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## Guest editorial

### Land and water—the big picture

By Pennsylvania Gov. Tom Ridge



*Excerpt from Gov. Ridge's address at the Great Lakes Commission's Annual Meeting, Sept. 13-15, 1999*

Anywhere you go in the world, you are in a watershed. Some of them are small, like Pine Creek watershed in Allegheny County, Pa. Some of them are large, such as the Chesapeake Bay watershed that encompasses 64,000 square miles of land and water.

Concerns about the state of the Chesapeake Bay more than 10 years ago led us to a unique agreement to solve pollution problems on a watershed basis. Pennsylvania, Maryland, Virginia and the District of Columbia recognized that activities in our own neighborhoods were having a negative impact on the bay. Our cooperative agreement to reduce nutrients, restore habitat and protect the bay was groundbreaking, and what we learned over the last 10 years is laying the foundation for a new agreement to be signed in 2000.

We have built on that model of regional cooperation in other areas, as well. Just 15 years ago, the Great Lakes region was labeled North America's "rust belt." Following a dramatic recovery, led in part by the Council of Great Lakes Governors (Council) and the Great Lakes Commission, our region is now setting the pace in the global marketplace and protecting the world's largest single source of freshwater.

When I became chair of the Council, I recognized that not only water quality protection was important; land use in the region was also an issue we needed to address. I proposed that we use a regional strategy to help the Great Lakes states further promote the cleanup and reuse of brownfields. Our challenge, in Pennsylvania and throughout the Great Lakes region, was to make those abandoned sites more attractive, environmentally and economically. That's exactly what we've done.

I hope you've heard of the Pennsylvania Land Recycling Program. It offers site assessments, uniform cleanup standards, liability relief and financial assistance to help employers redevelop brownfields. I am proud to announce that in July, the four-year anniversary of the Land Recycling Program, we cleaned up our 500<sup>th</sup> site. More than 15,000 Pennsylvanians are now employed at these sites, and we're working to clean up 500 more. That's great news for our workers and even better news for our environment.

We're doing a lot in Pennsylvania to enhance the quality of life in our communities while protecting the environment. One year ago, the 21<sup>st</sup> Century Environment Commission delivered a report on its efforts to involve Pennsylvanians in determining environmental priorities for the upcoming century. It told me what many of you have come to realize in your states and provinces:

- land use is the most pressing environmental problem facing our region;
- we have to build local capacity to deal with land-use issues in better ways;
- we need to start controlling nonpoint water pollution sources, such as urban and agricultural runoff, acid mine drainage and malfunctioning septic tanks; and
- we need to look at problems watershed by watershed and involve people in protecting their own communities.

The commission's report recognized that the environment and our economy are inseparably intertwined, and it set us in motion.

We also realized that it's time for Pennsylvania to take land recycling one step further. That's why we've created Green Opportunities for Brownfields. The concept marries land recycling with conservation planning, watershed restoration, and greenway and recreation initiatives. Our

*Continued on page 5*

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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)

Frank L. Kudrna (IL)

Larry D. Macklin (IN)

G. Tracy Mehan, III (MI)

Thomas E. Huntley (MN)

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Samuel W. Speck (OH)

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Michael J. Donahue, Ph.D.

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Stephen J. Thorp, Transportation and Economic Development

Julie R. Wagemakers, Communications and Information Management

### Project Managers

Matthew Doss, Katherine Glassner-Shwayder, Christine Manninen, Thomas Rayburn

### Program Specialists

Morgan Anderson, Stuart Eddy, Richard Garcia, Karl Geil, Ric Lawson, Derek Moy, Victoria Pebbles, Jennifer Read, Michael Schneider, Courtney Shosh

### Director of Research, Emeritus

Albert G. Ballert, Ph.D.

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Cappy Bilakos, Pat Gable, Marilyn Ratliff, Rita J. Straith

### Research Associates/Fellows

Sara Ashley, Erica Mirich, Elizabeth Repko, Jon Stone

## A world of opportunity: Moving the “p” word from concept to application

Each year, Lake Superior State University (LSSU) releases its now-famous list of the most overused and, therefore, despised words and phrases in the English language. It's a long-standing tradition that garners international attention, and the LSSU “jargon police” receive nominations from around the world. Each year the list is populated with terms used so loosely and so frequently that they've lost all meaning.

We in the Great Lakes community could easily compile our own impressive list of

overused jargon that pervades the acronym jungle of regional governance. These high-minded words and phrases have invaded our journal articles, speeches and policy pronouncements, and for good reason. Who, for example, can take issue with such noble principles as “proactive planning,” “sustainable development,” “ecosystem approach” or “adaptive management”? No one, I suspect. And yet, these terms have as many definitions and interpretations as there are individuals who invoke them.

There is one word, however, that must be spared from the black hole of meaningless regional jargon at all costs. It's the “p” word—partnership—and it was invoked on countless occasions at the Great Lakes Commission's Annual Meeting in Pittsburgh last month. We talked about federal/state partnerships, state/provincial partnerships, public/private sector partnerships and river basin commission partnerships. Just as hydrologic boundaries should take precedence over geopolitical ones in regional management, we all agreed that shared goals and objectives should take precedence over jurisdictional and institutional boundaries. Now we must ensure that the “p” word is defined, not trivialized, and employed in a meaningful and reasonable way.

I am, of course, a firm believer in partnerships of all shapes and sizes, provided that they move us toward our shared vision for the Great Lakes. I also believe that partnerships are a marriage of necessity, not convenience. They shouldn't always be easy. The truly important ones require negotiation and compromise. They require a departure from conventional wisdom and the status quo. They take a lot of work to

develop and maintain. But, ultimately, the payoff far exceeds the initial investment. Great Lakes Commission experiences are a testament to this fact.

Application of the “p” word has now moved to a new level, thanks to the signing of a landmark “Declaration of Partnership” by the Great Lakes Commission and nine

other interstate organizations last month in Pittsburgh. The product of an Interstate Council on Water Policy initiative with Great Lakes Commission leadership via Chair

Irene Brooks, the declaration is a landmark accomplishment whose significance will be recognized for years. Its message is straightforward and intuitive but a long time in coming. The declaration recognizes that regional organizations throughout North America can, and must, focus on their similarities and shared priorities, as opposed to their differences. In many respects, it's an *interregional* version of the Ecosystem Charter for the Great Lakes-St. Lawrence Basin.

This initiative couldn't have come at a better time. In Washington, the notion of watershed-based planning and management is given much lip service, but initiatives like the Clean Water Action Plan have, to date, failed to recognize the potential role of interstate organizations as the most effective service delivery mechanism. And, as water management issues take on national and global, as well as regional dimensions (e.g., climate change impacts, bulk water export debate, interbasin movement of aquatic nuisance species), cooperation and coordination will be nothing short of essential. To be sure, there are areas where regions will have fundamental differences. In my experience, however, addressing differences among friends and colleagues is infinitely easier than negotiating with strangers sitting on the other side of the table.

The “Declaration of Partnership” opens up a world of opportunity for the Great Lakes Commission and its sister agencies in North America. Let's keep the “p” word off the list of meaningless platitudes and truly incorporate it into all we do. Contact: Mike Donahue, [mtonahue@glc.org](mailto:mtonahue@glc.org).

### Commission News and Views

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



## Commission's Annual Meeting focuses on partnerships and cooperation

"Celebrating interstate and international cooperation in water resources management" was the festive theme of the 1999 Annual Meeting of the Great Lakes Commission, held Sept. 13-15 in Pittsburgh, Pa. "Our theme is about building bridges between and among different regional organizations," said Commission Vice Chair Nathaniel E. Robinson. "For too many years, regions throughout the United States have competed with one another for funds, for profile and for influence. We've come to realize, however, that cooperation, not competition, can yield a win-win solution for all concerned."

Hosted by the Pennsylvania Delegation, the meeting featured joint sessions with the Interstate Council on Water Policy (ICWP) and multiple river basin organizations. Meeting highlights included the adoption of all policy actions presented, sessions on brownfields and watersheds, and the re-election of Commission Chair Irene Brooks and Vice Chair Nathaniel E. Robinson by unanimous vote.

"I look forward to continuing our efforts of inter- and intraregional coalition building," Brooks said. "Only by formulating a strong, cohesive bond among interstate groups can we achieve our mutual goals that benefit the state membership."

### Selected policy actions

**Water quality management.** The Commission adopted a resolution supporting expedited development of Lakewide Management Plans and encouraging state input into the Great Lakes Water Quality Agreement review process. The U.S.-Canada Great Lakes Water Quality Agreement (GLWQA) of 1972 provides a binational framework to restore and enhance water quality in the Great Lakes basin ecosystem. The agreement also provides for development and implementation of Lakewide Management Plans with the goal of improving ecosystem health through the elimination of critical pollutants. Both federal governments intend to complete Lakewide Management Plans for lakes Superior, Michigan and Erie by April 2000.



Chair Irene Brooks and Vice Chair Nathaniel E. Robinson have been re-elected to a second term as Commission officers.

As required by Article X of the GLWQA, the U.S. and Canadian federal governments currently are reviewing progress made under the agreement in consultation with states, provinces and tribal authorities.

**Great Lakes water diversion, consumptive use and export.** A resolution emphasizing the states' role in water quantity management and encouraging timely development of a strategy for addressing diversion, consumptive use and export proposals was adopted. The resolution recognizes the states' and provinces' primary stewardship authority for the resource, endorses principles put forth by the Council of Great Lakes Governors, and addresses current and prospective U.S. federal legislation concerning bulk export of freshwater. Furthermore, it urges all principals involved in ongoing studies to pursue a coordinated strategy, reiterates the Great Lakes Commission's interest in developing a Basin Water Resources Management Program, and calls on the states and provinces to participate in such an effort.

**Second large lock at the Soo.** On Aug. 26, 1999, the Commission's Executive Committee secured unanimous agreement on a cost share method for the states based on origin and destination tonnage shipped through the Soo Locks. The method also takes into consideration port shipments and receipts and state-based tonnage levels. At its annual meeting, the Commission affirmed its willingness to serve as nonfederal project sponsor; urged the states to take action by Dec. 31, 2000, to develop a process to secure their nonfederal share;

and requested congressional action on construction appropriations.

**Aquatic nuisance species prevention and control.** The Commission endorsed the *Great Lakes Action Plan for the Prevention and Control of Nonindigenous Aquatic Nuisance Species*, recommended endorsement of the plan by the Great Lakes governors and premiers, and called on the states and provinces to accept the plan as a regional framework for prevention and control. An initiative of the Commission-staffed Great Lakes Panel on Aquatic Nuisance Species (funded by U.S. EPA), the action plan is a good faith agreement among basin jurisdictions that sets forth a vision statement, goals and objectives to guide individual and collective efforts.

**Declaration of Partnership for the 21<sup>st</sup> Century.** A number of interstate commissions and water resources management organizations, including the Great Lakes Commission, signed a resolution establishing a "Partnership for the 21<sup>st</sup> Century" (see story on page 4). This partnership aims to establish a network for information sharing and coordination, to collaborate on special projects and studies that impact multiple jurisdictions, and to develop and advocate water resources policies on issues of a regional, national and international nature. Developing alliances between multijurisdictional river basin organizations is a priority for the Great Lakes Commission and a principal goal of Irene Brooks, Commission chair.

**Review and revision of the Great Lakes Commission five-year Strategic Plan.** The Commission released its staff assessment of plan implementation and solicited state/provincial comments on proposed revisions. An updated strategic plan will be released at the Commission's 2000 Semiannual Meeting in Duluth, Minn. In the interim, all Commissioners, Observers and interested parties are invited to share their views on current and prospective Commission roles, responsibilities and priorities. All views will be carefully considered as the plan is revised.

# Annual Meeting Highlights

## Brownfields and watersheds

Commission Executive Director Mike Donahue opened annual meeting sessions on brownfields and watersheds with a look at the origin and evolution of intraregional management of water resources. He noted that an interstate commission established by George Washington in 1784 to manage the development of the Potomac River for navigation was the first of many regional "institutional experiments." He traced this early regional effort to the basinwide management of today and tomorrow.

"Historically, water basin organizations have focused almost exclusively on issues of water quality and water quantity. Land use was strictly a matter of local interest and responsibility," he said. "I personally view the land use-water quality connection and the ties between brownfields development and greenfields protection as the new frontier for interstate and other basin-oriented institutions."

Barbara McNeas, chair of the Port of Pittsburgh Commission and president of the Greater Pittsburgh Chamber of Commerce, followed with a brownfields redevelopment success story. To develop the Second Avenue Pittsburgh Technology Site on the Monongahela River, the Pennsylvania Administration, Department of Community and Economic Development, and the Department of Environmental Protection collaborated with the Industrial Development Corporation, a nonprofit organization. Once the location of a steel mill and filled with cyanide-contaminated slag, the site now contains a technology center housing the McGowan Center, involved in research and development of artificial organs. A bridge that once transported molten metal over the river between industrial sites is being converted to a pedestrian and vehicular bridge. It will connect the technology center to another redeveloped brownfield housing a sports center, medical research center and practice field used by the Pittsburgh Steelers. Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org) or the Greater Pittsburgh Chamber of Commerce, [info@pittsburghchamber.com](mailto:info@pittsburghchamber.com).

## Interstate Council on Water Policy turns 40 in Pittsburgh

In conjunction with the Commission's annual meeting, the Interstate Council on Water Policy (ICWP) held its 40<sup>th</sup> annual meeting Sept. 13-15 in Pittsburgh, its birthplace. ICWP is an organization of state and regional

government water managers with a long history of advocacy on water policy issues at the state and federal levels. Pittsburgh Mayor Thomas Murphy and James Seif, secretary of the Pennsylvania Department of Environmental Protection (DEP), addressed the Commission, ICWP and several river basin organizations at the meeting. Seif commended members on their efforts to promote regional cooperation.

"Your leadership in the region, nationally and internationally sets the standard for others to follow," he noted. Seif also gave the keynote address at the Commission's annual meeting. "In these coming times, we need to be agile in our thinking, nimble in the way we make partners and sometimes downright acrobatic in jumping out of the box," he said. "As you work within the states and provinces you represent, and as you reach all over the nation, I encourage you to be agile, nimble and acrobatic to find new allies, use new tools and engage the public."

**Declaration of Partnership for the 21<sup>st</sup> Century.** The major action item of the meeting was the signing of a Declaration of Partnership for the 21<sup>st</sup> Century by multiple interstate river basin organizations with shared goals and objectives directed at water and related natural resources. Signatories to this landmark document included the ICWP, Great Lakes Commission, Ohio River



Signatories to the Declaration of Partnership for the 21<sup>st</sup> Century. Commission Chair Irene Brooks is on the far right.

Basin Commission, Susquehanna River Basin Commission, Delaware River Basin Commission, Ohio River Valley Water Sanitation Commission, Upper Mississippi River Basin Association, Interstate Sanitation Commission, Interstate Commission on the Potomac River Basin and New England Interstate Water Pollution Control Commission. "This partnership is only the beginning of our collective efforts to establish a coalition among groups with similar missions," Brooks remarked. (See full text of signed declaration on page 5).

**Governor Ridge, Commission's Donahue receive Distinguished Leadership Awards.** ICWP recognized two individuals for "outstanding leadership and contributions" to multijurisdictional water resources management. ICWP Chair Richard Kropp presented the 1999 Distinguished Leadership Award to Gov. Tom Ridge, whose 21<sup>st</sup> Century Environment Commission has advanced watershed-based planning and management efforts in Pennsylvania. Dr. Michael Donahue, executive director of the Great Lakes Commission, received the Distinguished Leadership Award for his continuing efforts to build a coalition of multijurisdictional river basin organizations across North America.

## Declaration of Partnership For the 21<sup>st</sup> Century

**A Resolution**, forming a partnership among interstate governmental organizations for water resources management.

**Whereas**, the management and protection of water and associated land resources for the long term is essential in maintaining a healthy environment, vibrant economy and a high quality of life; and

**Whereas**, water resources are shared through numerous basins both nationally and internationally, requiring collaborative approaches among a multitude of jurisdictions and organizations; and

**Whereas**, the roles of federal, state, provincial, regional and local governments have undergone rapid change in the area of water resources management, including an enhanced focus on the watershed approach; and

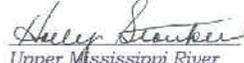
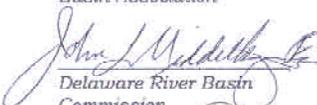
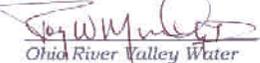
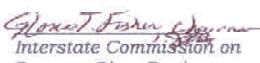
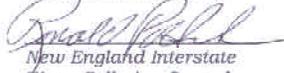
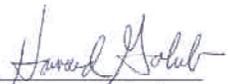
**Whereas**, interstate governmental organizations for water resources management have a long history of providing programs and services at the watershed level on an efficient and cost effective basis; and

**Whereas**, such organizations provide a forum for discussion and action on water policy issues at the federal, state, provincial, regional and international levels of government; and

**Whereas**, such organizations share an interest in strengthening and formalizing a partnership focusing on increasing their effectiveness in water resources management and enhancing their responsiveness to their membership and the public.

**Therefore, Be It Resolved**, that the undersigned organizations acting through the Interstate Council on Water Policy establish this Partnership for the 21<sup>st</sup> Century to develop a network for sharing and coordination; to collaborate to the extent possible on special projects and studies that impact multiple jurisdictions; and to develop and recommend water resources policies on issues of a regional, national and international nature.

Signed this 15th day of September in the Year 1999, by the following interstate governmental organizations for water resources management and the Interstate Council on Water Policy:

 Great Lakes Commission	 Upper Mississippi River Basin Association
 Susquehanna River Basin Commission	 Delaware River Basin Commission
 Ohio River Basin Commission	 Ohio River Valley Water Sanitation Commission
 Interstate Commission on Potomac River Basin	 New England Interstate Water Pollution Control Commission
 Interstate Sanitation Commission	 Interstate Council on Water Policy



Daniel Moenter (center), manager of government affairs with Marathon Oil Company, receives the Great Lakes Commission's Outstanding Service Award. Moenter was honored for his work with the Great Lakes Spill Protection Initiative. Also pictured: Tom Crane (left), Commission program manager, and Jeffrey Edstrom, Council of Great Lakes Governors senior policy analyst.



Denis DuPuis (left), president of Québec Stevedoring Co., Ltd., receives the Maritime Forum Person of the Year Award. Also pictured: Hugues Morrisette, St. Lawrence Development Secretariat director.

**Guest Editorial**, continued from page 1 plan is to work with local governments to promote sound land-use practices, not through state mandates, but through education, cooperation and incentives. The goal is to create a "green infrastructure," a network of open space corridors that follows natural features, such as rivers, and even human structures, like rail lines. The green infrastructure will add economic value to these areas and will help protect our rivers and watersheds by creating buffers for stormwater runoff.

We are building bridges across watersheds and the nation, recognizing that problems may differ among regions and that a one-size-fits-all approach does not work. But these bridges bring us together to cultivate innovative ideas and to find commonsense solutions to common problems.

By working together, our brownfields, watershed management and environmental initiatives will leave a lasting and worthwhile legacy to our communities.

## Commission advocacy ensures a strong Corps presence and federal/state partnership

The future of the U.S. Army Corps of Engineers' Great Lakes Regional Office (based in Chicago) was recently threatened by language in a bill that would have essentially eliminated its funding by requiring that it be consolidated with division headquarters in Cincinnati, Ohio. Consolidation would have severely compromised Corps/state partnerships and threatened progress on numerous projects.

The legislation prompted a strong response from the Great Lakes Commission, a long-standing and vocal advocate for the regional office, its staff expertise and its emphasis on federal/state cooperation. Letters were directed to Reps. Joe Knollenberg, David Obey and Peter Visclosky and Sen. Herb Kohl, conferees on the Energy and Water appropriations bill.

"A strong Corps presence in the Great Lakes basin is essential in maintaining

existing federal/state relations, ensuring access to Great Lakes expertise, supporting critically important programs and projects, and meeting international obligations with Canada," wrote Commission Executive Director Mike Donahue, on behalf of the Commission membership.

The objectionable language was struck from the bill during conference, preserving the office.

In late September, the Commission also sent letters to House and Senate conferees of the Great Lakes Congressional Delegation in support of the Great Lakes Sediment Management Program, a highly successful partnership between the Great Lakes states and the U.S. Army Corps of Engineers. The program supports the development of tributary models, which allow better control of sediment-related pollution and reduce dredging

requirements for navigation. Unfortunately, appropriations for FY2000 under the Energy and Water appropriations bill were not forthcoming. Program activities will continue, however, with an emphasis on securing FY2001 support.

The Commission has been a strong advocate of the Water Resources Development Act of 1999 (WRDA '99), which provides support for numerous Commission-coordinated projects, including a new large lock at the Soo. Nationally, the Act authorizes \$2.3 billion over 2000-2009 to conduct studies and specified projects and programs on flood control, port development, inland navigation, storm damage reduction and environmental restoration. The president signed WRDA '99 into law on Aug. 17.

## New Commissioners welcomed

The Commission welcomes five new Commissioners and one new alternate.



Lori Kaplan

Lori Kaplan, commissioner of the Indiana Department of Environmental Management (IDEM), joins the Indiana Delegation. Before becoming director of IDEM, Kaplan served as deputy director of the Bureau of Water and Resource Regulation and chief legal counsel for the Indiana Department of Natural Resources.

Pam McDonough, new director of the Illinois Department of Commerce and Community Affairs, replaces Norm Sims, Jr. on the Illinois Delegation. Her 20 years of experience in Illinois government include positions as deputy director of



Pam McDonough

Gov. Jim Thompson's legislative office and deputy director of the Capital Development Board under Gov. Jim Edgar. Most recently she served as president of McDonough Consulting, a lobbying and government relations firm.

Christopher Jones, director of the Ohio Environmental Protection Agency, and Samuel Speck, director of the Ohio Department of Natural Resources, join the Ohio Delegation. Prior to his appointment as director of Ohio EPA,

Jones was chief of the Environmental Enforcement Section at the Ohio Attorney General's office. He currently co-chairs the environmental law committee of the Columbus Bar Association.

Speck chairs the Ohio Delegation. He was formerly president of Muskingum College in New Concord, Ohio, and associate director of the Federal Emergency



Christopher Jones



Samuel Speck

Management Agency. He served in Ohio's General Assembly for 13 years.

Mark Ludlow replaces Ted Mellby on the Minnesota Delegation. Ludlow is owner and manager of Ludlow's Island Lodge, a resort on Lake Vermillion in Minnesota, and chairs the Oberstar Roundtable on Tourism. Ludlow was formerly a professor in the Department of Business Studies at the University of Minnesota and owner of Ludlow Construction.

Stephen Lucas from the Indiana Natural Resources Commission Division of Hearings will serve as an Alternate Commissioner for his state.



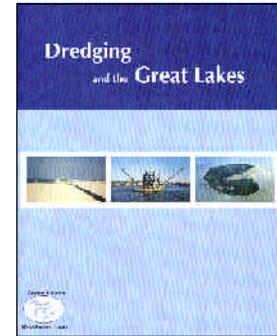
Mark Ludlow

## Great Lakes Dredging Team releases new booklet

*Dredging and the Great Lakes*, a 16-page booklet, was released at the Great Lakes Dredging Team meeting Oct. 6 in Chicago, Ill. This illustrated publication provides an overview of dredging activity on the Great Lakes and highlights issues such as the beneficial use of dredged material, the role of sedimentation and the dredging connection with commercial navigation. Prepared by Great Lakes

Commission staff, the publication is the latest of the Dredging Team's public outreach products.

The booklet will be distributed in quantity to the eight Great Lakes states and relevant federal agencies. Copies are available from the Commission for \$2.50 each with a 10 percent discount for 10 or more copies. Contact: Steve Thorp, sthorp@glc.org.



## Look for alternatives: Beneficial use of dredged material

The Great Lakes Dredging Team gathered Oct. 6-7 in Chicago, Ill. Much of the meeting addressed how to advance alternative dredged material management in the Great Lakes basin.

Currently, most dredged material in the basin is discharged into open waters, deposited on or near shores for beach nourishment or placed in a confined disposal facility (CDF). For contaminated sediments, CDF placement has been the only option. However, Great Lakes CDF capacity is rapidly diminishing and open water placement is increasingly unacceptable to the public.

For this reason, members of the Dredging Team are pursuing opportunities to advance the beneficial use of dredged material in the Great Lakes region. The meeting included an update on U.S. EPA's beneficial use working group and discussion of a draft "white paper" evaluating the impacts of recent changes in federal regulations and their implications for dredged material management. Wisconsin representatives spoke of a recent risk assessment process and results for potential beneficial use applications, and the Army Corps of Engineers' Waterways Experiment Station presented a risk-based evaluation model of dredged material disposal in aquatic environments.

Commission staff and NOAA and National Dredging Team representatives also discussed collaboration on the development of regional and national surveys of beneficial use projects. Contact: Victoria Pebbles, vpebbles@glc.org.

## Basinwide inventory of monitoring efforts planned

### Monitoring coordination council formed for Lake Michigan

The Lake Michigan Monitoring Coordination Council held its inaugural meeting on Sept. 22 in Milwaukee, Wis. The council responds to the need for enhanced coordination, communication and data management among the many agencies and organizations that conduct or benefit from monitoring efforts in the Lake Michigan basin. The council will provide a forum to identify gaps and establish monitoring priorities, exchange information and form partnerships, and promote standardized methodologies for collecting and managing data. Reduced costs and enhanced access to data will ultimately result from the council's efforts.

The council is comprised of representatives from federal agencies; environmental protection and resource management agencies from Michigan, Indiana, Illinois and Wisconsin; tribal

groups; business and industry consultants; volunteer and environmental groups; universities; the Lake Michigan LaMP Forum; local agencies; and the Great Lakes Fishery Commission. The Great Lakes Commission is providing secretariat support to the council, thanks to a U.S. EPA grant.

At its first meeting, the council reviewed its charter, established membership and general procedures, and formed several work groups to better define its focus and prospective activities. One such work group will assist the Great Lakes Commission in compiling a basinwide inventory of monitoring efforts. The inventory eventually will be geographically displayed on the Internet and will provide a foundation for future council work. Contact: Ric Lawson, rlawson@glc.org.

## Commissioner Frank Kudrna honored



In October, Dr. Frank Kudrna, chair of the Commission's Illinois Delegation, received two prestigious awards from the American Society of Civil Engineers (ASCE). The Illinois Section of ASCE named him "Civil Engineer of the Year" for significant contributions to private sector engineering. He also received the 1999 Harland Bartholomew Award for his

outstanding contributions to the civil engineering profession and to ASCE's Urban Planning and Development Division. Kudrna is currently chief executive officer of Kudrna & Associates, Ltd., an engineering consulting firm with offices in Chicago and DuPage County, Ill. He also serves as a U.S. member of an International Joint Commission board and chairs the National Sea Grant review panel. Congratulations Commissioner Kudrna!

## Commission launches online clearinghouse on greenfields

What is happening to farmland in the Great Lakes region? What policies protect open space? Which agencies are involved in greenfields preservation? These are some of the questions that can be answered with a few keystrokes on the Great Lakes Greenfields Exchange at <http://www.glc.org/green/>.

The exchange is an online resource about greenfields in the region, including information on their protection and importance. A product of the Great Lakes Commission, the exchange was created as part of the collaborative *BRIDGES* project with funding support from the C.S. Mott Foundation.

Greenfields are generally parkland, undeveloped open space and agricultural lands located near the outskirts of towns, cities and larger metropolitan areas. Greenfields help delineate one village, city or town from another and, when protected, can promote growth in already developed areas, curbing urban sprawl. As parks and greenways, they also provide the green infrastructure essential to livable communities. The conversion of greenfields to other uses is a key land-use issue in the Great Lakes region. Contact: Victoria Pebbles, [vpebbles@glc.org](mailto:vpebbles@glc.org).

## Soil Erosion and Sedimentation Task Force, NACD Great Lakes Committee updates

The Great Lakes Commission recently sponsored two major meetings in Erie, Pa.: the Great Lakes Commission's Soil Erosion and Sedimentation Task Force (Sept. 29-30) and the Great Lakes Committee of the National Association of Conservation Districts (Sept. 30-Oct. 1).

The task force announced it will elevate its role in shaping regional soil and water conservation policy. "The task force has had an historic advocacy/policy role and this renewed emphasis will be consistent with other Commission task forces and committees," said Jerry Wager, task force chair. To that end, the task force is considering more active involvement in several emerging priority issue areas, such as the urban stormwater permitting process, sediment as a pollutant in the preparation of the total maximum daily load process, and urban and suburban sprawl.

The task force includes representatives from each Great Lakes state and advisors from the U.S. EPA Region 5, USDA-Natural Resources Conservation Service, National Association of Conservation Districts, International Joint Commission and Conservation Technology Information Center.

The Great Lakes Committee of the National Association of Conservation Districts unveiled its plan to conduct an extensive survey of Great Lakes soil and water conservation districts in 2000, updating a similar survey conducted in 1990. The original survey gathered information about the districts' water quality activities, priorities and needs.

"This survey will build upon that earlier effort and be directed toward specific policy goals. It will, hopefully, help shape the future efforts of the Great Lakes Committee and influence soil and water conservation policy initiatives not only at the district level, but at the state and federal levels, as well," said Joe Newberg, committee chair.

The Great Lakes Committee advises state, federal, regional and international agencies on water quality, erosion control and nonpoint source pollution issues. It also serves as a primary liaison between the Great Lakes soil and water conservation districts and those agencies. The committee is an advocate for progressive regional agricultural, soil and water conservation policy. Contact: Tom Crane, [tcrane@glc.org](mailto:tcrane@glc.org).

## Attention state/local agencies: Funding available for soil erosion, sedimentation control projects

The Great Lakes Basin Program for Soil Erosion and Sediment Control supports projects that protect and improve Great Lakes water quality by controlling erosion and sedimentation, limiting the input of associated nutrients and toxic contaminants, and minimizing sources of sediment to the Great Lakes and their tributaries. Projects may be demonstrations, provide program and technical assistance, or address information and education needs. The FY2000 request for proposals (RFP) will be available in mid-November 1999. Applications are due Jan. 19, 2000.

Eligible applicants include units of state, county and municipal government; watershed

councils; soil and water conservation districts; academic institutions; environmental groups; and other nonfederal public entities or nonprofit organizations in the United States.

The Basin Program is a joint federal and state initiative with funding provided by the U.S. Department of Agriculture Natural Resources Conservation Service and program coordination provided by the Great Lakes Commission.

For copies of the RFP or to add names to the RFP mailing list, contact Pat Gable at [pegable@glc.org](mailto:pegable@glc.org) or 734-665-9135. For all other inquiries contact Tom Crane, [tcrane@glc.org](mailto:tcrane@glc.org).



The Streambank Stabilization for Ohio Areas of Concern Project, funded by the Great Lakes Basin Program.

## Commission-Sea Grant Fellowship announced

The Great Lakes Commission is pleased to announce a new fellowship program it is sponsoring with the National Oceanic and Atmospheric Administration's (NOAA) National Sea Grant College Program and the Great Lakes Sea Grant Network. The fellowship concept was developed by Illinois Commissioner Frank Kudrna, who chairs the National Sea Grant Program's review panel, and Commission Executive Director Mike Donahue.

"This program offers an exceptional learning experience for the fellow and gives the Commission and Sea Grant

access to a highly talented graduate of a Great Lakes university," Kudrna said. "It's a great step forward in federal/state cooperation and in linking science and policy."

The Great Lakes Commission-Sea Grant Fellow will work with members of the Great Lakes science, policy, information and education communities to advance the environmental quality and sustainable economic development goals of the Great Lakes states. The fellow will be housed at the Great Lakes Commission in Ann Arbor, Mich. Contact: Mike Donahue, mdonahue@glc.org.

## Thinking Regionally, Acting Globally: Great Lakes initiatives highlighted at United Nations conference

Great Lakes initiatives in sustainable development were well-received by an international audience at the United Nations Environment Programme's Fifth International Roundtable Meeting on Finance and the Environment, held Sept. 9 at Northwestern University in Evanston, Ill. Commission Executive Director Mike Donahue spoke to representatives from banks and lending institutions from around the globe as they explored "New Roles for Finance in the Race to Sustainability."

Donahue addressed the challenge of bridging the gap between sustainable development concepts and applications, focusing on the Commission's brownfields redevelopment work, as well as innovative sustainable development initiatives of the Council of Great Lakes Industries.

"The United Nations conference addressed two important unmet needs," explained Donahue. "It exposed the banking and lending community to sustainable development principles and demonstrated their critically important role in applying them. It also provided an ideal opportunity to highlight our own Great Lakes initiatives and benefit from the informed dialogue of an international community."

Sustainable development is a cornerstone of the Commission's Strategic Plan and an integral element of multiple current and new-start projects. Contact: Mike Donahue, mdonahue@glc.org.

## In other news...

### • **New release of the Great Lakes Toxic Air Emissions Inventory.**

The current inventory tracks point, area and mobile sources for 82 pollutants based on 1996 data. Each of the Great Lakes states and the province of Ontario provided information on the amount of these pollutants emitted in the Great Lakes basin. For more information, see [www.glc.org/air/air3.html](http://www.glc.org/air/air3.html). Copies of the inventory are available from the Commission (\$20 per copy). Contact: Julie Wagemakers, juliew@glc.org.

### • **New project to promote the beneficial use of dredged material.**

With funding support from the U.S. EPA-Great Lakes National Program Office, the Commission will coordinate state input on the development of federal guidance for beneficial use. The Commission also will develop a brochure to educate the public about the beneficial use of dredged material in the Great Lakes basin. Contact: Victoria Pebbles, vpebbles@glc.org.

### • **Commission participates in Industrial Sites Recycling Conference in Pittsburgh, Pa.**

The Commission coordinated a panel titled "Brownfields vs. Greenfields: Economic Development in the Great Lakes region." Victoria Pebbles, program specialist, also presented Great Lakes state efforts to reduce obstacles to brownfields redevelopment and highlighted the need for policies that incorporate the full cost of greenfields development. Contact: Victoria Pebbles, vpebbles@glc.org.

## Commission expands communications staff

The Commission welcomes two new staff members: Sara Ashley and Courtney Shosh.

As a web specialist, Ashley will provide support to the Great Lakes Information Network (GLIN) and projects on the Commission's web site. Most recently, she worked for the scientific publisher Nature America, Inc. as a production manager for four of the *Nature* sister journals.

Ashley holds a bachelor's degree in English and business from the University of North Carolina at Chapel Hill.

Shosh replaces Lara Slee as editor of the *ADVISOR* newsletter. Slee left the Commission this fall to pursue a teaching career. Shosh will assist in writing and editing Commission publications and with maintenance of the Commission's

web site. Her work experience includes positions in public education and resource management with the National Park Service, University of Michigan and city of Ann Arbor, Mich. Shosh holds a master's degree in natural resources and bachelor's degrees in English and natural resources, all from the University of Michigan.

## Partners in Progress

### Milwaukee hosts IJC Great Lakes Water Quality Forum, first Great Lakes expo

Hundreds of Great Lakes policymakers and their constituents joined the International Joint Commission (IJC) at its Biennial Public Forum, Sept. 23-26 in Milwaukee, Wis.

"The IJC welcomes you—the Great Lakes public stakeholders—as we proceed with our biennial review of progress toward fulfilling the promise of the Great Lakes Water Quality Agreement," said U.S. Commissioner Susan Bayh in her opening remarks on behalf of Tom Baldini, U.S. Section chair. Bayh noted that issues raised during the public forum will culminate in specific advice to the governments in their 10th Biennial Report on Great Lakes Water Quality, slated for release in spring 2000.



IJC Commissioner Susan Bayh addresses a group of children at the Forum.

Following comments by U.S. EPA Administrator Carol Browner (see related story), Mayor John Norquist welcomed the IJC to Milwaukee and shared his thoughts on the importance of the Great Lakes and the current state of the environment.

"I think it's time for people to understand that environmental protection adds value to the economy," Norquist said. "It makes the use of resources and the organization of economic activity more efficient. It truly is a win-win situation."

"We should never be afraid of pushing environmental protection," he added. "We have an absolute responsibility to do the right thing...to push forward and to make the environment better."

With a theme of "Partners in Progress," the event also included keynote presentations by Paddy Torsney,

parliamentary secretary to the Canadian federal minister of the environment, and Lawrence J. Washington, Jr., vice president of Dow Chemical Company; public meetings of the IJC boards; and numerous workshops and auxiliary events on topics ranging from exotic species policy to watershed management at the local level. A Great Lakes Environmental Expo showcased a variety of special projects, new technologies, environmental products and future plans to protect and preserve the Great Lakes.

The Great Lakes Commission was well-represented at these events. Executive Director Mike Donahue, co-chair of the IJC's Science Advisory Board, co-organized a special workshop and spoke on "The Environmental and Economic Implications of Lake Level Fluctuations: Issues and Policy Responses." Christine Manninen, project manager, offered a joint presentation with Great Lakes Information Network (GLIN) Advisory Board Chair Pranas Pranckevicius (U.S. EPA-Great Lakes National Program Office) on Internet resources. Commission staff also coordinated the kick-off meeting of the Lake Michigan Monitoring Council, managed an extensive GLIN display and co-hosted a series of Great Lakes education workshops with the Center for Great Lakes Environmental Education.

For photos and audio clips from the IJC Forum and expo, visit GLIN (<http://www.great-lakes.net/ijc-milwaukee.html>).



Carol Browner (right), U.S. EPA administrator, opens the IJC Water Quality Forum.

### U.S. EPA announces actions to reduce BCCs in the Great Lakes basin

Carol Browner, U.S. Environmental Protection Agency (EPA) administrator, opened the IJC's Biennial Forum on Sept. 24 in Milwaukee, Wis., with the announcement of significant actions to reduce bioaccumulative chemicals of concern (BCCs) in the Great Lakes basin. BCCs include mercury, polychlorinated biphenyls (PCBs), dioxin, chlordane, DDT and mirex.

"We believe that a key step in limiting—if not eliminating—these toxins from our environment is to do away with mixing zones. Dilution is no solution to pollution," Browner said. Mixing zones are areas where discharges of toxic chemicals are allowed to mix with the receiving water and dilute. Browner's proposal would prohibit new discharges of BCCs into mixing zones in the Great Lakes basin and phase out the use of existing mixing zones over 10 years. The action could reduce mercury inputs into the Great Lakes from direct water discharges by up to 90 percent.

Browner also is directing EPA staff to work closely with state and local government, industry, environmental and public health groups, and other partners to determine if mixing zones for BCCs should be phased out nationwide. Indiana, Michigan, Minnesota and Wisconsin have already eliminated mixing zones for BCCs in the Great Lakes.

Noting that the vast majority of mercury in the Great Lakes comes from air pollution, Browner added, "One of the greatest threats to the Great Lakes falls from the sky. We are pursuing aggressive steps to reduce mercury emissions to the air."

On Oct. 6, EPA announced a proposal to reduce levels of smog-causing nitrogen oxides and particulate matter from heavy-duty trucks and the largest sport utility vehicles by more than 90 percent. The proposal includes a plan to produce cleaner diesel fuel. The proposed rule and related documents are available at EPA's web site, <http://www.epa.gov/oms/hd-hwy.htm>.

## IJC holds public hearings on water use, diversion

In September and October, the International Joint Commission (IJC) held public hearings in Ottawa, Washington D.C. and 10 cities in the Great Lakes basin to solicit comment on recommendations contained in its interim report, "Protection of the Waters of the Great Lakes," released Aug. 18. Great Lakes Commission Executive Director Michael Donahue is one of 10 members of an international study team advising the IJC.

The hearings offered private citizens, members of advocacy groups, representatives of industry, and federal, state and provincial government officials an opportunity to express their views on the interim report and suggest improvements and recommendations for inclusion in the final report, to be released Feb. 10, 2000.

"Generally, there has been agreement with the interim recommendations, although some feel the six-month moratorium on new bulk sales or removal of surface or groundwater should be longer," said James Chandler, legal advisor to the IJC's U.S. Section, after the Milwaukee, Wis., and London, Ontario, hearings. "There is also a sentiment that people outside the Great Lakes basin should live within their means in regard

to water quantity, while those in the basin need to put more emphasis on water conservation to ensure we're living within ours."

Other comments included concern over potential implications of international trade agreements, such as NAFTA and GATT, for water export; the ambiguity of state versus federal jurisdiction over water resources in the United States; and the sale of Great Lakes water for any use. One speaker at the Milwaukee meeting noted that the "no net loss" standard of water use may work well for environmental protection on a basin level but not necessarily on a local one. She gave the example of Akron, Ohio, where water is diverted from the Cuyahoga River at one point and returned to the river farther downstream. There is no net loss to the system, she observed, but the diversion may have ecological impacts on the stretch of river that does suffer a loss.

For more Water Uses Reference information, including text of the interim report, visit the IJC's web site at [www.ijc.org](http://www.ijc.org). Written comments on the interim report may be submitted to the IJC offices. Contacts: Frank Bevacqua, U.S. Section, 202-736-9024; and Fabien Lengellé, Canadian Section, 613-995-0088.

## Great Lakes Fishery Commission honored

The Great Lakes Fishery Commission (GLFC) was recently presented the William E. Ricker Resource Conservation Award by the American Fisheries Society, a professional society representing fisheries scientists since 1870. Presented annually, the award recognizes significant accomplishments in resource conservation at the U.S., continental or international level.

"The William Ricker Award not only acknowledges the Commission's particular contributions to the health of the Great Lakes fishery, but it also recognizes our role in cooperating with the larger management community," said GLFC Chair Burton Ayles. "The [Fishery] Commission views the Ricker award as a reminder that resource management requires continual hard work and adherence to sound science."

The GLFC was established by the governments of the U.S. and Canada through the 1955 Convention on Great Lakes Fisheries. It coordinates fisheries research, controls sea lampreys and facilitates implementation of the Joint Strategic Plan for Management of Great Lakes Fisheries. Congratulations to this Great Lakes Commission Observer Agency!

## Council of Great Lakes Governors reaffirms commitment to Great Lakes protection

Spurred by recent water export and diversion issues, the Great Lakes governors have developed a set of principles to guide them in managing the Great Lakes ecosystem. The action came at the 17<sup>th</sup> Annual Leadership Summit of the Council of Great Lakes Governors, held Oct. 14-15 in Cleveland, Ohio. Following is an excerpt of the council's statement on managing diversions and bulk water exports (full text available online at <http://www.cglg.org/projects/diversion/statement.html>).

"For the last 15 years, we have followed a set of principles to guide us in developing, maintaining and strengthening the regional management regime for the Great Lakes ecosystem. We strongly believe that any change to this

management regime must be aligned with these principles:

- **It must protect the resource.** Resource protection, restoration and conservation must be the foundation for the legal standard upon which decisions concerning water withdrawals are based.
- **It must be durable.** The framework for decisions must be able to endure legal challenges including, but not limited to, interstate commerce and international trade. It must be constitutionally sound on a binational basis, and the citizens of the basin must support this framework.
- **It must be simple.** The process for making decisions and resolving disputes should be straightforward, transparent and based on common sense.

• **It must be efficient.** Implementation of the decisionmaking process should engage existing authorities and institutions without necessitating the establishment of new and large bureaucracies. The decisionmaking process should be flexible and responsive to the demands it will confront.

• **It must retain authority in the basin.** Decisionmaking must remain vested in those authorities, the Great Lakes governors and premiers, who manage the resource on a day-to-day basis."

The council is a nonprofit, nonpartisan partnership of governors of the Great Lakes states. Contact: Jeff Edstrom, 312-407-0177, [edstrom@cglg.org](mailto:edstrom@cglg.org).

# 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 Courtney Shosh, ADVISOR editor, at 734-665-9135; [cshosh@glc.org](mailto:cshosh@glc.org).

## Commission events

### November

**10 Use of Marine Sanitation Devices on the Great Lakes: A Regional Workshop.** Hammond, IN. Contact: Steve Thorp, [sthorp@glc.org](mailto:sthorp@glc.org).

**12-13 Statewide Public Advisory Council's RAP Summit II: Moving Toward Restoration and Delisting.** Lansing, MI. Contact: Matt Doss, [mdoss@glc.org](mailto:mdoss@glc.org).

**30-December 1 Lake St. Clair: Its Current State and Future Prospects.** Port Huron, MI. Contact: Matt Doss, [mdoss@glc.org](mailto:mdoss@glc.org).

### May

**17-19 International Great Lakes St. Lawrence Mayors' Conference.** Gary, IN. Contact: Steve Thorp, [sthorp@glc.org](mailto:sthorp@glc.org).

## Basin events

### November

**8-9 Lake Michigan: State of the Lake '99.** Muskegon, MI. Contact: Janet Vail, 616-895-3048, [vailj@gvsu.edu](mailto:vailj@gvsu.edu).

**17 The Great Lakes in More Depth.** Buffalo, NY. Contact: Lauren Makeyenko, 716-878-3175, [laurenm@greatlakesed.org](mailto:laurenm@greatlakesed.org).

### December

**6-8 Brownfields '99 Conference.** Dallas, TX. Contact: 1-877-343-5374.

### January

**11-13 Dredged Material Assessment and Management Seminar.** San Diego, CA. Contact: Billie Skinner, 601-634-3701, [skinneb@wes.army.mil](mailto:skinneb@wes.army.mil).

### February

**14-18 International Aquatic Nuisance Species and Zebra Mussel Conference.** Toronto, ON. Contact: Elizabeth Muckle-Jeffs, 800-868-8776, [profedge@renc.igs.net](mailto:profedge@renc.igs.net).

### April

**13-14 Third Annual Conference on Great Lakes' Law, Science & Policy.** Toledo, OH. Contact: Gary Overmier, 419-530-4179 or 419-530-2882, [govermi@pop3.utoledo.edu](mailto:govermi@pop3.utoledo.edu).

### May

**21-26 43rd Annual IAGLR Conference: Great Lakes, Great Rivers 2000-A Vision For Tomorrow.** Cornwall, ON. Contact: Christina Collard, 613-936-6620, [ccollard@riverinstitute.com](mailto:ccollard@riverinstitute.com).

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