



# Advisor

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## 2003 Annual Meeting highlights local efforts, regional results Chair: Time to team up for Great Lakes restoration

The location was Chicago, but the backdrop for the 2003 Annual Meeting of the Great Lakes Commission was the wide range of pivotal initiatives, with far-reaching consequences, now taking shape for the Great Lakes region.

With the theme "Thinking Regionally, Acting Locally!" the Oct. 1-3 meeting addressed the emergence of large-scale Great Lakes initiatives, development of a national/international water policy, local and regional innovations in resource management, and various other opportunities for enhancing the environmental and economic prosperity of the binational Great Lakes region that are now before the Commission and its partners.

"The Great Lakes Commission has assumed an absolutely critical role on many policy initiatives," said Chair Sam Speck in his opening remarks. "And we have assumed that role because of the expertise that we bring, the balance we bring and because of the kind of representatives that we have sitting in this room."

He went on to note that one of the things that defines the Commission and its mission, and which sets it apart, is its commitment to both a sustainable environment and a prosperous economy. As a result, the Commission is in an ideal position to help bring those views together to help advance leading policy issues.

"We know of Congress' interest in moving forward with a set of priorities for the protection and restoration of the Great Lakes," Speck said. "We know it's bipartisan, we know it represents a substantial degree of consensus among the members of the Great Lakes Congressional Task Force. And it's time. It's time for us to be aggressive advocates in cooperation with the governors, with the mayors and with all the other governmental and nongovernmental organizations to advance this area."

Among other priorities, he called for the Commission to focus on "value-added" activities where it can have the greatest impact in moving issues forward. In addition to its policy analysis and advocacy responsibilities, its growing capabilities in decision support are central to its mission.

The regional aspect of the meeting's theme was reflected in discussion of such large-scale intergovernmental initiatives as implementation of Annex 2001 and develop-



Commissioners Ed Oliver (MN), center, and Bill Carey (WI), right, discuss policy with Commission Chair Sam Speck during a break in the meeting.

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# Commission News & Views

From the desk of the president/CEO...

## Great Lakes Commission

The Great Lakes Commission is a binational public agency dedicated to the use, management and protection of the water, land and other natural resources of the Great Lakes-St. Lawrence system. In partnership with the eight Great Lakes states and provinces of Ontario and Québec, the Commission applies sustainable development principles in addressing issues of resource management, environmental protection, transportation and sustainable development. The Commission provides accurate and objective information on public policy issues; an effective forum for developing and coordinating public policy; and a unified, systemwide voice to advocate member interests.

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Cover photo: Muskies fishing on Lake St. Clair, Michigan Travel Bureau

## “Contributing” to the Great Lakes lexicon

Half of my working life is spent on travel. Consequently, the time I devote to idle conversation with cab drivers rivals the time I spend in intellectual discourse with my colleagues. With all due respect to the latter, some of the most thought-provoking ideas emerge from conversations with a stranger driving me from Airport A to Hotel B.

Take, for instance, a recent trip to Washington, D.C. My cab driver had family in Detroit and, therefore, more than a passing interest in Great Lakes issues. Beach closures were the topic of the day and, struggling with the proper terminology, he asked me how “contributaries” to the Great Lakes affect the swimming

beaches. I don’t recall the specifics of my response, but I was thoroughly impressed with his malaprop; it actually improved upon the word he was trying to recall.

The link between land use and water quality is rapidly emerging as a Great Lakes priority, and with good reason. As I’ve said many times before, we literally need to turn our backs to the lakes and look inland if we are to address the source of our ecosystem problems. That means an unprecedented focus on our watersheds – our rivers, streams, channels and other watercourses that are “contributaries” to the Great Lakes. Name just about any leading stressor in our near-shore and open-lake systems and you’ll find that the use and misuse of our lands within the basin contribute to the problem.

This represents a challenge for our regional institutions, which historically have kept their feet in the water and their backs to the land.

We’re doing our part at the Great Lakes Commission to change this mind-set and alter resource management approaches. Last month’s annual meeting saw our membership unanimously endorse a resolution calling for a priority focus on land use and water quality, and applaud the International Joint Commission (IJC) for its growing interest in the same. In the coming years, we’ll be engaged in multiple, complementary projects that include

modeling sediment transport in tributaries (or should I say contributaries!); funding demonstration and technical assistance projects in watersheds; promoting brownfields redevelopment and greenfields preservation policies; devel-

oping watershed-level restoration plans; and advocating for clean-up initiatives and funding for contaminated areas. We’ll also help champion the call for a large scale, binational investigation that revisits the seminal PLUARG (Pollution from Land Use Activities Reference Group) study conducted by the IJC some 25 years ago.

A concerted focus on our watersheds – and their “contributaries” – is fundamental to the success of any ecosystem restoration effort. Let’s add this term to the Great Lakes lexicon as a reminder of that as we proceed toward our goal. And, if we’re ever in need of further inspiration, we can just call a cab.



Michael J. Donahue, Ph.D.

## Large-scale Great Lakes initiatives move forward

Water quantities and use. Ecosystem restoration. Navigation infrastructure. Lake Ontario water levels and impacts.

All have significant implications for the region. All have a binational dimension. All have a role for the Great Lakes Commission and its membership, and so were the subject of a special session at the 2003 Annual Meeting.

The session, "Focus on Emerging Large-scale Initiatives," began with a discussion of Annex 2001 implementation by Chair Sam Speck, who also heads the Annex 2001 Working Group of the Council of Great Lakes Governors.

"We're trying to do something nobody has done before," he said. "We're trying to put together a system to protect 20 percent of the world's surface fresh water."



Past Commission chairs Irene Brooks and Don Vonnahme were honored with Outstanding Service Awards at the 2003 Annual Meeting. Brooks is now a U.S. Commissioner of the International Joint Commission. Vonnahme recently retired as director of Illinois DNR's Office of Water Resources. They're flanked here by Illinois Commissioner Frank Kudrna (left) and Joe Hoffman, former Commission chair and chair of the Interstate Council on Water Policy.

The draft decisionmaking standard calls for review by state or provincial bodies of any proposed consumption or diversion over an established threshold. Remaining challenges include resolving legal issues and developing better science to guide decisionmaking. Contact: Tom Crane, [tcrane@glc.org](mailto:tcrane@glc.org)

Ron Baird, director of the National Sea Grant

College Program, outlined efforts to develop Great Lakes ecosystem restoration priorities and an associated plan. These efforts that received a significant boost this year with the introduction of two bills in Congress (see story, page 3).

"We have an opportunity to do things here and, historically, that window is pretty narrow," he said. "You have to do it when the time is right, and I think that time is upon us."

A series of workshops over the coming months in Great Lakes jurisdictions, sponsored by the Commission and Sea Grant, will generate input on priorities and plan development. Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org)

Theodore "Tab" Brown, chief of planning and policy for the Great Lakes and Ohio River Division of the U.S. Army Corps of Engineers, addressed plans for the Great Lakes-St. Lawrence System Review Study. Calling it "an aging system," he noted that many of the locks and other key elements of the system have already passed the 50-year mark they were designed for, and their concrete components are cracking and showing other signs of deterioration. Contact: Steve Thorp, [sthorp@glc.org](mailto:sthorp@glc.org)

Finally, Doug Cuthbert, Canadian study director of the International Lake Ontario-St. Lawrence River Study, outlined efforts to update the 1958 plan that guides the regulation of outflows through the system. The new study is taking into account many factors overlooked in that era, including wetlands, habitat, recreational boating and tourism, and coastal erosion. Contact: Roger Gauthier, [gauthier@glc.org](mailto:gauthier@glc.org)



Ann Whelan, of U.S. EPA - Region 5, is presented with the Great Lakes Commission's Outstanding Service Award by Chair Sam Speck at the 2003 Annual Meeting. An emergency response planner, Whelan's leadership and knowledge of spill response, preparedness and prevention has made Region 5 a national model. Her work has led to the Inland Sensitivity Atlas series; expanded contingency planning for oil and hazardous substances; and a spill preparedness protocol for industry that has been adopted by other EPA regions throughout the country.

## Resolutions urge action on restoration planning, more

The eight member states of the Great Lakes Commission, acting at its 2003 Annual Meeting, unanimously endorsed the following six policy resolutions. All reflect priorities identified in the Commission's *Great Lakes Program to Ensure Environmental and Economic Prosperity* ([www.glc.org/restore](http://www.glc.org/restore)). A summary of each is presented below, along with a web link for the text of the full resolution. All six resolutions are actively being implemented and are available online at [www.glc.org/about/resolutions](http://www.glc.org/about/resolutions). Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org)



Maj. Gen. Carl Strock, director of civil works for the U.S. Army Corps of Engineers, describes his recent experiences working on civil engineering projects in Iraq, during the 2003 Annual Meeting dinner cruise, jointly sponsored by the Great Lakes Commission and the Interstate Council on Water Policy.

### Great Lakes Ecosystem Restoration Planning

The concept of a large-scale restoration plan for the Great Lakes ecosystem has gained broad-based support in recent years. Given its role in basinwide planning under the *Great Lakes Basin Compact*, the Commission urges that any federal restoration legislation explicitly recognize the Great Lakes states as stewards of the resource and the leadership role of the Great Lakes governors. Toward this end, over a dozen specific recommendations for incorporation into U.S. federal legislation are presented.

### Use of Sound Science in Great Lakes Coastal Wetlands Policy

The low Great Lakes water levels of recent years have exposed large areas of previously submerged lake bottom, leaving newly emerged coastal wetlands that many landowners regard as weed-infested beaches. Given the essential role coastal wetlands play in the Great Lakes ecosystem, and the lack of hard data on the effects of beach grooming, the Commission calls for a thorough scientific review of the prospective impacts of laws pertaining to vegetation removal on coastal wetland ecosystems.

### Supporting the Development of Science-Based, Locally Derived Restoration Goals for Great Lakes Areas of Concern (AOCs)

The Great Lakes Legacy Act, passed in 2002, will support critical remediation activities in the

31 U.S. and binational AOCs designated under the U.S.-Canada Great Lakes Water Quality Agreement, a key priority of the Commission.

The Commission calls upon its member states and the U.S. EPA to collaborate with local Remedial Action Plan (RAP) groups designated for each AOC in developing science-based restoration targets, which will provide an objective mechanism for documenting progress in restoring beneficial uses.

### Support for Fair Distribution of Port Security Funds in the Great Lakes

Great Lakes ports are required to meet the same federal security requirements as coastal ports, but have fared poorly in obtaining risk-based federal funds to defray the cost due to the relatively low hazard posed by the dry bulk commodities they typically deal in.

The Commission therefore urges that the U.S. federal government acknowledge the lower risk faced by Great Lakes ports in developing security standards and that Great Lakes ports receive their fair share of federal marine security grants to meet those requirements.

### A Basinwide Study of Land-use Trends, Impacts and Policy Responses

The linkage between land use and water quality has been increasingly well documented in recent years. The Great Lakes Commission supports the concept of a major binational study of land-use trends and impacts in the Great Lakes basin, which can suggest prospective policy responses to produce environmentally and economically sound land use management practices. Working with partner organizations, the Commission will make available its technical, planning, policy and outreach services in support of that study.

### Maintaining and Enhancing the Great Lakes Water Level Observation Network

Congress is considering H.R. 958, a bill that authorizes \$2.0 million annually for maintenance and modernization of the Great Lakes Water

*Continued on page 10*



## Commission offers guidance for restoration initiatives

The Great Lakes Commission is applauding and weighing in on ecosystem restoration initiatives currently making their way through Congress (S. 1398, H.R. 2720), offering its recommendations for consideration as the bills move forward.

Responding to an invitation from bill sponsors, Commission Chair Sam Speck elaborated on 13 specific recommendations the member states of the Great Lakes Commission would like to address in federal restoration legislation. Contained in an Oct. 24 letter to bill sponsors and other members of the Great Lakes Congressional Delegation, the recommendations are intended “to build upon and complement a strong legislative foundation by drawing upon our ‘lessons learned’ from past experiences in the Great Lakes basin and beyond.”

Key elements for such legislation include, among others,:

- Explicitly recognize the Great Lakes states as stewards of the resource and a clear leadership role for the Great Lakes governors in plan formulation and implementation;
- Avoid unneeded bureaucracy by fully exploiting the potential of existing agencies and organizations;
- Ensure that funding consideration be given to existing federally authorized programs and projects that are unfunded or underfunded, in the interest of realizing their full potential;
- Build upon the many publicly funded restoration plans already underway, and recognize the implementation efforts already undertaken, from the local to the binational level;
- Ensure an open and inclusive process that reflects the views and cultivates the support of stakeholder groups;
- Provide an overarching set of principles that can provide general guidance for, and consistency among, restoration activities of any scale; and
- Provide adequate funds and favorable cost-sharing arrangements to ensure full state participation in planning and implementation.

The Great Lakes Commission has long called for a large-scale ecosystem restoration initiative, and has included a recommendation for such in its annual statement of U.S. federal legislative and appropriations priorities, *The Great Lakes Program to Ensure Environmental and Economic Prosperity* (see related article, page 11).

Contact: Jon MacDonagh-Dumler,  
[jonmacd@glc.org](mailto:jonmacd@glc.org)

## Did you know

Air pollution is the main route of entry for many of the toxic chemicals reaching the Great Lakes? For example, 80 percent of all the mercury deposited in the lakes is believed to come from the air, through precipitation and other means. For more information, see the Clearing the Air insert in this issue of the Advisor.

## Congress urged to support Great Lakes priorities

With the 2003 congressional legislative session drawing to a close, the Great Lakes Commission has been aggressively promoting the adoption of key measures of crucial importance to its member states.

In recent correspondence with House and Senate members of the Energy and Water Appropriations Conference Committee, Commission President/CEO Mike Donahue urged support for measures unanimously supported by the eight Great Lakes states. Among them, these include U.S. Army Corps of Engineers' support for Great Lakes Remedial Action Plans; the John Glenn Great Lakes Basin Program; continued work toward a new large lock at the Soo; addressing the backlog of dredging and other maintenance at harbors and channels; and

other measures.

Other correspondence to the House and Senate agricultural and rural development appropriations subcommittees urged that funding for the Great Lakes Basin Program for Soil Erosion and Sediment Control be maintained at existing levels. Correspondence with members of the House and Senate appropriations subcommittees on Veterans Affairs, HUD and Independent Agencies urged support for the Great Lakes Legacy Act, the U.S. EPA Great Lakes National Program Office budget and enhanced BEACH Act appropriations.

Copies of all correspondence are available upon request. Contact: Mike Donahue,  
[mdonahue@glc.org](mailto:mdonahue@glc.org)

## Proposals sought for air pollution studies

### NOSPILLS 2004

January 20-22, 2004,  
Traverse City, Mich.

### Great Lakes Day in Washington

March 3, 2003, Wash-  
ington, D.C.

### 2004 Semiannual Meeting of the Great Lakes Commission/Great Lakes Sustainability Conference

May 3-6, 2004,  
Cleveland, Ohio

mark your calendar

The Great Lakes Commission has assumed management of the Great Lakes Air Deposition (GLAD) Program, a major initiative that provides funding opportunities for air quality research, and a forum for information exchange among scientists, managers and policymakers.

Thanks to support from the U.S. Environmental Protection Agency (U.S. EPA), the Commission will award up to \$1.235 million over the next year for innovative research projects that support efforts to reduce toxic air deposition through improved understanding of processes by which persistent bioaccumulative toxics (PBTs) are deposited into the waters of the Great Lakes basin.

“Great Lakes restoration and protection efforts demand a multimedia approach that recognizes

water, land and air as pollutant pathways,” said Dr. Michael J. Donahue, Commission president/CEO. “Airborne contaminants are particularly insidious, as they can bioaccumulate in the ecosystem with long-term implications for human health and wildlife.”

The deadline for funding applications is Dec. 17, 2003. Information is available on the GLAD web site, [www.glc.org/glad](http://www.glc.org/glad)

The GLAD Program will complement the Commission’s ongoing work in maintaining a regional inventory of toxic air emissions, which it undertakes in partnership with its eight member states, Ontario and the U.S. EPA. Technical data and information will be provided in a user-friendly format on the GLAD web site.

Contact: Kevin Yam, [kyam@glc.org](mailto:kyam@glc.org)

## Restoration workshops support governors’ efforts

The Great Lakes Commission and Council of Great Lakes Governors have signed a Memorandum of Agreement (MOA) that will advance the development of ecosystem restoration priorities and a strategy to implement them.

Under the terms of the MOA, the council will collaborate with the Commission on a series of restoration workshops, which will generate public input on governors’ priorities and prospective approaches for implementing them. Great Lakes Sea Grant Programs are partners in the effort, which is supported by the National Sea Grant College Program. A companion project of the Northeast-Midwest Institute, supported by Sea Grant, is examining other regional restoration planning efforts for “lessons learned” that can be applied to the Great Lakes.

The first of the workshops, held Sept. 17 in Ann Arbor, Mich., brought together more than 40 Great Lakes stakeholders, primarily from Michigan. Representing a wide range of interests, participants shared their thoughts on prospective ecosystem restoration priorities and how they might be implemented in a plan. Opening remarks were offered by Ken DeBeaussiaert, director of Michigan’s Office of the Great Lakes

and member of the Commission’s Michigan Delegation; and David Naftzger, acting director of the Council of Great Lakes Governors. Other presenters included Mike Donahue, Commission president/CEO; Prof. James Diana, University of Michigan; and Prof. William Taylor, Michigan State University.

Priorities identified included water withdrawals and diversions; aquatic nuisance species; wildlife and habitat biodiversity; toxic contaminants; Areas of Concern cleanup; nonpoint source pollution; land use; and commercial and marine transportation. Participants also considered such issues as institutional arrangements; science and monitoring; funding; accountability; public education and outreach; and policy review.

The workshop was sponsored by the Michigan Office of the Great Lakes, the Commission and Michigan Sea Grant, with additional funding support from the University of Michigan’s School of Natural Resources and the Environment. Outcomes of all workshops will be shared with the governors, Congress and the larger Great Lakes community.

Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org)



*At the 2003 Annual Meeting, Ron Baird, director of the National Sea Grant College Program, addresses the initiative among the Commission, Sea Grant, and the Council of Great Lakes Governors to host a series of Great Lakes restoration planning workshops.*

## Observing system to support Great Lakes management

A valuable tool for keeping tabs on a wide range of conditions in the Great Lakes is now under development through a cooperative effort by the Great Lakes Commission and the National Oceanic and Atmospheric Administration (NOAA).

Over the next 12 months, the Commission, in cooperation with the International Joint Commission's Council of Great Lakes Research Managers, will coordinate the planning of an integrated Great Lakes Observing System (GLOS). Supported through a grant from the NOAA Coastal Services Center, the effort is one of more than a dozen regional observing systems that are being developed as part of NOAA's Integrated Ocean Observing System initiative.

"We're really excited about the potential of this new data-sharing initiative and the many applications it offers to users in the Great Lakes region," said Paul Scholz, chief of Coastal Management Services for NOAA. "By coordinating data collection and reporting, this system

will greatly enhance decisionmaking related to resource management, commercial and recreational uses of the lakes, and public safety."

Regional associations of major stakeholders (data providers and users) are being established to develop products, services and observing systems tailored to the unique needs of each region. The International Joint Commission Council of Great Lakes Research Managers will be a key partner in this effort.

The project will allow the integration of many disparate observations in a cohesive, "one-stop-shopping" web locale. As part of GLIN, the Great Lakes Information Network, the site will provide critical real-time data for multiple users, including resource managers, hazardous spill responders, municipal water system managers, maritime and recreational boating interests, and others.

Contacts: Roger Gauthier, [gauthier@glc.org](mailto:gauthier@glc.org) or Christine Manninen, [manninen@glc.org](mailto:manninen@glc.org)

## 2003 Annual Meeting (continued from page 1)

ment of an ecosystem restoration plan (see story, page 6). The local aspect was seen in the efforts of mayors, state legislators, conservation authorities and others whose efforts on behalf of their own local parts of the Great Lakes system are playing an increasingly important role in addressing the system as a whole.

The meeting was held jointly with the Interstate Council on Water Policy, whose chair, Joseph Hoffman, outlined council efforts to promote an interstate policy perspective in addressing water issues in the 21st century.

Lt. Gov. Pat Quinn, a newly appointed member of the Commission's Illinois delegation, provided the opening keynote address. Noting that Lake Michigan has helped define the culture of Chicago and Illinois in general, he outlined what his state is doing to address Great Lakes issues such as water quality, use, invasive species, wetlands and toxic pollution.

Ted Beattie, a member of the U.S. Commission on Ocean Policy, spoke to an ongoing compre-

hensive review of national ocean policy – the first in 30 years – including its consequences for the Great Lakes. He said the current policy is beset by jurisdictional conflicts, multiple policies that are sometimes at cross-purposes, and the lack of a coordinating mechanism.

"The existing framework is simply not working," he said. "It is not up to the task of addressing the management issues we are facing now."

He outlined a proposed new framework that would establish a new national Office of Ocean Policy and a nonfederal Council of Presidential Advisers on Ocean Policy.

Commissioners unanimously approved six resolutions to guide the Commission's future research, policy development and advocacy efforts (see story, page 4). The meeting concluded with the re-election of Chair Speck and Vice Chair Tom Huntley to a second one-year term in their respective positions.

Contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org)



Illinois Lt. Gov. and newly appointed Commissioner Pat Quinn welcomes attendees to the 2003 Annual Meeting.

## Commission helps AOCs move toward delisting

The Great Lakes Commission is expanding its efforts to restore and delist Areas of Concern (AOC) under new grants from the U.S. EPA's Great Lakes National Program Office (GLNPO) and the Michigan Department of Environmental Quality (MDEQ).

Working with GLNPO and state and local Remedial Action Plan (RAP) participants, the Commission will promote the development of restoration targets for the AOCs. These will help document progress in restoring beneficial uses and support the delisting process. The Commission will collect needed technical information and convene regional training workshops for RAP participants.

Funding from MDEQ will maintain the Com-

mission's support for the Michigan Statewide Public Advisory Council (SPAC), a coalition of representatives from Michigan's 14 AOCs. The two-year program will include capacity building and training for local RAP participants, technical support for developing restoration targets, and communication outreach to federal, state and local officials. A challenge grant program will be developed to support local RAP efforts.

The Commission also will be expanding its technical assistance and outreach support for the U.S. Army Corps of Engineers RAP Program, authorized under Section 401 of the Water Resources Development Act of 1990. Contact: Matt Doss, [mdoss@glc.org](mailto:mdoss@glc.org)

## New members appointed to Illinois, Ontario delegations

The Great Lakes Commission is pleased to announce the appointment of two new members.



Joel Brunsvold

Commissioner Joel Brunsvold, director of the Illinois Department of Natural Resources, was recently appointed by Gov. Rod Blagojevich. A former state representative and recognized authority on conservation and land-use issues, Brunsvold served as assistant majority leader, chair of the House Agriculture and Conservation Committee and member of the House Energy and Environment Committee during his 20 years in the legislature, dating back to 1983. A native of the Quad

Cities area, he attended Augustana College in Rock Island, Ill., and later moved to Milan, Ill., where he was elected mayor in 1977.

Associate Commissioner Elizabeth Janz is manager of the Environmental Liaison Office in Ontario's Ministry of the Environment. With an extensive background in planning, environmental assessment and policy development, she works across all levels of government to achieve better environmental management in Ontario. A graduate of the University of Manitoba, she is the Ontario lead for the Environmental Planning and Protection Committee of the Canadian Council of Ministers of the Environment, and one of Ontario's representatives on the International Joint Commission Great Lakes Water Quality Board.

## Be a friend!

With 2003 drawing to a close, it's a great time to become a **"Friend of the Great Lakes!"** Your tax-deductible donation to the Great Lakes Endowment will help the Great Lakes Commission "Restore the Greatness!" The Great Lakes Commission will match your gift dollar-for-dollar, and direct the entire amount to programs that result in a cleaner environment, a prosperous economy and a better quality of life. For more information, visit [www.friendsofthegreatlakes.org](http://www.friendsofthegreatlakes.org) or contact: Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org)



## Should a permit be required for ballast water discharges?

**Deborah Sivas, director, Earthjustice Environmental Law Clinic at Stanford**

The spread of invasive species is one of the greatest threats facing our aquatic environments. In addition to wreaking havoc on the functioning of native ecosystems, invasives cause billions of dollars of economic damage each year and threaten public health through widespread dispersal of bacteria and viruses. Nowhere is the problem more evident than in the Great Lakes, where the proliferation of non-native zebra mussels has literally choked vital water systems and power plants.

The primary vector for aquatic invasive species in the Great Lakes, San Francisco Bay, the Columbia River Basin and elsewhere is the annual discharge of billions of gallons of ships' ballast water. Although some states or regions have imposed ballast water exchange-at-sea requirements, such programs cannot solve the problem. Even with a reported 97 percent compliance rate, the mandatory federal ballast water exchange program for the Great Lakes has not prevented new invasions. Indeed, studies of

exchange programs reveal inconsistent efficacy rates of 25 to 90 percent. Clearly more is needed to stem the rising tide of invading species.

Regulation of ballast water discharges through the Clean Water Act permit program is both required by law and sound policy. A uniform national permit system will eliminate the legal uncertainties that currently stymie technological innovation and hamper effective state-by-state regulatory efforts. Permits with performance standards and discharge conditions will facilitate monitoring and data gathering, spur the development of treatment technology, and allow for public participation and citizen enforcement of discharge limitations.

The success story of the Clean Water Act over the last three decades lies in its "point source" permit program. It is long past time to bring ballast water point sources into that permit system. Otherwise, individual state attempts to control invasive species will continue to founder.

**POINT**  
POINT



*Deborah Sivas runs the Environmental Law Clinic at Stanford Law School, which represents conservation groups in litigation seeking to rescind the regulatory permit exemption for ballast water discharges.*

**Helen Brohl, executive director, U.S. Great Lakes Shipping Association**

The contribution of ship ballast water to the introduction of unwanted, foreign aquatic species is a serious issue for the maritime community. The international Great Lakes maritime industry was the first in the United States to voluntarily exchange ballast water before entering the system. It was the first to voluntarily implement "whole voyage" ballast management techniques. Its cargo vessels sailing the Great Lakes have offered up their ballast tanks so scientists could better understand the dynamics of ballast on ships.

The U.S. Great Lakes Shipping Association (USGLSA) has always opposed using the permitting authority of the Clean Water Act to address ballast water concerns. This tactic fundamentally fails to recognize how ships and shipping work. There were 91,400 vessel calls on the United States last year. We know this number because - unlike the guy who dumps his bait overboard - commercial maritime is a highly regulated industry. The time, money

and bureaucracy associated with arranging and monitoring permits for these vessels would be staggering.

Ballast water is in no way a passive issue without the Clean Water Act initiative. The U.S. Coast Guard is now determining a standard for ballast treatment technologies and the International Maritime Organization (IMO) will begin negotiating a worldwide policy in February 2004. The USGLSA supports a national invasive species act, preferably in response to the IMO negotiations. Requiring permits for ballast water will not deal with the issue any sooner. It will only create another hurdle to trade with the United States without addressing the shared waters in Mexico and Canada.

Lastly, we should continue to explore the science of ballast water and tanks, such as is being done at NOAA's Great Lakes Environmental Research Lab. It may be that ballast exchange is highly effective in certain circumstances, which could lower the risk of new invasions now while we work toward ballast treatment technologies.

**counterpoint**  
counterpoint



*Helen Brohl is executive director of the U.S. Great Lakes Shipping Association, a member of the Great Lakes Panel on Aquatic Nuisance Species, and president of the National Association of Maritime Organizations.*

## Mayors association speaks up on regional issues

The International Association of Great Lakes and St. Lawrence Mayors is moving forward with an action agenda to heighten mayoral visibility and impact on regional policy issues. Led by the association's board of directors, the agenda includes aggressive advocacy of policy positions adopted at the association's 2003 annual conference; cooperative action with other policy efforts in Washington, D.C., and Ottawa; and a heightened presence within the binational Great Lakes-St. Lawrence community.

The 2003 conference in St. Catharines, Ontario, hosted by Mayor Tim Rigby, featured policy statements on invasive species, sustainable land use, the Great Lakes-St. Lawrence transportation system and an enhanced advocacy role for the association. The meeting also showcased the Valleyfield Protocol, a landmark agreement establishing the mayors' vision for the region

and guiding principles for achieving it.

Recent presentations by the association at the International Joint Commission's biennial public policy forum, the Great Lakes Cities Symposium, and the State of Lake Michigan Conference and other forums have detailed mayoral priorities and helped set the stage for planned meetings with federal officials and legislators in Washington, D.C., and Ottawa.

The association's web site, [www.glc.org/mayors](http://www.glc.org/mayors), offers further details on the mayors' actions and links to other sites of interest to municipal officials and others.

Contact: Steve Thorp, [sthorp@glc.org](mailto:sthorp@glc.org)



International Joint Commission's biennial public policy forum, the Great Lakes Cities Symposium, and the State of Lake

**Great Lakes Program to Ensure Environmental and Economic Prosperity**  
[www.glc.org/restore/](http://www.glc.org/restore/)

**2004 Annual Meeting resolutions**  
[www.glc.org/about/resolutions](http://www.glc.org/about/resolutions)

**2004 Annual Meeting photos**  
[www.glc.org/announce/03/10ampix.html](http://www.glc.org/announce/03/10ampix.html)

**International Association of Great Lakes and St. Lawrence Mayors**  
[www.glc.org/mayors](http://www.glc.org/mayors)

**Great Lakes Air Deposition (GLAD) Program**  
[www.glc.org/glad](http://www.glc.org/glad)

**Friends of the Great Lakes**  
[www.friendsofthegreatlakes.org](http://www.friendsofthegreatlakes.org)

**Council of Great Lakes Governors**  
[www.cglg.org/](http://www.cglg.org/)

## Global warming may mean more snow for Great Lakes

A team of Colgate University researchers has found evidence that global warming has led to an increase in snowfall in the Great Lakes region. A comparative study of snowfall records indicated snowfall in the Great Lakes region has increased significantly since the 1930s, but no such increase occurred in non-Great Lakes states.

The study, "Increasing Great Lake-Effect Snowfall during the Twentieth Century: A Regional Response to Global Warming?" was published in the November issue of the Journal of Climate.

"Recent increases in the water temperature of the Great Lakes are consistent with global warming," said associate professor of geography Adam Burnett, who led the study. "This widens the gap between water temperature and air temperature – the ideal condition for snowfall."

The research team compared snowfall records from 15 weather stations within the Great Lakes region with 10 stations outside of the region. Syracuse, N.Y., one of the snowiest cities in the U.S., experienced four record snowfalls in the

1990s, which were the warmest decade of the 20th century.

"We found a statistically significant increase in snowfall in the lake-effect region since 1931, but no such increase in the non-lake-effect area during the same period," Burnett said. "This leads us to believe that recent increases in lake-effect snowfall are not the result of changes in regional weather disturbances."

Contact: Charlie Melichar, Colgate University, [cmelichar@mail.colgate.edu](mailto:cmelichar@mail.colgate.edu)

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## Resolutions (cont'd from page 4)

Level Observation Network, administered by the National Oceanic and Atmospheric Administration. As this effort is fully consistent with the *Great Lakes Program* goal of "ensuring the sustainable use of our water resources," the Commission urges Congress to pass the legislation.

## Great Lakes governors release restoration priorities

The Council of Great Lakes Governors on Oct. 1 released nine priorities for the protection and restoration of the Great Lakes, submitting them to congressional sponsors of legislation to protect and restore the Great Lakes.

The bills, the Great Lakes Environmental Restoration Act (S. 1398) and the Great Lakes Restoration Financing Act (H.R. 2720), would provide substantial federal support to complement extensive state and local spending on Great Lakes protection and restoration projects.

"We applaud the strong bipartisan commitment in Congress to restore and protect the Great Lakes," said Ohio Gov. Bob Taft, council chairman. "The Great Lakes governors look forward to partnering with Congress to secure the future of this irreplaceable national treasure."

The Council of Great Lakes Governors agreed that the following priorities should guide Great Lakes restoration and protection efforts.

- Ensure the sustainable use of our water resources while confirming that the states retain authority over water use and diversions of Great Lakes waters.
- Promote programs to protect human health against adverse effects of pollution in the Great Lakes ecosystem.
- Control pollution from diffuse sources into

water, land and air.

- Continue to reduce the introduction of persistent bioaccumulative toxics into the Great Lakes ecosystem.
- Stop the introduction and spread of non-native aquatic invasive species.
- Enhance fish and wildlife by restoring and protecting coastal wetlands, fish and wildlife habitats.
- Restore to environmental health the Areas of Concern identified by the International Joint Commission as needing remediation.
- Standardize and enhance the methods by which information is collected, recorded and shared within the region.
- Adopt sustainable use practices that protect environmental resources and may enhance the recreational and commercial value of our Great Lakes.

The list complements the priorities identified by the Great Lakes Commission in its *Great Lakes Program to Ensure Environmental and Economic Prosperity*, first released in 2000. The Commission is working with the Council of Great Lakes Governors to advance large-scale restoration efforts.

The Council of Great Lakes Governors web site is at [www.cglg.org](http://www.cglg.org)

### Make plans now!

Start planning now to attend the **2004 Semiannual and Annual Meetings of the Great Lakes Commission!** The **Semiannual Meeting** will be held May 3-4 in Cleveland, Ohio, in conjunction with the Great Lakes Sustainability Conference May 4-6. The **Annual Meeting** will be Oct. 4, in Toronto, Ontario, and just prior to the 2004 State of the Lakes Ecosystem Conference (SOLEC) Oct. 5-7. For more information, visit [www.glc.org/events](http://www.glc.org/events) or contact Mike Donahue, [mdonahue@glc.org](mailto:mdonahue@glc.org)

## Great Lakes Calendar

### NOSPILLS 2004

**January 20-22, 2004, Traverse City, Mich.**

Contact: Bill Murphy, 231-632-6080, [emabill@torchlake.com](mailto:emabill@torchlake.com)

### 2004 Great Lakes Marine Community Day Conference

**January 28, 2004, Cleveland, Ohio**

Contact: Lt. Matt Colmer, [mcolmer@d9.uscg.mil](mailto:mcolmer@d9.uscg.mil)

### Water for a Sustainable and Secure Future: A National Conference on Science, Policy and the Environment

**January 29-30, 2004, Washington, D.C.**

Contact: Peter Saundry, 202-530-5810 [info@NCSEonline.org](mailto:info@NCSEonline.org)

### Great Lakes Day in Washington

**March 3, 2004, Washington, D.C.**

Contact: Jon MacDonagh-Dumler, 734-971-9135, [jonmacd@glc.org](mailto:jonmacd@glc.org)

### Ghost Ships Festival

**March 5-6, 2004, Milwaukee, Wis.**

Contact: Kimm Stablefeldt, 262-317-2360, [kimms@ghost-ships.org](mailto:kimms@ghost-ships.org)

### Society of Toxicology Annual Meeting

**March 22-24, 2004, Baltimore, Md.**

Contact: Lilly Richards, 703-438-3115 [lilly@toxicology.org](mailto:lilly@toxicology.org)

### 2004 Semiannual Meeting of the Great Lakes Commission and Great Lakes Sustainability Conference

**May 3-6, 2004, Cleveland, Ohio**

Contact: Mike Donahue, 734-971-9135, [mdonahue@glc.org](mailto:mdonahue@glc.org)

### IAGLR 2004 Conference

**May 24-28, 2004, Waterloo, Ontario**

Contact: Ralph Smith, 519-888-4567, ext. 2468 [rsmith@uwaterloo.ca](mailto:rsmith@uwaterloo.ca)

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)). If you have an event you'd like us to include, please contact Kirk Haverkamp at 734-971-9135 or [kirkh@glc.org](mailto:kirkh@glc.org)

### Save trees and money!

If you prefer to read the electronic version of the *Advisor* online via the Commission's home page ([www.glc.org](http://www.glc.org)), please let us know and we'll cancel your print subscription.

# The Last Word

## Unique times, unique opportunities



Sam Speck

We are in a unique time. Some might say the stars are aligning. The nation is in the midst of developing a national ocean policy that we are confident will encompass the Great Lakes as well.

Our governors and premiers are moving ahead with Annex 2001 and will soon bring forth their initiatives. The governors are also moving ahead with the development of their Great Lakes restoration priorities, as requested by Congress, which is showing bipartisan commitment to Great Lakes restoration.

It is a unique time. And the Great Lakes Commission is in a unique position. Our governors' restoration priorities, released on Oct. 1, reflect the Commission's seven key restoration themes. This says we are on the right track. We will be collaborating with the Council of Great Lakes Governors to organize public meetings to obtain input on these priorities, a pivotal position we have been given due to our expertise, our resources, and our hard-earned reputation for objective research and analysis. And, as the broadest-based of any group looking comprehensively at the Great Lakes, we are ideally positioned to bring all interests together.

As I enter my second term as Commission chair, my priority is to focus in on our "value added" capability — how we can have the greatest impact as a regional leader. We have to do an even better job of partnering and listening to all involved parties. We have to better engage the public. We need to support research to ensure we have the tools we need to move forward. That's our job. Let's do it. The time is now!

**Samuel W. Speck, chair, Great Lakes Commission**

## Where in the Great Lakes?



You could win a prize if you can identify just where in the Great Lakes these people are taking a swim! E-mail your answer, along with your name, address and phone number to [kirkh@glc.org](mailto:kirkh@glc.org) or mail it to the *Advisor* at the address below. All correct responses received by Dec. 15 will be entered into a drawing. The winner will receive his/her choice of a Great Lakes Commission beach towel or a \$10 credit toward the purchase of any Commission publication.

John Booser, associate director of Pennsylvania's Office for River Basin Cooperation, correctly identified this photo



of the U.S. Brig Niagara, a faithful reconstruction of Commodore Perry's flagship, docked at the Erie Maritime Museum in Erie, Pa. Thanks to everyone who entered!

Photo courtesy U.S. Maritime Administration

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