every company sailing on the Great Lakes, and many are pilots of ocean-going ships that travel through the lakes.

Graduates of the three- and four-year

college-level programs receive associate degrees from Northwestern Michigan College or bachelor's degrees from Ferris State University, the academy's partner institutions. Cadets study seamanship, navigation, piloting, steam and diesel engineering, among other subjects, and they spend 270 days aboard Great Lakes freighters for hands-on training.

Graduates who have focused on navigator skills are qualified to be a Third Mate as they enter the job market. The deck officer is responsible for the navigation of the ship and the loading and unloading of cargo.

Engineering officers are responsible for the operation and maintenance of all machinery aboard ship. They have both diesel and steam training, and are familiar with all operations on board the vessels: hydraulics, air conditioning, electri-

cal systems, pneumatics, etc. Engineering graduates are titled Third Assistant Engineers and currently are in greater demand than deck officers.

"Ironically, GLMA is having a harder time recruiting engineers because deck positions appear more glamorous to young cadets," said Rear Adm. John Tanner, the academy's superintendent.

Men have traditionally dominated the maritime industry, but GLMA is taking steps to increase the number of women working on Great Lakes vessels. Currently, GLMA's enrollment is comprised of about 10 percent women.

Contact: Rear Adm. John Tanner or Harry Sellers, GLMA recruiter, 800-748-0566 ext. 1200 or 616-922-1200, <http://www.nmc.edu/~maritime>.

# The next Soo Lock

By Steve Thorp, Program Manager, Transportation and Economic Development

The end is nearer! 1999 could be a pivotal year in the longstanding efforts to secure funding for the next large lock at Sault Ste. Marie, Mich.

The locks have played a vital role in the movement of commodities through the upper Great Lakes system. In the early years, grain, flour, copper, iron ore and wood products were the traffic mainstays. Iron ore, grain and coal eventually became dominant. Through 1997, the total tonnage locked through the Soo Locks was nearly 8.4 billion tons. Average tonnage for the 10 year period from 1987 to 1996 has been 85.5 million tons.

After the 1,200-foot Poe Lock opened in 1969, the U.S. flag Great Lakes fleet began a modernization program. During the 1970s, the growing number of vessels dependent on the large lock raised not only the issue of dependency, but also the issue of congestion and consequent transit delay concerns.

As part of the congressionally authorized Great Lakes Connecting Channels and Harbors Study, the U.S. Army Corps of Engineers recommended in 1985 that another large lock be constructed. The 1986 House Water Resources Development bill authorized a new Soo Lock at "full federal expense," but the Conference Committee made the lock subject to nonfederal cost-sharing provisions in the legislation.

For a decade, the Great Lakes Commission, allied with regional shipping and port interests, advocated full federal funding for the lock. The Commission attempted to convince Congress that the facility's regional and national benefits were unique enough to make it an exception to the harbor improvement projects targeted for cost sharing. During the 1990s, the Commission also pursued a parallel advocacy path to reduce the nonfederal cost amount and alter the method of payment.

Commission and state advocacy efforts finally paid off with passage of the Water Resources Development Act (WRDA) of 1996. This legislation lengthened the payback period to 50 years and provided for equal payments rather than having most of the amount paid during construction. The Act also reduced the nonfederal share by a proportionate amount representing the non-U.S. port tonnage share of Soo traffic. This change translates into a savings of nearly \$15 million, based on an estimated total cost of \$225 million for the lock.

The Commission directed its Soo Lock Funding Alternatives Task Force to develop an equitable funding plan for the nonfederal share. The task force has initially ruled out a regionally imposed tonnage tax or other form of vessel toll at the Soo Locks



complex. The group hasn't abandoned the private sector contribution factor, but believes it should be up to each individual state for implementation.

Another key decision involved the need to waive the interest requirement that would apply to the nonfederal share, which would approach the cost of the lock itself and therefore be prohibitive. The House WRDA 1998 bill contained an interest waiver provision, but the 105th Congress adjourned without passage of water resources legislation.

The task force has investigated several state share funding options and now is concentrating its efforts on two approaches tied to origin-destination tonnage. One approach is based on port or terminal tonnage. The other is based on the tonnage originating in a state or where it is ultimately delivered. The difference between these two funding options is significant for several states (see table below).

In September 1998, Michigan Gov. John Engler signaled his interest to rally support to build a new Soo Lock. Also, Minnesota took a positive step in 1997 when Sen. Cal Larson, a Great Lakes Commissioner, introduced legislation to fund its state share; with no regional agreement on state contributions, however the legislation did not advance. Sen. Larson plans to reintroduce his legislation in early 1999.

An interest waiver combined with a Great Lakes states agreement on a funding approach will set the stage for congressional action supporting construction of a new large lock at the Soo. Contact: Steve Thorp, sthorp@glc.org.

Port Origin and Destination Tonnage (1995)	Scenario #1			State Origin and Destination Tonnage (1995)	Scenario #2		
	State's percentage share among G.L. states	Over 50 years without interest (\$ millions)			State's percentage share among G.L. states	Over 50 years without interest (\$ millions)	
994,991	IL	0.74%	\$ .472	994,991	IL	0.86%	\$ .549
18,234,908	IN	13.49%	8.605	18,234,908	IN	15.71%	10.021
33,013,491	MI	24.42%	15.577	33,013,491	MI	28.44%	18.141
34,971,984	MN	25.86%	16.495	47,271,984	MN	40.72%	25.974
807,533	NY	.60%	0.383	807,533	NY	0.69%	.440
20,702,935	OH	15.32%	9.772	12,777,935	OH	11.01%	7.023
3,500	PA	.003%	0.191	1,818,500	PA	1.56%	.995
26,462,757	WI	19.57%	12.483	1,162,757	WI	1.00%	.638

These tables show the respective state shares under the two origin/destination scenarios. NOTE: Scenario #2 only eliminates western coal shipments from Wisconsin and reallocates iron ore receipts for Ohio and Pennsylvania.

# 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](http://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](mailto:lslee@glc.org).

## Commission events

### January

**19-20 Great Lakes Panel on Aquatic Nuisance Species.** Ann Arbor, MI. Contact: Matt Doss, [mdoss@glc.org](mailto:mdoss@glc.org).

**28-29 Ballast Water Management Research Workshop.** Ann Arbor, MI. Contact: Matt Doss, [mdoss@glc.org](mailto:mdoss@glc.org).

### March

**17 Great Lakes Day in Washington (Great Lakes Congressional Breakfast and Issues Briefing).** Washington, D.C. Contact: Steve Thorp, [sthorp@glc.org](mailto:sthorp@glc.org).

### May

**17-18 Semiannual Meeting of the Great Lakes Commission.** Marriott Chateau Champlain; Montreal, Québec. Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org).

**19 Great Lakes-St. Lawrence Seaway Symposium.** Marriott Chateau Champlain; Montreal, Québec. Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org).

**20-21 13<sup>th</sup> International Great Lakes St. Lawrence Mayors' Conference.** Marriott Chateau Champlain; Montreal, Québec. Contact: Steve Thorp, [sthorp@glc.org](mailto:sthorp@glc.org).

## Basin events

### January

**10-15 Institute for Conservation Leadership's Great Lakes Executive Director Development Program.** Lake Geneva, WI. Contact: Peter Lane, 301-270-2900, [peter@icl.org](mailto:peter@icl.org).

### February

**7-9 Lake Carriers' Association and Canadian Shipowners Association: 62nd Annual Joint Conference.** Wesley Chapel, FL. Contact: Carol Ann Lane, 216-861-0593, [lane@lcaships.com](mailto:lane@lcaships.com).

**27 Midwest Regional Competition of the National Ocean Sciences Bowl.** Ann Arbor, MI. Contact: Suzanne Schafer, 734-741-2355, [schafer@glcrl.noaa.gov](mailto:schafer@glcrl.noaa.gov).

### April

**26-28 Lake Erie at the Millennium.** Windsor, ON. Contact: Jan J.H. Ciborowski, 519-253-3000 ext. 2725, [cibor@uwindsor.ca](mailto:cibor@uwindsor.ca).

**26-28 Sharing Knowledge, Linking Sciences: Transitions in the St. Lawrence River.** Cornwall, ON. Contact: Christina Collard, 613-936-6620, [slries@glen-net.ca](mailto:slries@glen-net.ca).

**26-30 Ninth International Zebra Mussel and Aquatic Nuisance Species Conference.** Duluth, MN. Contact: Doug Jensen, 218-726-8712, [djensen1@d.umn.edu](mailto:djensen1@d.umn.edu).

### May

**25-28 International Association for Great Lakes Research Conference.** Cleveland, OH. Contact: Frank R. Lichtkoppler, 440-350-2267, [lichtkoppler@postoffice.ag.ohio-state.edu](mailto:lichtkoppler@postoffice.ag.ohio-state.edu).

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