

# Great Lakes Management and Governance:

## *Lessons and Challenges*

Victoria Pebbles, Great Lakes Commission

The National Academies Committee  
*Sustainability Linkages in the Federal Government*  
February 8, 2012

# Great Lakes Context

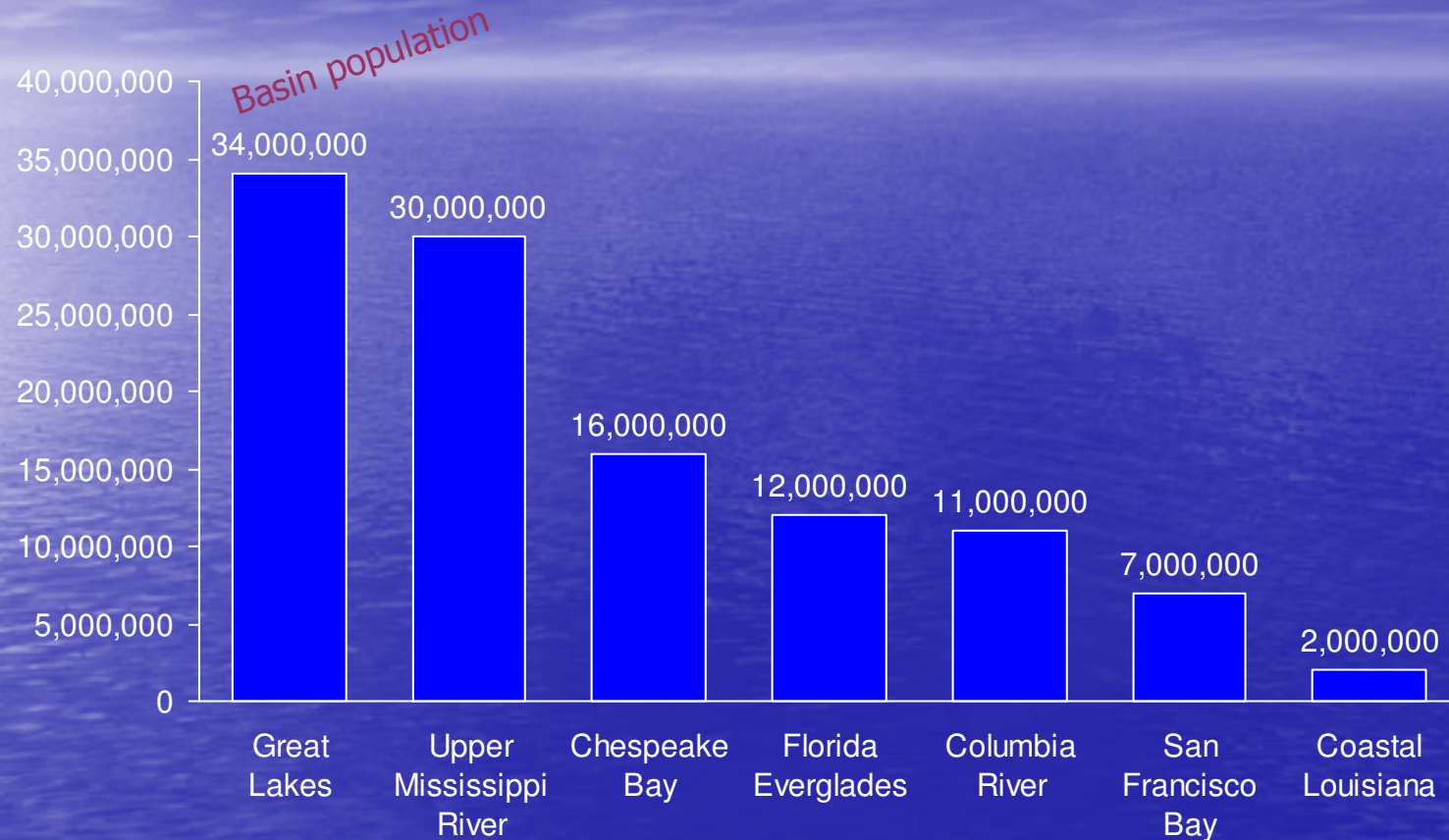
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  - 65 trillion gallons
  - 20% of world supply
- 295,000 sq.mi
  - 94,000 sq. miles of water
  - 200,000+ sq. miles of land

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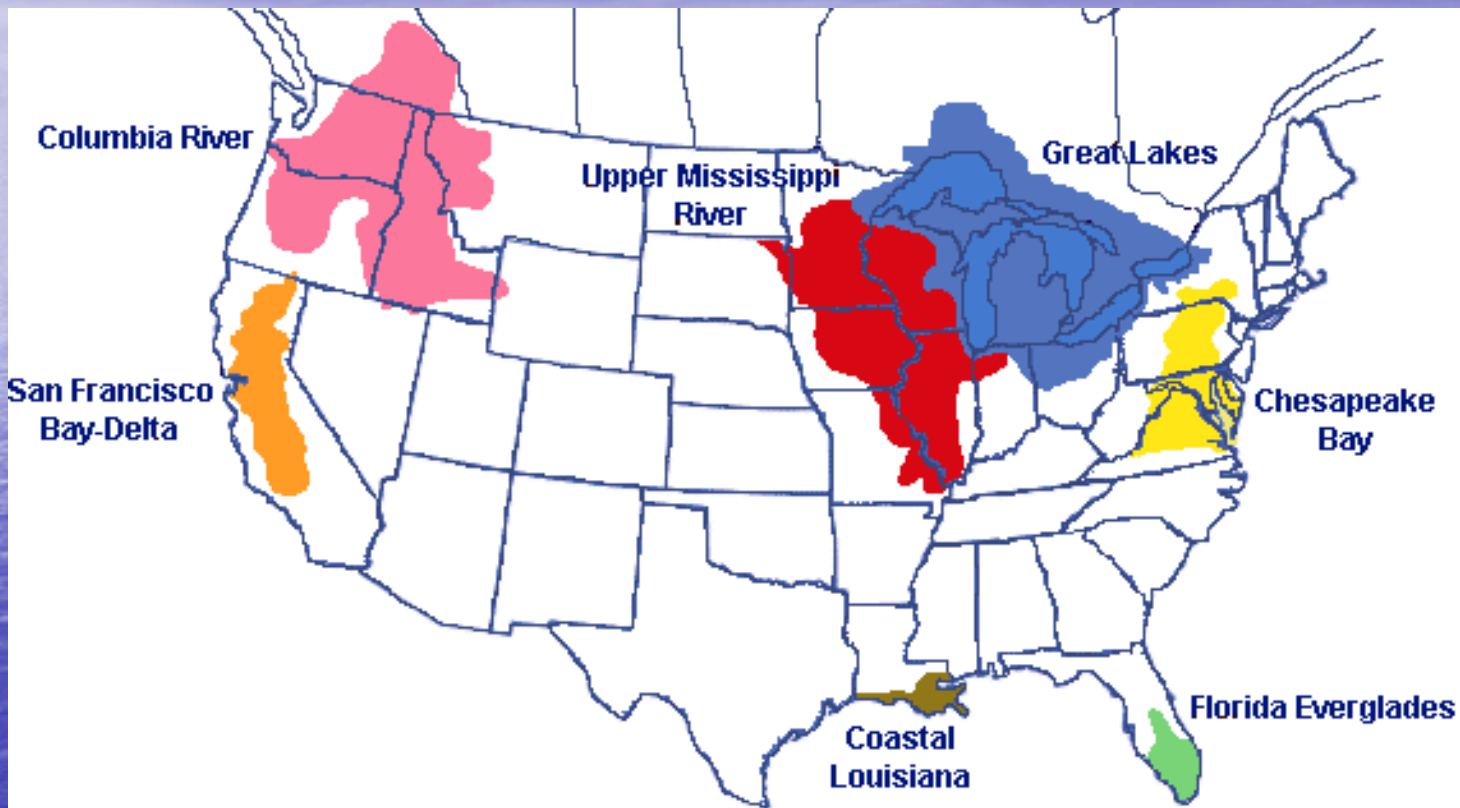




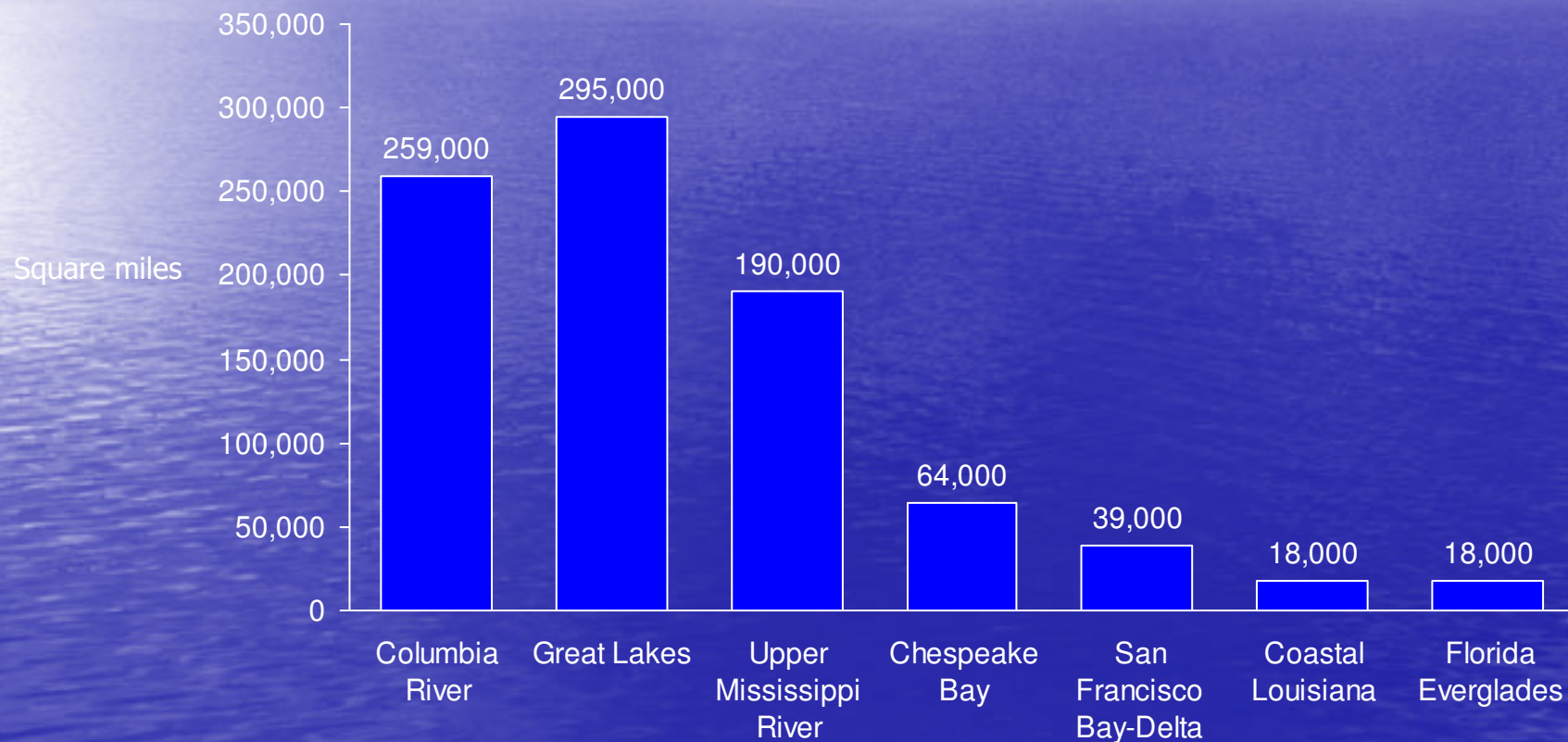
# Great Lakes Population Compared to Other Federal Restoration Areas



# Large Scale Ecosystem Restoration



# Great Lakes Geography Compared to Other Federal Restoration Areas

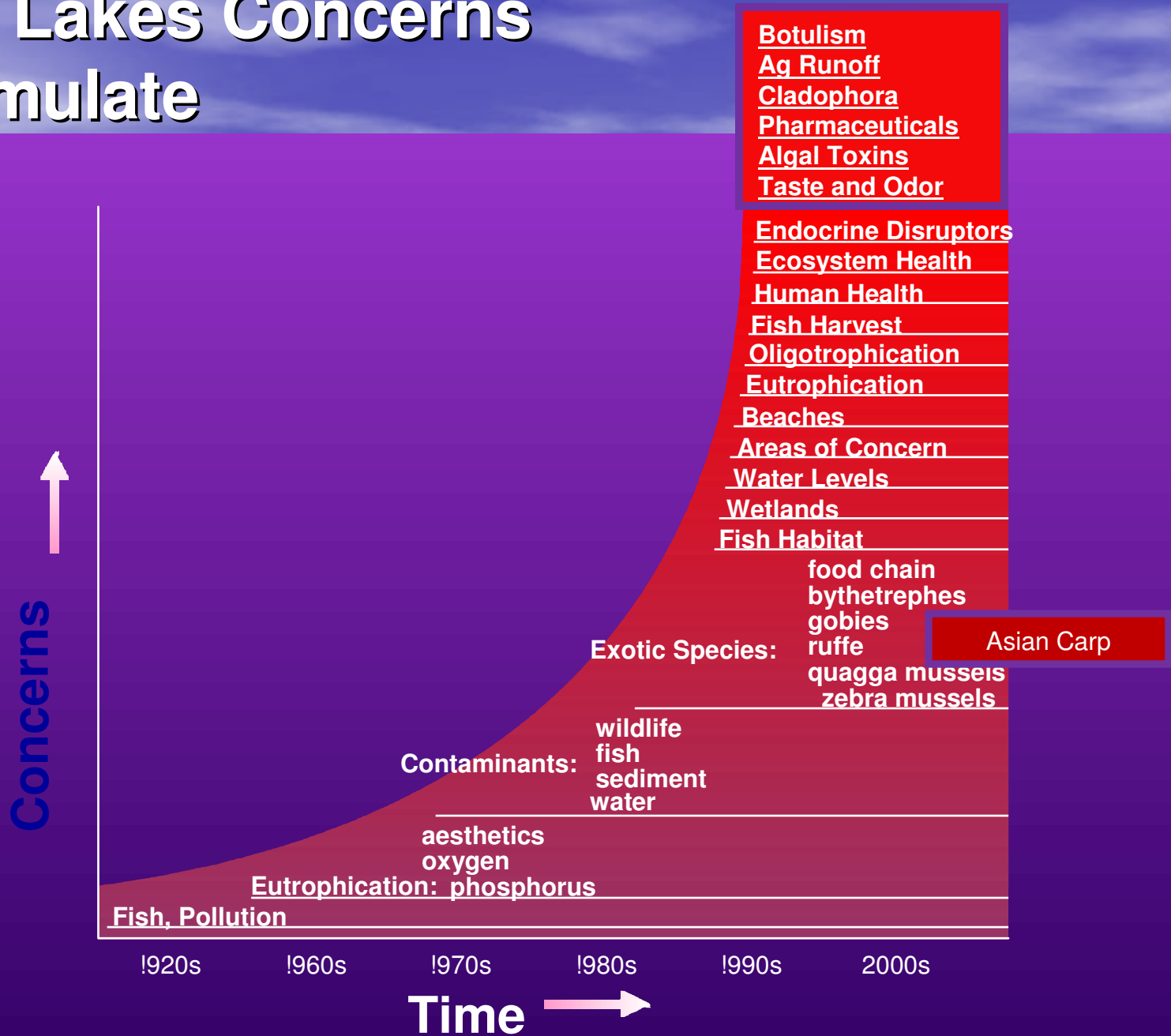




# Evolution of Regional Governance in the Great Lakes

- Resource Development Era      1780-1850
- Transition Era      1850-1900
- Federal Leadership Era      1900-1950
- River Basin Era      1950-1985
- New Era      1985- Present

# Great Lakes Concerns Accumulate



Adapted from M.Charlton, Environment Canada

# Federal- Binational Institutions



## International Joint Commission

- Boundary Waters Treaty (1909)
- Great Lakes Water Quality Agreement (1972)



## Great Lakes Fishery Commission

- U.S.-Canada Convention on Great Lakes Fisheries (1955)



# State-Provincial- Binational Institutions



## Great Lakes Commission

- Great Lakes Basin Compact (1955)
- Ontario and Quebec become Associate Members (1999)



## Great Lakes Regional Body

- Great Lakes and St. Lawrence River Basin Sustainable Water Resources Agreement (2005)

# Other Non-Federal Regional Institutions:

Great Lakes Protection Fund

Council of Great Lakes Governors

- Great Lakes-St. Lawrence Water Resource Compact Council

Great Lakes Fishery Trust

Tribal Institutions

- 1854 Treaty Authority
- Chippewa-Ottawa Resource Management Authority
- Great Lakes Fish and Wildlife Indian Commission

Great Lakes and St. Lawrence Cities Initiative

# Great Lakes Commission

- 8 Great Lakes states
- Established in 1955 via the Great Lakes Basin Compact
  - "to promote the orderly, integrated and comprehensive development, use and conservation of the water resources of the Great Lakes basin"*
  - (Article I, Section 1, Great Lakes Basin Compact)*
- 2 Canadian provinces (ONT and QC)  
*associate members since 1999*
- 3-5 delegates from each jurisdiction



# Great Lakes Commission State Delegations

IL	5	5 Gubernatorial appointees				
IN	5	5 Gubernatorial appointees				
MI	5	Governor or designee	1 Gubernatorial appointee	Attorney General or appointee	Member of Senate	Member of House
MN	5	1 Gubernatorial Appointee	2 Members of Senate	2 Members of House		
NY	5	DEC Commissioner	4 Gubernatorial appointees			
OH	5	Environmental Protection Director	DNR Director	1 Gubernatorial appointee	Member of Senate	Member of House
PA	3	3 Gubernatorial appointees				
WI	3	3 Gubernatorial appointees				

•36 total possible Commissioners

24 Gubernatorial appointees (8/8)

# Great Lakes Commission

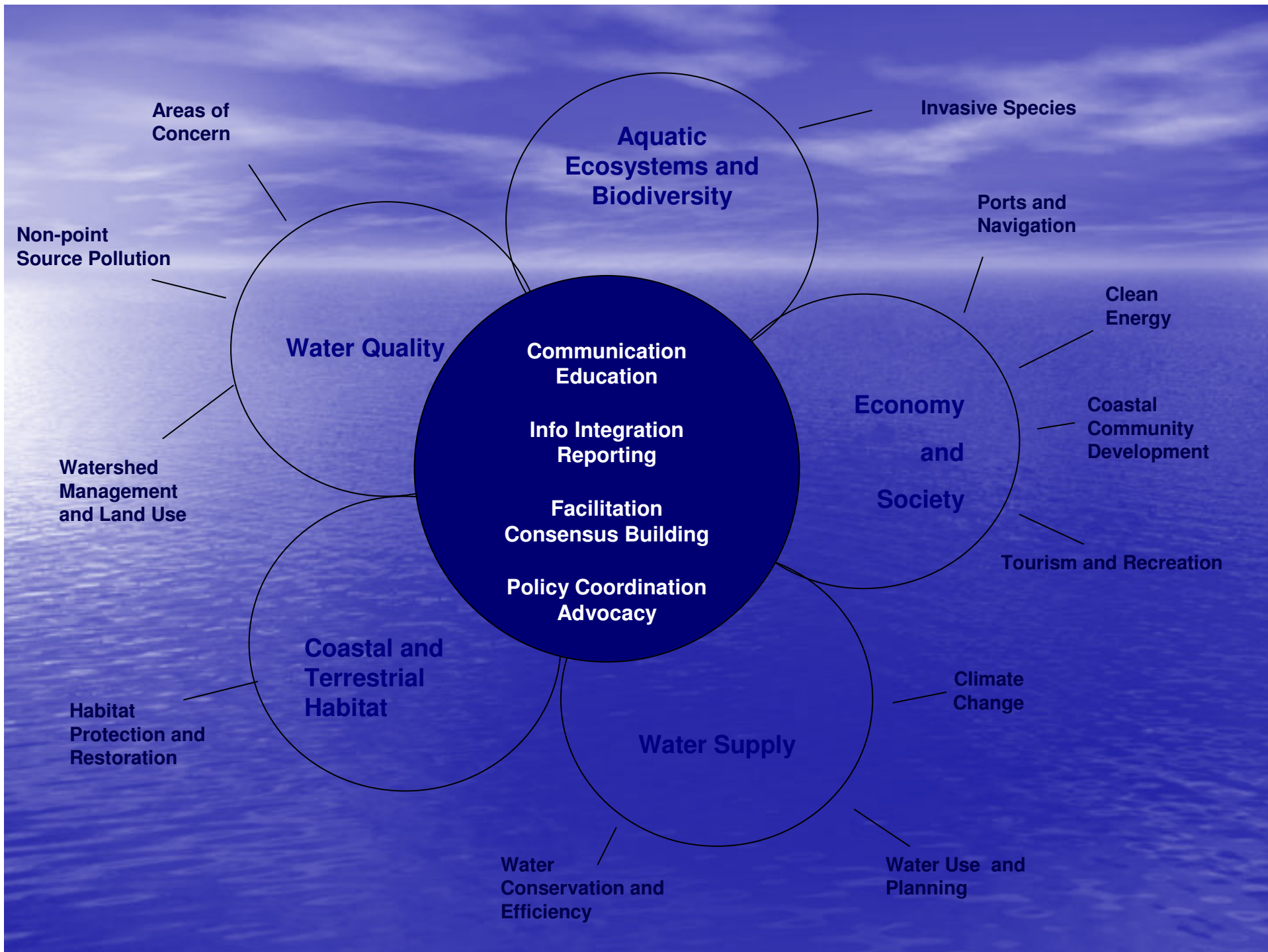
## Task Forces and Committees

1. Great Lakes Air Deposition (GLAD) Program Management Team
2. Great Lakes Dredging Team
3. Great Lakes Information Network (GLIN) Advisory Board
4. Great Lakes Panel on Aquatic Nuisance Species
5. Great Lakes Soil Erosion and Sedimentation Task Force
6. Great Lakes Wind Collaborative
7. Lake Michigan Monitoring Coordination Council
8. Michigan Statewide Public Advisory Council (SPAC)
9. National Association of Conservation Districts (NACD) Great Lakes Resource Policy Group
10. Regional Inventory of Air Toxics Contaminants Steering Committee
11. Great Lakes Phosphorous Reduction Task Force

# Great Lakes Commission Observers

- U.S. Army Corps of Engineers
- U.S. Department of Commerce
  - National Oceanic & Atmospheric Admin., Great Lakes Environmental Research Laboratory
  - Office of Ocean and Coastal Resource Management
- U.S. Department of Agriculture, Natural Resources Conservation Service
- Council of Great Lakes Governors
- U.S. Department of the Interior
- U.S. Fish & Wildlife Service
- National Park Service
- U.S. Geological Survey, Great Lakes Science Center
- U.S. Department of Transportation
  - Maritime Administration
  - St. Lawrence Seaway Development Corp.
- U.S. Dept. of Energy
- National Association of Conservation Districts; NACD Great Lakes Committee
- Alliance for the Great Lakes
- US DOT Maritime Administration
- U.S. Department Homeland Security Ninth Coast Guard District
- U.S. Environmental Protection Agency Great Lakes National Programs Office
- Great Lakes Fishery Commission
- International Joint Commission Great Lakes Regional Office
- Canadian Government (federal) Canadian Embassy
- Chippewa / Ottawa Resource Authority
- Great Lakes Sea Grant Network
- Great Lakes Observing System
- Helsinki Commission
- Coastal States Organization
- John G. Shedd Aquarium
- Great Lakes United; NWF, Ducks Unlimited





# How We Work: Consensus

- Advise Great Lakes states and provinces
  - Issue-specific committees, teams, and task forces
    - Multi-stakeholder
    - Multiple level of government
- Advocate on behalf of states
- Technical support
  - Reports, guidance documents, information and data management
- Policy support
  - formal resolutions



# What Has Not Worked?

- Rigid adherence to "turf"
- Political inertia
- Delegated authority without adequate funding
- Goals with unspecific targets and/or inadequate benchmarks

- Institutional overlap and redundancies
  - Threat of sport fishery collapse
  - Threat of large water exports
  - Inadequate monitoring and enforcement
  - Decades before delisting AOCs

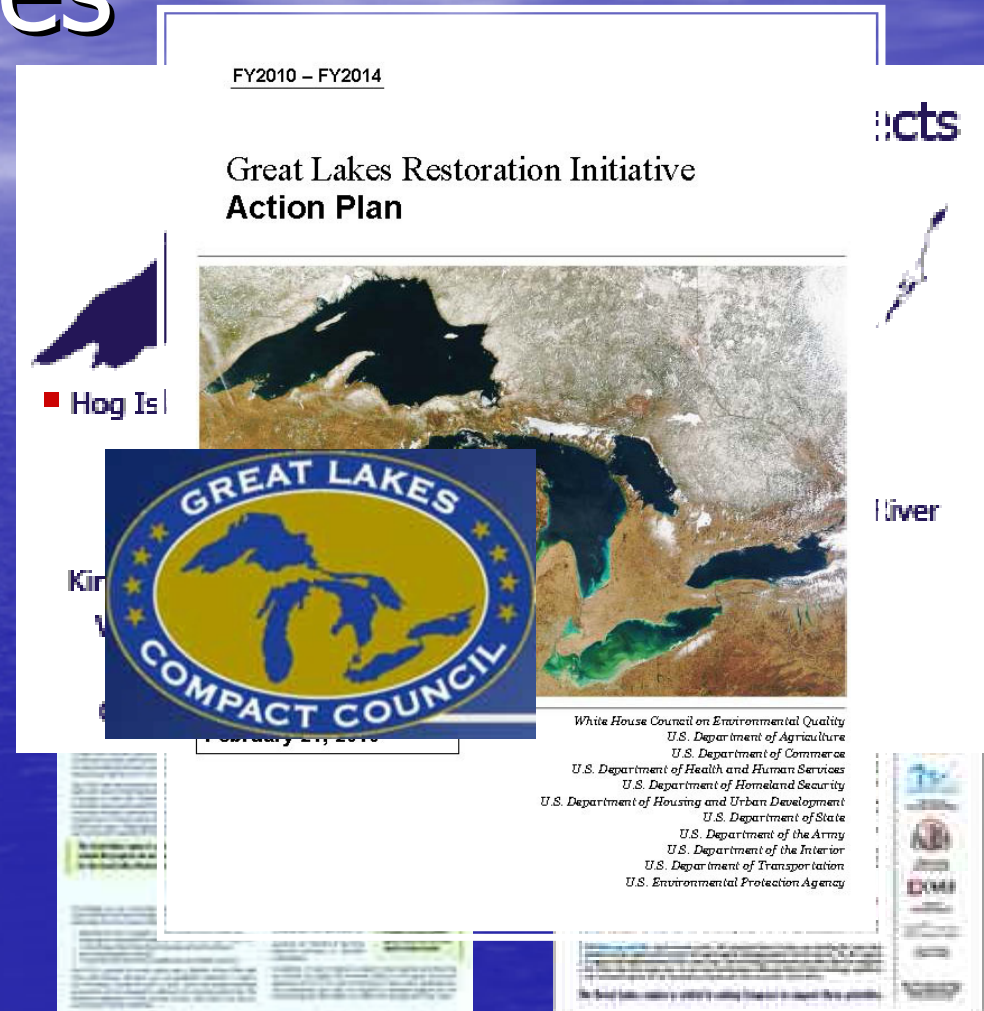


# What Has Worked?

- Legal foundations
- Building on institutional strengths
- Recognizing institutional weaknesses
- Building coalitions
- Empowering leadership

# Success Examples

- Great Lakes Restoration Initiative
- Delisting criteria for AOCs
- Water Resources Compact and Agreement
- Great Lakes Days/Great Lakes Week



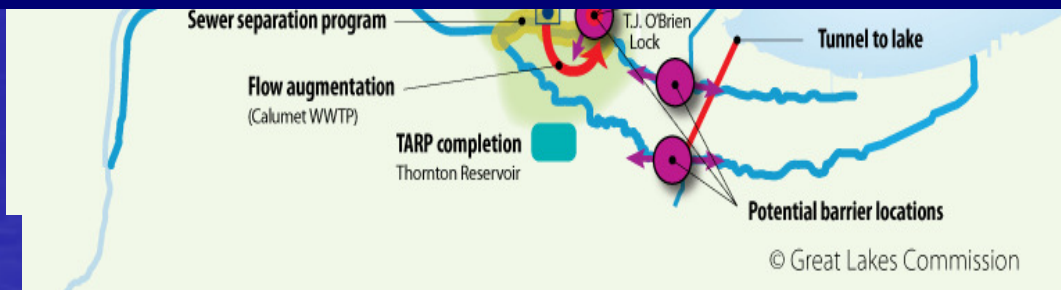


# Success Example: Restoring the Natural Divide

3 alternatives:

- a down-river single barrier between
- a mid-system alternative of four barriers on CAWS branches
- a near-lake alternative of up to five barriers closest to the lakeshore

All three include measures to improve flood management, wastewater treatment and maritime transportation, as well as stopping the inter-basin movement of aquatic invasive species.





# Many institutions: hindrance or help?

- No single institution dominates, but some have clearer authority or demonstrated leadership on selected issues
  - Some overlap
  - Demands “relevancy” check
  - Motivates innovation
  - Competition vs collaboration

➡ Criticality of partnerships

# Challenges to Integrated (federal) Approaches

- Home Rule
- Institutional survival
- Federal agency regions not aligned with GL basin
- Political inertia
- Risk averse nature of federal agencies
- No mandate for federal role
- No mandate for integration or cross-media approaches



# **Recommended Priority Areas for Federal Interagency Cooperation**

- Place-based restoration
  - Beyond AOCs
- 3-Ms: Monitoring, Metrics and Measuring progress
- Energy, water and climate
- Federal role in land use—building on CZMA
- The USACOE conundrum: linking projects with programs





Thank You

Questions?