

COMMITTEE OF THE WHOLE
WORKSHOP ON IMPLEMENTATION OF THE JOINT STRATEGIC PLAN
FOR MANAGEMENT OF GREAT LAKES FISHERIES
(REPORTS AND RECOMMENDATIONS FROM THE 18-20 FEBRUARY 1986
AND 5-6 MAY 1986 MEETINGS)

Edited by

MARGARET ROSS DOCHODA

Special Publication 88-1



Great Lakes Fishery Commission

1451 Green Road
Ann Arbor, Michigan 48105

The Great Lakes Fishery Commission was established by the Convention on Great Lakes Fisheries between Canada and the United States, which was ratified on October 11, 1955. It was organized in April 1956 and assumed its duties as set forth in the Convention on July 1, 1956. The Commission has two major responsibilities: first, develop coordinated programs of research in the Great Lakes and, on the basis of the findings, recommend measures which will permit the maximum sustained productivity of stocks of fish of common concern; second, formulate and implement a program to eradicate or minimize sea lamprey populations in the Great Lakes.

The Commission is also required to publish or authorize the publication of scientific or other information obtained in the performance of its duties. In fulfillment of this requirement the Commission publishes the Technical Report Series, intended for peer-reviewed scientific literature, and Special Publications, designed primarily for dissemination of reports produced by working committees of the Commission. Technical Reports are most suitable for either interdisciplinary review and synthesis papers of general interest to Great Lakes fisheries researchers, managers, and administrators or more narrowly focused material with special relevance to a single but important aspect of the Commission's program. Special Publications being working documents, may evolve with the findings of and charges to a particular committee. Sponsorship of Technical Reports or Special Publications does not necessarily imply that the findings or conclusions contained therein are endorsed by the Commission.

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Margaret Ross Dochoda¹

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GREAT LAKES FISHERY COMMISSION
1451 Green Road
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PREFACE

The Committee of the Whole, consisting of representatives of agencies signatory to the 1980 Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP), reconvened in 1986 to review progress under the Strategic Plan. Impetus for this review came from the Great Lakes Caucus at the 1985 State Fish and Wildlife Directors Conference held in Washington, D.C. The Caucus concluded that the major fishery problems of the Great Lakes would be most tractable within the institutional structure of the Great Lakes Fishery Commission and its strategic plan.

Ralph Abele (Pennsylvania Fish Commission), aided by his fellow steering committee members Carroll "Buzz" Besadny (Wisconsin Department of Natural Resources) and Tim Millard (Ontario Ministry of Natural Resources), chaired the 1986 Committee of the Whole meetings. Great Lakes Fishery Commission staff members Carlos M. Fetterolf, Jr., Randy L. Eshenroder, and Margaret Ross Dochoda assisted the steering committee in organizing the meetings.

Initially, it was hoped that the review could be completed in a single February workshop consisting of

- invited papers discussing progress and problems in cooperative Great Lakes fisheries management during the period 1980 - 1985,
- work groups recommending measures to agencies, the Great Lakes Fishery Commission, and lake committees, with special reference to consensus, accountability, environmental management, management information, and planning progress,
- final recommendations from the Committee of the Whole.

Unfortunately inclement weather resulted in an abbreviated workshop in February 1986. So many members of the Committee of the Whole were prevented from attending that a second meeting was scheduled for 6 May 1986 to develop policy recommendations.

During the morning of the 6 May 1986 meeting, the Committee of the Whole heard summaries from the February workshop and discussed Great Lakes fishery management needs with representatives of lake committees, the Great Lakes Fishery Commission, and their advisors. During the afternoon, Committee of the Whole members met with a few invited observers in executive session to develop policy recommendations.

Full participants in the 6 May 1986 meeting of the Committee of the Whole were:

Chairman Ralph Abele, Executive Director, Pennsylvania Fish Commission,
Jack D. Bails, Deputy Director, Michigan Department of Natural Resources,
Carroll D. Besadny, Secretary, Wisconsin Department of Natural Resources,
Mike Conlin, Fisheries Chief, Illinois Department of Conservation,

Chris I. Goddard, Area Manager of Operations Ontario, Fisheries and Oceans Canada,

Joseph H. Rutkuhn, Associate Director, Fisheries Resources, United States Fish and Wildlife Service,

Robert L. Lippson, Assistant Regional Director, Mid-Atlantic/Great Lakes, National Marine Fisheries Service,

Tim Millard, Executive Director, Ontario Ministry of Natural Resources,

Larry R. Shannon, Director, Fish and Wildlife, Minnesota Department of Natural Resources,

Joseph J. Sommer, Director, Ohio Department of Natural Resources,

Ken Wich, Director, Division of Fish and Wildlife, New York Department of Environmental Conservation.

Jim Ridenour, Director, Indiana Department of Natural Resources and member of the Committee of the Whole, was not able to attend the 6 May 1986 afternoon meeting due to a concurrent meeting of the Great Lakes Fishery Commission. He did, however, indicate his agreement with Committee of the Whole recommendations reported to the Commission on 7 May 1986.

The following people were invited as observers to the 6 May 1986 afternoon meeting of the Committee of the Whole:

Tom Busiahn, Fisheries Biologist, Great Lakes Indian Fish and Wildlife Commission,

Howard N. Larsen, Regional Director, Region 5, United States Fish and Wildlife Service,

Joseph K. Lumsden, Chairman, Chippewa Ottawa Treaty Fishery Management Authority,

Harvey K. Nelson, Regional Director, Region 3, United States Fish and Wildlife Service.

Workshop organizers are particularly grateful to those people who agreed to serve as work group chairmen and facilitators: Ralph Abele (Pennsylvania Fish Commission), Jim Addis (Wisconsin Department of Natural Resources), Carroll "Buzz" Besadny (Wisconsin Department of Natural Resources), Ron Christie (Ontario Ministry of Natural Resources), Doug Jester (Michigan Department of Natural Resources), Jim Kitchell (University of Wisconsin), Chuck Krueger (Cornell University), Tim Millard (Ontario Ministry of Natural Resources), George Spangler (University of Minnesota), and Ken Wich (New York Department of Environmental Conservation). Chuck Krueger also served the Committee of the Whole as facilitator in its final deliberations.

Margaret Ross Dochoda
19 January 1988

OVERVIEW STATEMENT

GREAT LAKES CAUCUS OF THE
1985 STATE DIRECTORS' FISH AND WILDLIFE CONFERENCE

by

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Great Lakes Caucus - 1985

Overview Statement

The Great Lakes Caucus Group (GLCG) listed and reviewed 40 major areas of concern relating to management of the Great Lakes fishery. From this list five major topics were developed as priority issues requiring further considerations. In the process of identifying the critical issues and strategies that pertain to Great Laker fisheries in the 1980's, the Great Lakes Caucus of the 1985 State Directors Fish and Wildlife Conference determined that the previously adopted Strategic Great Lakes Fishery Management Plan (GLFC-1980) was still relevant, but that a review of the progress achieved in plan implementation is needed. The GLCG believes that the key issues concerning the need for integrated fishery management plans for each lake, for improved interjurisdictional coordination, for greater emphasis is on environmental problems, for coordinated enforcement, and for directed research could be handled within the framework established in the strategic plan developed under the aegis of the GLFC. Therefore, a key recommendation of the caucus involves a reconvening of the original body which oversaw and implemented the strategic plan. This body was known as the **Committee** of the Whole (COW) and consisted of agency directors. A steering committee, with two members of the COW, will petition the GLFC to reconvene the COW, seek Canadian participation, and assist in preparation of the meeting agenda, which will mirror concerns identified by the GLCG.

As the principal Federal agencies and sponsors of the 1985 State Directors Fish and Wildlife Conference, the Fish and Wildlife Service and the National Marine Fisheries Service should assume the lead in communicating the issues and recommendations of the GLCG to the appropriate authorities or organizations that will be involved in coordination and implementation. These recommendations represent the collective views and consensus of the participating Great Lakes States represented (WI, MI, MN, NY, and PA), the GLIFWC, FWS, NMFS, and the SFI. More specifically, those **recommendations** that relate to coordination by the GLFC should be appropriately addressed to that organization. The other agencies and Organizations involved should also be guided by these recommendations in planning and budgeting program activities concerning the Great Lakes fishery resources.

¹Excerpted from Proceedings of the 1985 State Fish and Wildlife Director's Conference. Washington, D.C.. 4-6 June 1985. U.S. Department of Commerce, National Marine Fisheries Service and U.S. Department of Interior, Fish and Wildlife Service. 181 pp.

ASSUMPTIONS 1983-1990

- o Fewer Federal dollars--related to different institutional priorities
- o More positive attitude on interjurisdictional relationships
- o Greater fOCUS on water USE
- o Continued expansion of interest in fishery resourCes
- o Improved water quality
- o More awareness of contaminants
- o Greater focus on economic values
- o Increased program emphasis by FWS and EPA
- o Low-key but supportive role of NMFS

LIMITATIONS TO CURRENT GREAT LAKES FISHERY PROGRAMS

- o Substantial differences in staffing, fiscal, and program priorities
- o Increased overall workloads
- o Understanding roles of various Great Lakes organizations
- o Authority of these organization to implement recommendations --presently too informal
- o Little involvement by policy-level people in implementation of the Strategic Groat Lakes Fishery Management Plan

ISSUES

- I. Implement integrated **strategic** planning building upon the framework established by the **"Strategic for Groat Lakes Fishery Management** Plan (GLFC).'
 - o Strategies
 1. Reconvene the Committee of the Whole within the auspices of GLFC to:
 - a. examine the institutional arrangement to achieve fish management and environmental protection objectives,
 - b. review and update the existing plan, and

- c. invite participation of tribes in planning process.
- 2. Use the Commission **as** the **primary coordinating** body for fishery management of the Great Lakes.
- 3. Develop and refine implementation Procedures; i.e., Lake Management Plans,
- 4. **Formulate** an ecologically based data management system.
- 5. Implement a common resource inventory
- 6. Develop and adhere to fish community (multi-species) objectives within the context of lake management planning,
- 7. Develop more effective mechanisms for public involvement and dissemination of information to the public.

II. Seek more efficient and effective interjurisdictional **relationships.**

0 **Strategies**

- 1. Press for more consistent fish management and environmental protection policies and practices at international, Federal, and interstate levels.
- 2. Integrate tribal (interests policies) with other governmental (programs entities).
- 3. Formulate realistic fish stock allocation systems between tribes and States and among States and the Province of Ontario,
- 4. Call upon GLFC to implement systems that will provide mechanisms for more effective interjurisdictional coordination.

III. Give priority emphasis to **environmental** quality **issues.**

0 **Strategies**

- 1. Improve interagency coordination and reduce conflict among environmental quality institutions.
- 2. Establish uniform contaminant analysis techniques for determining levels in fish.
- 3. Formulate a common policy and methods for establishing fish **consumption.**

4. Achieve a better understanding of the meaning of health-risk assessment and health advisories.
5. Establish a better and more comprehensive definition of relationship between environmental quality parameters and fisheries.
6. Determine impacts of specific environmental changes on fishery resources*
7. Develop more effective vehicles for dissemination of information to the public.

IV. **Develop** more effective **enforcement**.

0 Strategies

1. Review the GLFC Report of Law Enforcement Workshop and recommend course of action.
2. Examine the need for coordination with environmental enforcement programs.

V. Establish priorities for existing fishery programs and projects that are essential to fishery **rehabilitation development** and **use**.

0 Strategies

1. Maintain long-term data series to formulate and support management decisions.
2. Assess fish stock relationships to enable definition of predator-forago balance.
3. Maintain emphasis on lamprey control and related research as an essential element in fishery management.
4. Target fishery research efforts to meet high priority management needs.

Follow-up Action to the
Groat Lakes Caucus **Recommendation**

The Great Lakes Caucus included representatives of the participating Great Lakes States (all except Ohio), the Great Lakes Indian Fish and Wildlife Commission, FWS, NMFS and the sport Fishing Institute. The recommendations represent the collective views and consensus of the caucus participants.

Recommendations:

It was the recommendation of the Great Lakes Caucus that the Fish and Wildlife Service and the National Marine Fisheries Service should assume the lead in communicating the issue and recommendations of the Great Lakes Caucus to the appropriate authorities or organizations that will be involved in coordination and implementation. More specifically, those recommendations that relate to coordination by the Great Lakes Fishery Commission (GLFC) should be appropriately addressed to that organization. The other agencies and organizations involved should also be guided by these recommendations in planning and budgeting program activities concerning the Great Lake8 fishery resources.

Planned Activity:

The FWS in fulfilling the responsibilities identified in Statement of Responsibilities and Role will continue to be involved in pursuing an active coordinating role in fishery resource issues of the Great Lakes.

NMFS will concentrate agency attention to the following:

- (1) Advice and assistance to commercial fishing interests with financial assistance, S-K and P.L. 88-309 programs.
- (2) Environmental and fishery interaction programs.
- (3) Habitat management planning.
- (4) Coordination of other NOAA programs, such as Sea Grant, to assure assistance to the States in implementing the "Strategic Plan for Great Lakes Fisheries."
- (5) Assistance to the U.S. Fish and wildlife Service and the Great Lakes Fishery Commission in programs of mutual interest as permitted by available resources.,

**COMMITTEE OF THE WHOLE
WORKSHOP ON IMPLEMENTATION OF
THE JOINT STRATEGIC PLAN FOR MANAGEMENT OF
GREAT LAKES FISHERIES (SGLFMP)**

The Sheraton Centre
123 Queen Street West
Toronto, Ontario

18-20 February 1986

AGENDA

**TUESDAY P.M. - PLENARY SESSION ON PROGRESS IN COOPERATIVE GREAT LAKES FISHERIES
MANAGEMENT (1980-1985)**

(With special reference to roles of SGLFMP signatory agencies, the Great Lakes Fishery Commission, and Lake Committees in implementing strategies and related procedures for consensus, accountability, environmental management, and information management.)

- 1300h 1. Call to order and introduction
- a. Call to order. Ralph Abele (Pennsylvania Fish Commission)
 - b. Welcome. Bill Horn (U.S. Department of the Interior), Chairman, Great Lakes Fishery Commission
 - c. Workshop organization, rationale, and product. Ralph Abele (Pennsylvania Fish Commission)
 - d. Commission structure and function, and its role in the SGLFMP process. Carlos Fetisov (Great Lakes Fishery Commission)
- 1345h 2. Lake Superior goals, issues, progress and problems. Lake Superior Committee Chairman Dick Hassinger (Minnesota Department of Natural Resources)
- 1400h 3. Function and structure of technical committees of Lake Committees, their strengths and weaknesses, and recommendations for improvement. Art Holder (Ontario Ministry of Natural Resources) and Dick Pycha (U.S. Fish and Wildlife Service)
- 1415h 4. Lake Michigan goals, issues, progress and problems. Lake Michigan Committee Chairman Jim Addis (Wisconsin Department of Natural Resources)
- 1430h 5. Lake Huron goals, issues, progress and problems. Lake Huron Committee Chairman Ron Christie (Ontario Ministry of Natural Resources)
- 1445h 6. Achieving consensus - weaknesses and strengths and approaches for speeding and smoothing the process. Russ Scholl (Ohio Department of Natural Resources) and Lee Kernan (Wisconsin Department of Natural Resources)
- 1500h **BREAK**
- 1530h 7. Lake Erie goals, issues, progress and problems. Lake Erie Committee Chairman Ken Paxton (Ohio Department of Natural Resources)
- 1545h 8. Lake Ontario goals, issues, progress and problems. Lake Ontario Chairman Eric Gage (Ontario Ministry of Natural Resources)
- 1600h 9. The importance of personal and institutional accountability in the SGLFMP process and committee activities. Tim Millard (Ontario Ministry of Natural Resources)
- 1615h 10. Council of Lake Committees - progress on basinwide issues. Council of Lake Committees Chairman Jim Addis (Wisconsin Department of Natural Resources)
- 1630h 11. Merging environmental management with fisheries management. Habitat Advisory Board Chairman Bill Pearce (New York Department of Environmental Conservation)

- 1645h 12. Indian role in the SGLFMP process. Henry Buffalo (Great Lakes Indian Fish and Wildlife Commission) and Joe Lumsden (Chippewa-Ottawa Treaty Fishery Management Authority)
- 1700h 13. Issues and progress, and approaches for implementing the strategy for management of information. George Spangler (University of Minnesota) and Jon Stanley (U. S. Fish and Wildlife Service)
- 1715h Announcements and adjournment for the day
- 1800h RECEPTION - hosted by Great Lakes Fishery Commission

WEDNESDAY - WORKSHOP SESSIONS

- 0730h GROUP BREAKFAST (for the Committee of the Whole and Lake Committees)
- 0830h Work groups convene
- A. Consensus - recommendations to signatory agencies, GLFC, and Lake Committees for improved implementation of SGLFMP's consensus strategy. Chairman - Jim Addis (Wisconsin Department of Natural Resources) Facilitator - Ron Christie (Ontario Ministry of Natural Resources)
 - B. Accountability - recommendations to signatory agencies, Great Lakes Fishery Commission, and Lake Committees for improved implementation of SGLFMP's accountability strategy. Chairman - Tim Millard (Ontario Ministry of Natural Resources) Facilitator - George Spangler (University of Minnesota)
 - C. Information Management - recommendations to signatory agencies, Great Lakes Fishery Commission, and Lake Committees for improved implementation of SGLFMP's information management strategy. Chairman - Ken Wich (New York Department of Environmental Conservation) Facilitator - Doug Jester (Michigan Department of Natural Resources)
 - D. Environmental Management - recommendations to signatory agencies, Great Lakes Fishery Commission, and Lake Committees for improved implementation of SGLFMP's environmental management strategy. Chairman - Buzz Besadny (Wisconsin Department of Natural Resources) Facilitator - Jim Kitchell (University of Wisconsin)
 - E. Planning Progress - past accomplishments, future needs, milestones. Chairman - Ralph Abele (Pennsylvania Fish Commission) Facilitator - Chuck Krueger (Cornell University)
- 1200h GROUP LUNCH
- 1300h Work groups reconvene
- 1700h Adjourn

EVENING Chairmen, facilitators, and helpers prepare reports and briefing material for next day's Committee of the Whole meeting.

THURSDAY A.M. - COMMITTEE OF THE WHOLE DELIBERATIONS

- 0830h Committee of the Whole receives reports from work group chairmen and facilitators and drafts recommendations to signatory agencies, Great Lakes Fishery Commission, and Lake Committees.
- 1200h Adjourn

17 February 1986

STRUCTURE AND FUNCTION
OF THE GREAT LAKES FISHERY COMMISSION, AND THE COMMISSION'S ROLE
IN THE JOINT STRATEGIC PLAN FOR MANAGEMENT
OF GREAT LAKES FISHERIES

by

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Great Lakes Fishery Commission

ESTABLISHED BY CONVENTION BETWEEN CANADA AND THE UNITED STATES TO IMPROVE AND PERPETUATE FISHERIES

STRUCTURE AND FUNCTION OF THE GREAT LAKES FISHERY COMMISSION, AND THE COMMISSION'S ROLE IN THE JOINT STRATEGIC PLAN FOR MANAGEMENT OF GREAT LAKES FISHERIES

Carlos M. Fetterolf, Jr.
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Ann Arbor, Michigan 48105

Presented to the
Committee of the Whole
Workshop on Implementation of the Joint Strategic Plan
for Management of Great Lakes Fisheries

18-20 February 1986
Toronto, Ontario

It's always difficult to know where to start on this subject when addressing an audience such as this. Some of you are as familiar with the subject as I am and others we experiencing their first association with the Committee of the Whole (COW), Great Lakes Fishery Commission (GLFC), and the Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP). Unfortunately for some, I must start at the beginning when officials from the U.S. State Department, Canadian Department of External Affairs, Great Lakes states, the Province of Ontario, the Canadian and U.S. federal fishery agencies and fishery interest groups were finally able to put together the Convention on Great Lakes Fisheries in 1955. I say "finally" because several efforts to establish international commissions and/or effective complementary regulations and management programs had failed repeatedly since the first recorded international Great Lakes fishery negotiation with which I'm familiar, 1893. The Convention was signed in 1955 because of three special situations: (1) the delegates did not include granting

regulatory authority to **an** international commission because they knew from past experience that the states would not give Up that authority; (2) the **sea** lamprey had invaded the **upper**lakes end together with **overfishing** had reduced the commercial catch of lake trout from Lakes Huron and Michigan by 99%; and (3) the universal agreement that rehabilitation of the fisheries was a job on which everyone had to work together.

Knowing this background it is predictable that the opening words Of the Convention would be,

"The Government of the United States of America and the Government of Canada,
Taking note of the interrelation of fishery conservation problems and of the desirability of advancing fishery research in the Great Lakes,

Being aware of the decline of some of the Great Lakes fisheries,

Being concerned over the serious damage to some of these fisheries caused by the parasitic sea lamprey and the continuing threat which this lamprey **constitutes** for other fisheries,

Recognizing that joint and coordinated efforts by the United States of America and Canada are essential in order to determine the need *for* and the type *of* measures which will make possible the maximum sustained productivity in Great lakes fisheries of common concern have agreed as follows....."

In Article IV the Commission was assigned the following duties:

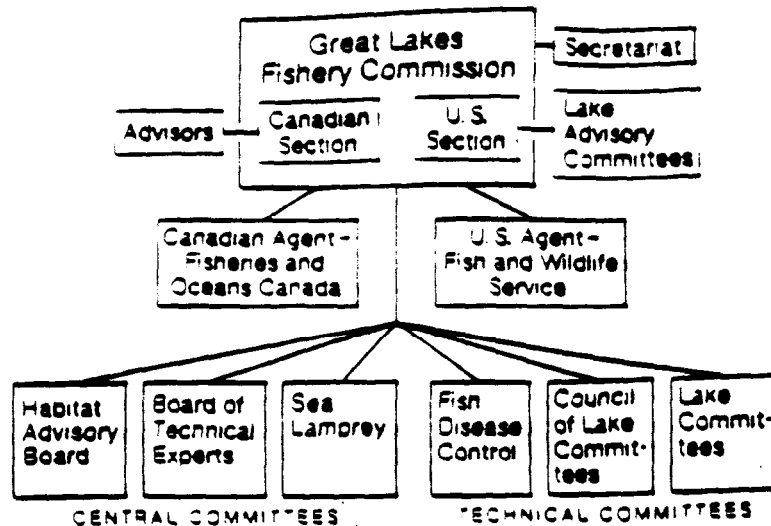
- "(a) To formulate a research program or programs designed to determine the need for measures to make possible the maximum sustained productivity of any stock *of* fish in the Convention Area which, in the opinion of the Commission, is of common concern to the fisheries *of* the United States *of* America and Canada and to determine what measures are best adapted for such purpose;
- (b) To coordinate research made pursuant to such programs and, if necessary to undertake such research itself:

- (c) To recommend appropriate measures to the Contracting Parties on the basis of the findings of such research **programs;**
- (d) To formulate and implement a comprehensive program for the **purpose** of eradicating or minimizing the sea lamprey populations in the Convention Area; and
- (e) To publish or authorize the publication of scientific and other information obtained by the Commission in the performance of its **duties."**

In summary the Convention established the Commission to develop and coordinate fishery research and management, to advise governments on **measures** to improve the fisheries, and to develop measures and implement programs to control sea lamprey.

The Commission is composed of two national **sections**, each with one vote. Each national section has four members appointed respectively by the Governor General of Canada and by the U.S. President. The Commission carries out its responsibilities for sea lamprey control and research through its contract agents, the U.S. Fish and **Wildlife** Service and Fisheries and Oceans Canada. The Commission's \$6.8 million (FY 1986) sea lamprey program is funded 69% by the U.S. and 31% by Canada. This ratio is based on the value of the lake trout and whitefish commercial catch in **pre-sea** lamprey days.

The Commission pursues much of its program through a committee structure involving representatives of the agencies with mandates for fishery management and **research**, and the academic community. **Representatives** of all **these groups are** present today. Many will address you formally today and all will participate actively in tomorrow's workshops.



Members of the central committees are appointed by the Commission and include Commissioners in their structure. The Habitat Advisory Board **advises** the Commission on a wide range of fishery-related habitat/water quality and quantity **issues**. HAB **assists** the Commission in its role **as** an advocate for fishery resources and **as** a catalyst **for** the development of improved habitat **assessment** and management capabilities.

The Commission depends in part on its Board of Technical Experts for advice, recommendations on program direction, synthesis of scientific, social, and economic **opinion, the vetting** of research proposals, and **recommendations on publications**.

The Sea Lamprey Committee recommends policy, **provides** guidance and **is** developing methods to measure the efficiency and **effectiveness** of the control program. It is currently attempting to match the level of **lamprey** control according to the needs of the various fisheries.

Members of the technical committees are **appointed** by the fishery **agencies**. The **Fish Disease Control** Committee deals with fish health **policies and** the programs at **federal, state, provincial** and private hatcheries. The committee has developed a **Model** Fish Disease Control Program to provide guidance in this sensitive interstate-international area.

The lake committees and the Council of Lake Committees have a major role in transboundary **issues**. A lake committee is made **up** of a senior staff member from each agency administering the fishery, assisted by experts and advisors from all agencies concerned. Lake Committees are on the management/research firing line. They develop and coordinate studies and encourage implementation of their **findings**. The members appoint internal technical committees to advise them **on issues** such as coordination of forage base assessment and stocking programs, calculation of total allowable catch for critical **species**, determining minimum size **restrictions**, allocating **harvest** among jurisdictions, choosing genetic strains for stocking purposes, and developing tactical management plans for various species.

The Council of Lake Committees consists of all the lake committee members. The Council considers matters which affect more than one lake and makes recommendations to lake committees, agencies and the Commission. **In** 1983 the Council determined there was a need for closer **cooperation** between regulatory activities and fishery management throughout the basin. A workshop on the subject was held which resulted in **formation** of a new committee to **integrate** law enforcement **as** a working component of fishery plans and planning. The Committee currently functions under the Council.

Joint Strategic Plan for Management of Great Lakes Fisheries

Planning must have been the rage in 1978, because the Great Lake **Basin** Commission wanted to work with the GLFC to develop a Great Lakes fishery management plan. The U.S. Fish and Wildlife Service offered the **Commission** a sample

plan. And the Council of Lake Committee% recognizing that threats to the fishery resource and **opportunities** for managing the **fishery** required greater capability than **any** one agency **or** government could provide, recommended that the **Fishery Commission** develop a strategic plan for management of Great Lakes fisheries. The Commission accepted the **Council's** challenge. As in so much of its work, the Commission agreed to facilitate the joint efforts of its **cooperators** by **providing** guidance at the policy level and a neutral, **resource-oriented** forum in which mutually beneficial Programs could be developed. The Commission established the first Committee of the Whole made up of 11 agency directors/ministers. The Committee, which had **veto** power over the final product, supported development of the plan and committed talented **personnel** from its member agencies. Two years later in Ottawa, your agency leaden **signed** their ph.

The plan strives: "To secure fish **communities**, based on **foundations** *of stable* **self-sustaining** stocks, supplemented by judicious plantings of **hatchery-reared fish**, and to provide from these communities an optimum contribution of fish, fishing **opportunities** and associated benefits to meet needs identified by society *for*: wholesome food, recreation, employment and income, and a healthy human environment."

The agencies identified five general issues: lost fishing opportunities, unstable **fish** communities, inadequate environmental quality, conducts and competition among users, and inadequate access to the resource.

The plan **provides** four **strategies** for dealing with the issues and achieving the goals. Four of tomorrow's work **groups** will focus on the **effectiveness** of these strategies in the interagency management of Great Lakes fisheries.

The first **strategy** is consensus. A frequent obstacle to effective resolution of **issues** is a lack of cooperative agency action. *Even when a clear* common purpose **is** agreed **upon**, individual agencies are sometimes unable to **perform** effectively for want of adequate financial or political support, **Clearly**, the establishment of consensus (**see** Appendix of SGLFMP for a definition) among agencies would not only strengthen all of

them in their individual requests for **support** of needed management initiatives but would also provide a **good deal** of incentive to act in accordance with the **group** interest and intent. **Therefore, "Consensus** must be achieved when management Will **significantly** influence the interest of more than one **jurisdiction."**

The second strategy is accountability, "Fishery management agencies **must** be openly accountable **for** their performance." Each agency will keep **others** *informed on* their programs, operational objectives, targets, and performance.

The third strategy is enVirOnmental management, "Fishery **agencies** shall **endeavor** to obtain full consideration by the Great Lakes environmental management agencies of the potential impacts of their activities and decisions on *fishery needs* and objective." Many current fishery problems are environmental quality problems. **Fishery agencies** *often* lack jurisdiction and adequate influence over environment management **decisions. This** strategy encourages the fishery agencies to **work** with the **environmental** agencies to identify the impacts of environmental **actions** on the **fishery resource.**

The fourth strategy is management information, "**Fishery agencies** must cooperatively develop means of measuring and predicting the **effects of** fishery and environmental management decisions." Good fishery management depends on good information about fish populations, catches and habitat. To obtain the **information** necessary for high quality management, compatible data **collection,** storage and retrieval systems are the first step.

The Strategic Plan listed thirteen strategic procedures and outlined **responsibilities** for the lake committees, fishery agencies and the GLFC. The fifth work group tomorrow will *focus on* **progress** made in many of these procedures paraphrased below.

Lake Committees - Each committee Will define objeCtiVes *far* the fish community of its lake. The committeea will develop ways to measure progress toward achieving their objectives. The committees will identify environment&l **issues** which stand in the way of achieving their objectives and report **unresolved** issues to the Great Lakes Fishery

Commission. The **lake** committees will **also** negotiate **significant agency proposals** until **consensus is achieved**. If **consensus** is not **reached**, an **affected** Party may request a hearing **before** the Fishery Commission. Each year the committees will report **their** progress and make recommendations to the agencies and the Great Lakes Fishery Commission.

Fishery Agencies - The fishery agencies should identify their **plans** for achieving the community and environmental objectives defined by the lake committees. All substantive changes in agency practices should be submitted to the appropriate lake committee before they are implemented. Any change which one agency *feels* will significantly affect its fishery resource can be negotiated in the lake committee until **consensus** is reached. Annually, fishery agencies should **report** their Progress on achieving mutual objectives to the lake committees. **Agencies** are **encouraged to** provide fishery data to other agencies and develop compatible information **management systems**.

GLFC - The Great Lakes Fishery Commission will set up a **board** of **experts** on fishery habitat to provide technical assistance to the lake committees as they define the environmental objectives essential to achieving their **fishery objectives**. The Commission will refer environmental problems interfering with fishery objectives to the appropriate state, provincial, federal or international agency. When consensus cannot develop ways to predict the *effects* of environmental management decisions, the commission will be a central source *for* keeping track of research and management information, both existing data and **proposed** work. It will coordinate the development of assessment data, catalogue fishery assessment and research programs, and publish Great Lakes fishery management experiences. In its annual reports, the Commission shall include a summary of the lake committee reports and recommendations.

Tommorrow's Workshops

Each attendee **has been preassigned** to **one** Of the five workshops dealing with **the** four **strategies (consensus, accountability, environmental management and management information)** and with planning and **progress** under SGLFMP. What should develop in the workshops is an examination of the use of the strategies in the **procedures** and the *efficiency of the* **process**. For example, how has **consensus** worked in **establishment** of fish community goals and species management plans? There are **often** a **couple** of stumbling blocks involving agencies. The first where one agency **brings** its position to the table *after* it has been through the agency's in-house planning **track**. There is little room for modification. The second is the inability **of** a lake committee **member** to commit to a plan without taking it **back`through** the in-house planning **process**. **Paralysis occurs** if there has not been sufficient intra- and interagency contact before the plans reach final **stages**. **Suggestion:** Explore the potential *of* further interplay among agencies in the lake committee planning process.

There has been uneven use of the consensus strategic procedure, "Each agency should submit all substantive changes from existing practice to the appropriate Lake Committee before implementation." Ohio DNR has been most faithful to **this** procedure. *AU* states and Ontario *follow* it in matters of exotics introduction (except for super salmon). However, some management changes such as making Pacific salmon a commercial species, quota management, etc., have not been run past lake committees *before* implementation. **Suggestion: Discuss** intent of consensus strategy and define **"substantive changes."**

The Secretariat has provided each work group's chairman and facilitator with topics for discussion which should lead to answers regarding the success *of* the plan to date.

In the workshop deliberations the **discussants** will become familiar with the **Commission's** role and actions related to the plan. Can the Commission be more effective in the implementation *of* the plan? How?

The Great Lakes Caucus

Against this background the workshop Participants should also measure past **progress** and future potential for progress on the **issues** raised by the participants the Great **Lakes** Caucus at the 1985 State Fish and Wildlife Directors Conference (Anonymous 1986):

- I. Implement integrated strategic planning building upon the framework established by SGLFMP.
- II. Seek more efficient and effective interjurisdictional relationships.
- III. Give **priority** emphasis to environmental quality **issues**.
- IV. Develop more effective enforcement.
- V. Establish priorities for existing fishery programs and **projects** tht are essential to fishery rehabilitation development and use.

Conclusion

This afternoon and tomorrow we will find a few successes, but discover many more failures. We *will* be alternately proud, then puzzled, then embarrassed, then creative. We will try to correct our course and establish new directions leading to bright futures for fisheries of the Great Laku. In doing so, we shall find solace in the words of Kenneth Boulding(1972),

It's nice to be the drafter of a well-constructed plan,
For spending lots of money far the betterment of Man,
But Audits are a threat, far it is neither games nor fun
To look at **plans** of yesteryear and ask, 'What have we done?'
And **learning** is unpleasant when we have to do it fast,
So it's **pleasanter** to contemplate the future than the past."

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LAKE SUPERIOR GOALS, ISSUES
PROGRESS AND PROBLEMS

by

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LAKE SUPERIOR GOALS, ISSUES PROGRESS AND PROBLEMS

Presented to Committee of
the whole GLFC
Workshop on SGLFMP

INTRODUCTION

An account of the accomplishments and problems from a five year perspective of "A JOINT STRATEGIC PLAN FOR MANAGEMENT OF THE GREAT LAKES FISHERIES (SGLFMP)" for Lake Superior requires a brief historical review as well as a future look. A snapshot of five years can only have value when viewed in the context of where we have been and where we should go. The major effort on Lake Superior has been the lake trout rehabilitation program. Lake Superior was expected to demonstrate how lake trout could be restored and in the first five years of SGLFMP, the Lake Superior Committee has concentrated on that effort.

THE EARLY YEARS (1960-1980)

The initial meetings of the Lake Superior agencies under auspices of the Great Lakes Fishery Commission demonstrated the cooperative efforts necessary to achieve lakewide lake trout rehabilitation objectives. These objectives included substantial sea lamprey control while residual native stocks still existed, intense lake trout stocking in the 1960's and closures or controlled quota management of the lake trout fishery. The goal was straight forward, rehabilitate Lake Superior by lamprey control and stocking of lake trout with necessary regulations to achieve recovery.

Committee meetings discussed lake trout brood stock and hatchery production capacity. Stocking plans were developed and assessment efforts were expanded. Regulations were agreed to and modified to hasten the recovery. Annual meetings and reports measured the progress. Agency plans were developed for managing the Lake Superior resource.

As we look back at the era progress was made although it appeared slow. Lamprey control was achieved, stocking increased lake trout abundance and natural reproduction reoccurred in many offshore areas. Salmon were introduced and an expanding fishery brought attention to other problems such as habitat and water quality degradation, fish contaminants and allocation problems.

After nearly 25 years of sea lamprey control nearshore stocks in southern Lake Superior are still largely supported by stocking. Natural reproduction is inadequate to maintain stocks or provide substantial yields. All agencies involved now recognize that trout rehabilitation is more difficult and time-consuming and will require more efficient and consistent stocking, control of exploitation and additional research.

THE SGLFMP ERA (1981-1986)

The adoption of "A Joint Strategic Plan for Management of Great Lakes Fisheries" in 1980 marked the beginning of more formal procedures replacing the previous process. The procedures require goals to be developed, issues to be identified and objectives to be attained. The procedure recognized the lake committee as the major action arm for implementation. The Lake Superior Committee appointed a Technical Committee under its auspices to develop management guidelines. Terms of reference for the Technical Committee include:

1. Membership from each management agency, Indian Treaty Organizations and the U.S. Fish and Wildlife Service.
2. Work assignments to be completed as assigned by the Lake Superior Committee to provide technical information and management alternatives/or guidelines useful in management decisions.

The initial charges of the Technical Committee were to examine the lake trout rehabilitation goal, determine desirable strains of lake trout, assess current levels of lake trout mortality and develop acceptable levels. In addition the committee was to review strategies, options and alternatives which would be useful in attaining the rehabilitation goals. Subsequently, the initial charges were incorporated into a lakewide plan for lake trout rehabilitation.

This rehabilitation effort brings together individual agency plans in identifying lakewide issues addressed in SGLFMP. The lakewide plan incorporates individual agency strategies to achieve consensus, provide for accountability, and provide for manage information as a basis for decisions. The plan includes a lakewide goal as well as issues and strategies such as brood stock and strain use; stocking rates, priorities and size; control of exploitation; species interactions including sea lamprey, forage species and exotic predators; information, research and reporting needs.

The long-range goal is to rehabilitate lake trout stocks in Lake Superior such that they are self-sustaining and capable of supporting a four million pound annual yields. The short term goal is to restore recruitment of lake trout to levels consistent with rehabilitation by setting rational stocking priorities and reducing total mortality.

The lake has been partitioned into management units recognizing the different status of stocks and the forces that act on them. Management units in U.S. waters are modifications of the statistical districts and those in Ontario are adopted under their quota management plan.

Lake trout stocking over the last 25 years has restored abundant stocks, although it has failed to restore self-sustaining populations in many parts of the lake. The reasons are unclear and may vary in different parts of the lake. A rational stocking policy is still fundamental to rebuilding and maintaining lake trout at a level where other management measures can succeed.

The stocking of yearling lake trout at 18 to 25 per pound should be maximized and stocking of fingerlings should be only to the extent that yearling production is not affected. The stocking of wild lake trout strains that spawned in similar areas to those being stocked should be maximized. The plan lists six areas where similar wild stocks are suggested as sources for future broodstock/or production.

Stocking rates of 900 yearling per square mile of water less than 40 fathoms should apply to all first priority areas for five successive years. Stocking rates should then be lowered to 600 yearling until wild year classes compose half the adult population. Priorities and stocking rates have been assigned to each management area. Stocking rates have been adjusted to include historic lake trout production.

A total mortality rate not to exceed 50% was established as adequate to allow survival to maturity to provide enough spawning stock to support increased natural reproduction. The mortality rate is for lake trout ages VII - XII as measured in the descending right-hand slope of a catch curve from 4½" mesh gill nets, the standard sampling gear.

A final draft of the rehabilitation plan has been reviewed by the Technical Committee in early February and is expected to be accepted by the full committee at the annual meeting in March.

Progress toward achieving the Lake Superior goal are reflected in Appendix Tables taken from the 1983 and 1984 Lake Superior Committee Report. The tables include annual mortality of lake trout in Lake Superior, the percentage of native lake trout in samples for various areas in 1984, and the 1984 reported lake trout extractions for Lake Superior.

THE FUTURE

The success of incorporating agency management plans into a lakewide guide for lake trout rehabilitation provides direction for further lakewide initiatives. These would include defining the structure of other Lake

Superior fish communities as well as developing lakewide measures of stock status. Two areas of prime importance are the forage community and exotic predators. Additional effort should also identify the environmental issues and support the Fish Habitat Advisory Committee. Progress of the plans will be measured by reports at the annual meetings. The Technical Committee will be needed to refine the plans as research provides new insights into such areas as lamprey mortality, spawning success and species interactions.

The common goal of the Great Lakes Fishery Agencies is to secure fish communities based on stable, self-sustaining stocks, supplemented by hatchery planting and provide from these communities an optimum contribution of fish, fishing opportunities and associated benefits. In keeping with this, the goal of the Lake Superior lake trout rehabilitation plan is to provide a self-sustaining stock capable of supporting an annual yield of four million pounds. The complexity and the real challenge is to provide self-sustaining stocks and the benefits of those stocks to society for wholesome food, recreation, employment and income.

Prepared by: Richard Hassinger
Lake Superior Committee Chairman
February 18, 1986

Total annual mortality rates in Lake Superior.

Location	Year(s)	Stock	Ages	Annual Mortality
Minnesota	1978-82	Planted	7-13	.60
Wisconsin				
Gull Island Refuge	1976-90	Wild	7-12	.53
Outside Refuge	1976-30	Wild	7-12	.65
Outside Refuge	1991	Planted	4-3	.53
Outside Refuge	1982	Planted	4-10	.52
Outside Refuge	1981	Wild	7-11	.59
Outside Refuge	1982	Wild	7-11	.57
Michigan				
Keweenaw Bay	1982	Planted	6-12	.42
Keweenaw Bay	1983	Planted	7-12	.60
Big Bay	1982	Planted	6-11	.54
MS-3E	1983	Planted	7-12	.63
Marquette	1982	Planted	6-12	.55
Marquette	1983	Planted	7-13	.62
Munising	1982	Planted	8-12	.55
Munising	1983	Planted	7-12	.55
Grand Marais	1982	Planted	8-12	.49
Grand Marais	1983	Planted	7-12	.57
Ontario				
Thunder Bay				
North Shore	1981	All	7-10	.63
West Shore	1981	All	7-9	.77
Silver Islet	1981	All	6-11	.47
Bateau Rocks	1981	All	8-11	.74
Black Bay Peninsula	1981	All	8-12	.53
Slack Bay	1981	All	8-12	.68
Terrace Say	1981	All	6-10	.45
Marathon	1981	All	8-13	.43
Pukasaw Coast	1981	All	7-10	.60
Wawa	1981	All	8-14	.46
S.E. Caribou Island				
Offshore	1981	All	7-15	.48
Inshore	1980	All	7-10	.71
Whitefish Bay	1991	All	6-8	.55
Michipicoten Island	1981	All	8-14	.58
Sc;e:ror Shoal	1981	All	8-13	.57

Native Lake Trout Lake Superior
By Area - 1984

<u>Location</u>	Percent of Sample	
	<u>Large Mesh</u>	<u>Small Mesh</u>
MINNESOTA		
All Waters	10%	16%
Grand Portage	24%	24%
Grand Marais	7%	28%
Silver Bay	7%	14%
Duluth	7%	11%
WISCONSIN		
Gull Island Shoal	91%	-
Western Apostle Islands	17%	-
Devils Island	28%	-
MICHIGAN		
West Entry	32%	
Bete Grise	32%	
Traverse Is.	39%	
East Entry	34%	
Pt Abbaye	53%	
Big Bay	46%	
Marquette	44%	
Munising	58%	
Grand Marais	56%	
Grand Portal Point	63%	
ONTARIO		
Thunder Bay (Zones 1-6)	65%	
Black Bay (Zones 7-9)	55%	
Rosspoint (Zone 11)	14%	
Terrace Bay (Zone 18)	93%	
wawa (Zones 26-29)	87%	
Montreal River (Zones 31-34)	41%	

Large Mesh Gillnet - 4½ to 5 inch
(432 mm)

Small Mesh Gillnet - 1½ to 2½ inch
(38-63 mm)

1984 REPORTED LAKE TROUT EXTRACTION (Dressed Weight) FOR LAKE SUPERIOR

Waters	Sport	Provincial or State Commercial	Provincial, State, or Tribal Assessment	Tribal Commercial	Tribal Home Use
Michigan	No Estimate	33,460	State & Tribal Assessment included in commercial catch	139,304 (All Tribes Reporting)	Included in Commercial for Keweenaw Bay and nonexistent in others
MICHIGAN TOTAL: 172,764 Pounds					
Minnesota	34,766	3,000*	23,151 (State)	No Report for Grand Portage; No fishing for Fond Du Lac	No Report for Grand Portage; No fishing for Fond Du Lac
MINNESOTA TOTAL: 60,917 Pounds					
Ontario	68,000*	114,828 Inshore 185,814 Offshore	None	Included in Provincial Commercial	Unknown
ONTARIO TOTAL: 368,642 Pounds					
Wisconsin	47,378	71,341	State - 4,536 Tribal - 1,220 USFWS - 220**	Bad River - 29,669 Red Cliff - 80,048	Bad River - Unknown Red Cliff - 2,242
WISCONSIN TOTAL: 236,654 Pounds					
1984 LAKE WIDE TOTALS	150,144	408,443	29,127	249,021	2,242
1983 LAKE WIDE TOTALS	227,155	453,009	53,072	166,648	512
1984 TOTAL LAKE WIDE EXTRACTION: 838,977 Pounds					
1983 TOTAL LAKE WIDE EXTRACTION: 900,396 Pounds					

NOTE: All poundages are dressed weight. A 0.8 conversion factor was used to convert round weight to dressed weight.

LAKE MICHIGAN COMMITTEE
GOALS, ISSUES, PROGRESS AND PROBLEMS

by

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Committee of the whole
Toronto, Ontario
18-20 February, 1986

Goals and Progress

In recent years, the Lake Michigan Committee has *focused* the bulk of its energy on the rehabilitation of lake trout and the Problems associated with achieving that goal. Unfortunately, it has proven to be far more difficult, both biologically and socially than **originally** anticipated.

In 1985, the **Committee** approved the lake trout plan submitted by its **Lake Trout Technical Committee**. This plan, coupled with their report on lake trout strains will provide the direction for rehabilitation for the future. I doubt whether we can mount another 20 years effort in this direction without showing tangible results in Lake Michigan. The public is rightfully questioning our basic goal.

Meanwhile, each of the states has worked steadily to **develop** what may be collectively the finest salmonid sport fishery in **the** world. Much of this success is fostered by cooperation between the states trading eggs, fish and information.

Issues and Problems

Problem preventing *the* attainment of lake trout rehabilitation have been handled largely by the states individually. Michigan **alone has** grappled with the treaty fishing problem. Similarly, each state must deal with its sportsfishing contingency to minimize lake trout withdrawals. A noteworthy group law enforcement action occurred during 1982-83 when law enforcement agencies across the midwest worked together to intercept a large illegal marketing **system**. While the Lake Michigan Committee has provided a forum to discuss and review there peripheral **problems**, **it** cannot be the vehicle to implement change with **its current** structure.

Future Issues

1. Concern with the condition of the forage base in Lake Michigan is paramount among the sport fishing users of Lake Michigan. We can no longer deal independently on this issue, Lake Michigan has shrunk. Stocking quotas will have to be coordinated between **states, based** upon a rational plan for allocation of the forage base. A lakewide federal plus state initiative will be **necessary** deal with this challenge.
2. The EPA's Chicago district' has taken the lead in organizing a lakewide approach to fish consumption advisories with regard to contaminants. Shouldn't the contaminant **problem itself** be handled similarly by the Lake **Committees?** We need to face this issue squarely in *the* future as a group.
3. we will need to continue to work on stocks of **common** concern. whitefish in the north, **perch** in the south, chubs **across** the lake. Much **remains** to be done here, and the Michigan Treaty fishery adds yet another Player. Perhaps it *is* time for additional **subcommittees** to tackle these and other tough **problems**.

LAKE HURON COMMITTEE
REPORT TO THE COMMITTEE OF THE WHOLE

by

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AGENDA ITEM 5

18 FEB 1986

REPORT TO THE COMMITTEE OF THE WHOLE:

LAKE HURON COMMITTEE

PRESENTED BY R. M. CHRISTIE

ONTARIO MINISTRY OF NATURAL RESOURCES

IT IS A PRIVILEGE FOR ME TO PRESENT THIS BRIEF REPORT TO THE COMMITTEE OF THE WHOLE ON BEHALF OF THE MEMBERS OF THE LAKE HURON COMMITTEE.

INITIALLY, I WOULD LIKE TO MAKE A FEW GENERAL COMMENTS ABOUT THE ROLES THAT AGENCIES OTHER THAN THE STATE OF MICHIGAN AND THE PROVINCE OF ONTARIO PLAY IN THE MANAGEMENT OF THE FISHERIES RESOURCES OF LAKE HURON, FIRST OF ALL, I WISH TO COMMEND THE GREAT LAKES FISHERY COMMISSION AND ITS VERY CAPABLE SECRETARIAT FOR RECOGNIZING THE NEED FOR AN INTEGRATED FORUM WITHIN WHICH THE MANY COMPLEX AND DIVERSE ISSUES OF THE MANAGEMENT OF GREAT LAKES FISHERIES CAN BE DISCUSSED AND ACTIONS TAKEN TO RESOLVE THE ISSUES, THE LAKE COMMITTEES, ITS COUNCIL AND THE COMMISSION ARE DOING JUST THAT, SECONDLY, THE WORK AND SUPPORT BEING PROVIDED BY THE U.S. FISH AND WILDLIFE SERVICE, AND FISHERIES AND OCEANS CANADA ARE ABSOLUTELY ESSENTIAL TO THE IMPLEMENTATION OF ANY FISHERIES MANAGEMENT PROGRAM. SOME EXAMPLES INCLUDE THE SEA LAMPREY MANAGEMENT PROGRAM AND ITS INTEGRATION WITH FISHERIES MANAGEMENT PROGRAMS, AND THE COLLECTION AND ANALYSIS OF FORAGE FISH INFORMATION, THIRDLY, THE COMMISSION HAS WORKED VERY DILIGENTLY TO DEVELOP GOOD WORKING RELATIONSHIPS WITH THE INTERNATIONAL JOINT COMMISSION TO ENSURE THAT CONSIDERATION OF FISHERIES MATTERS ARE INCLUDED IN DECISIONS TAKEN BY THE I.J.C. AND FINALLY, THE GLFC HAS BEEN ABLE TO OBTAIN THE INVOLVEMENT OF VARIOUS TREATY INDIAN FISHERIES MANAGEMENT GROUPS IN THE LAKE COMMITTEE STRUCTURE IN A POSITIVE AND MEANINGFUL WAY, THE TREATY INDIAN FISHERY MANAGEMENT AUTHORITY IS A WELCOMED ADDITION TO THE LHC.

Now, some specifics regarding Lake Huron, the implementation of the philosophies contained in SGLFMP and the translation of those philosophies into practice is not new to the Lake Huron Committee. We had been doing the things that SGLFMP prescribed for some time. SGLFMP does, however, cause us to focus more clearly on the issues and provides us with a solid framework to deal with those issues, over the years the State of Michigan and the Province of Ontario have approached the resolution of local issues and transboundary issues in somewhat different ways, this is not to say that we were disagreeing with our sister agency's approach, in fact, we have agreed on the objectives but in some cases have chosen different ways to achieve those objectives, for example, we have established a target for the rehabilitation of Lake Trout in Lake Huron, Michigan is using "pure strain" Lake Trout to achieve this objective, while Ontario is using back-cross Lake Trout. In addition, as a result of major concerns from many quarters about the high total mortality rates for Lake Trout/back-cross in Lake Huron and the impact that these high mortality rates have on our ability to achieve our objective of self-sustaining stocks, we have agreed upon a target total annual mortality figure, both agencies are taking steps to try to achieve the agreed-upon mortality figures.

THE PROVINCE of ONTARIO HAS RECENTLY RELEASED A DRAFT STRATEGIC FISHERIES MANAGEMENT PLAN AND HAS BEGUN DISCUSSION OF THIS PLAN WITH THE PUBLIC, COPIES OF THE PLAN HAVE BEEN PROVIDED TO THE AGENCIES INVOLVED WITH LAKE HURON AND WE ARE ASKING THOSE AGENCIES FOR THEIR COMMENTS. WE BELIEVE THAT THIS DOCUMENT EMBODIES THE SPIRIT AND THE INTENT OF SGLFMP.

I BELIEVE THAT I HAVE PAINTED A POSITIVE PICTURE OF THE RESULTS OBTAINED BY THE LAKE HURON COMMITTEE OVER THE PAST FIVE YEARS UNDER THE SGLFMP UMBRELLA, HOWEVER, THERE IS ONE ISSUE THAT IS STILL OUTSTANDING IN THE LIST OF 13 STRATEGIC PROCEDURES: THAT BEING THE DEFINITION OF FISH COMMUNITY OBJECTIVES FOR THE LAKE, AS I MENTIONED EARLIER, WE HAVE ESTABLISHED AN OBJECTIVE FOR LAKE TROUT/BACK-CROSS BUT THIS PARTICULAR OBJECTIVE NEEDS TO BE INCORPORATED INTO A BROADER FISH COMMUNITY OBJECTIVE. I THINK THAT IT IS ACCURATE TO SUGGEST THAT LAKE COMMITTEES ARE ABLE TO ESTABLISH OBJECTIVES FOR SOME INDIVIDUAL SPECIES: HOWEVER, I DON'T BELIEVE THAT WE ARE YET IN A POSITION TO CLEARLY DEFINE COMMUNITY OBJECTIVES AND IN THIS CASE, THE SUM OF THE PARTS DO NOT NECESSARILY ADD UP TO THE WHOLE. THE COMMISSION'S BOARD OF TECHNICAL EXPERTS IS CURRENTLY EXAMINING THE QUESTION OF FISH COMMUNITY OBJECTIVES AND I KNOW THAT THE LAKE COMMITTEES ARE LOOKING FORWARD TO RECEIVING ANY ASSISTANCE THAT CAN BE PROVIDED, TOWARDS THE DEVELOPMENT OF FISH COMMUNITY OBJECTIVES,

RELATED TO THIS LATTER TOPIC IS ANOTHER ITEM OF CONCERN TO THE L,H,C, AND THAT IS THE ABILITY OF THE FORAGE BASE TO SUSTAIN THE LARGE NUMBER OF TERMINAL PREDATORS THAT ARE PRESENT IN LAKE HURON, AT THE REQUEST OF THE C.L.C., THIS TOPIC WAS DISCUSSED AT THE 1985 UPPER LAKES MEETING, AT WHICH TIME SEVERAL EXCELLENT PAPERQS THAT WERE PRESENTED INDICATED THAT THE CONCERNS BEING EXPRESSED BY SEVERAL I.C.S WERE WORTH EXAMINING VERY CLOSELY AND, IN SOME INSTANCES, MANAGEMENT ACTION HAS BEEN TAKEN,

ANOTHER ITEM OF CONCERN IS THE LARGE SEA LAMPREY POPULATION IN THE ST I MARY'S RIVER SYSTEM, THE ST, MARY'S RIVER HAS LONG BEEN KNOWN AS A PRODUCER OF SEA LAMPREY BUT IT WAS NOT UNTIL RECENTLY THAT ESTIMATES OF SEA LAMPREY PRODUCTION, AS WELL AS COST ESTIMATES FOR THE TREATMENT OF THIS SYSTEM HAVE BEEN AVAILABLE, THE LHC WILL BE ADDRESSING THIS ISSUE IN THE NEAR FUTURE,

A FURTHER ISSUE OF CONTINUING CONCERN IS THAT OF CONTAMINANTS AND THE EFFECTS OF THE CONTAMINANTS ON THE HEALTH OF FISH AS WELL AS THE POTENTIAL IMPACT ON HUMAN HEALTH, WE ARE CONTINUING TO WORK CLOSELY WITH THE I.J.C. AND STATE, PROVINCIAL AND FEDERAL ENVIRONMENTAL AGENCIES REGARDING THE MONITORING OF CONTAMINANTS AND IDENTIFYING, WHERE POSSIBLE, THE SOURCES OF THE CONTAMINANTS WITH A VIEW TO REDUCING OR ELIMINATING THOSE SOURCES,

THE FINAL ISSUE THAT I WISH TO MENTION IS THAT OF HABITAT DEGRADATION, OUR CONCERNS INCLUDE THE QUALITY OF THE WATER AS WELL AS THE IMPACTS OF SUCH THINGS AS SHORELINE DEVELOPMENT, DREDGING, CHANNELIZATION, SILTATION AND DRAINING OF SWAMPS AND MARSHES, THESE KINDS OF ACTIVITIES ARE OCCURRING ON THE MAIN LAKE AS WELL AS ITS TRIBUTARY STREAMS AND RIVERS, FISHERIES STAFF CONTINUE TO PROVIDE INPUT INTO THE REVIEW OF DEVELOPMENT PROPOSALS, WITH THE OBJECTIVE TO MINIMIZE OR MITIGATE POTENTIALLY NEGATIVE IMPACT ON THE AQUATIC ENVIRONMENT.

THE GLFC HAS RECOGNIZED THE IMPORTANCE OF HABITAT BY FORMING A HABITAT ADVISORY BOARD AND WE WILL BE HEARING MORE ABOUT THIS TOPIC THIS AFTERNOON.

IN CONCLUDING MY REMARKS, I WISH TO STATE THAT SGLFMP HAS PROVIDED A VEHICLE FOR THE FISHERIES MANAGEMENT AGENCIES TO DEAL WITH ISSUES OF COMMON CONCERN. IT IS WORKING BECAUSE THE AGENCIES INVOLVED WANT TO MAKE IT WORK AND THE GREAT LAKES FISHERY COMMISSION HAS PROVIDED THE INTERLOCKING COMMITTEE SYSTEM TO ALLOW IT TO WORK. ALL THAT IS REQUIRED NOW IS FOR EACH AGENCY TO RE-EXAMINE ITS OWN COMMITMENT TO THE MANAGEMENT OF THE FISHERIES RESOURCES AND TO THE PHILOSOPHIES OF SGLFMP WITHIN ITS OWN AREA OF JURISDICTION AND THEN RE-CONFIRM AND EXPAND UPON THAT COMMITMENT.

LAKE ERIE
GOALS, ISSUES, PROGRESS AND PROBLEMS

by

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LAKE ERIE GOALS, ISSUES, PROGRESS AND PROBLEMS

Presented at
Committee of the Whole Workshop
Toronto, Ontario
18-20 February 1986

"Stresses affecting fishery resources rarely act singly, often have complex interactions and often impact several levels of the aquatic ecosystem so that remedial management must address problems on a comprehensive whole-system basis. A natural focus of the fishery agencies . . . is the maintenance and development of entire fish communities which can provide improved contributions to society. Such an ecosystem approach requires management to ensure stable self-sustaining foundations, especially at forage levels, for the community" (SGLFMP 1980). In essence, this is the basis for the goals, issues, and objectives identified in SGLFMP,

Lake Erie Committee progress, and progress of each jurisdictional agency, toward addressing SGLFMP issues and objectives may be measured against the 13 strategic procedures identified in the plan. Procedures 5-13 have, for the most part, been adequately addressed since the acceptance of SGLFMP, and procedure 3, creating the Fish Habitat Advisory Committee, was a GLFC function. However, procedures 1, 2, and 4 (listed)

1. The lake committees will define objectives for the structure of each of the Great Lakes fish communities and develop a means of measuring progress toward their achievement;
2. The lake committees will identify environmental issues which may impede achievement of the fishery objectives and refer these to the Great Lakes Fishery Commission; and
4. Each fishery agency should identify its plans for achieving the fish community and environmental objectives, identified by the lake committees noting proposed collaboration with environmental and other agencies as well as its own proposed activities.

are solely for the lake committee and its agency members, and are the focus of the following discussion and remarks.

WORKSHOPS

Review of LEC progress toward fish community definition and goals must begin as early as 1979, with the Lake Erie Fish Community Workshop (Paine and Kenyon, Editors 1985) held in Leamington, Ontario. The workshop was convened in response to the realization that species-by-species management approaches were inadequate to address shifts in community structure that had, were, and are occurring. The workshop focused attention on the interdependent fish community rather than a group of independent populations, and attempted to identify and prioritize within the community, by basin, the species of common concern. fish species of common **concern** were further delineated as top predators, desirable community species, and undesirable **community** species. Prioritizations within these categories were influenced by whether participants considered the "lake only" (environment) or the lake and fish

users. Workshop participants further realized that some **Compromises** would likely have to be reached between the fish community best suited to the lake and the fish **community** desired by the users.

If the exercise was repeated today, Prioritizations might change to some degree, but the workshop did set direction for much of what has followed, Workshop conclusions also emphasized what has become a recurring lament at nearly all Lake Erie technical committee and task group meetings; the role of forage species in the Lake Erie community is poorly understood and we need greater emphasis on research and assessment related to these Species.

A second Fish Community Workshop was held in 1982 at Bowling Green, Ohio, at the request of the LEC's Standing Technical Committee. The **STC** identified three main concerns: walleye rehabilitation and management in western Lake Erie, yellow perch management, and lake trout rehabilitation in eastern Lake Erie. The LEC ultimately requested this Adaptive Management Workshop to address "What are the consequences for the fish community and fisheries of various quota management policies for walleye, yellow perch, and white bass?" Quota derivation procedures, stock and quota interactions, and details of individual stock dynamics were the three areas of emphasis to workshop participants. Individual basins were selected as minimum geographical criteria, and four component submodels were identified: (1) walleye and white bass; (2) yellow perch; (3) forage species; and (4) fisheries and quota.

Firm conclusions were difficult to draw from the workshop model, but two major weaknesses were identified. Exclusive reliance on a stock-recruitment relationship to predict young-of-the-year survival for walleye was a problem, and severe information gaps on forage standing crop and its dynamics minimized the utility of the forage submodel. Several recommendations, based on the workshop, were ultimately provided to the **STC**:

1. Walleye rehabilitation (1982) had apparently produced a population density near its upper limit, and the key importance of forage indicated need for careful review to address the consequences of incomplete forage information;
2. Multiple species management seems to be preferable to continued emphasis on single species management, and;
3. Effects of interbasin migrations on intrabasin fish **communities** need to be addressed to determine if individual basins can be properly treated as management units.

TECHNICAL COMMITTEES

LEC activities and progress have been aided tremendously by technical **subcommittees** and task groups. The Standing Technical **Committee**, consisting of one member from each agency, was restructured in 1980. The **STC** was charged "to examine, in depth, scientific fishery problems referred to them by the LEC . . ., and to make recommendations, outlining Options wherever feasible, for management's consideration." The **STC** was given the latitude to organize task groups, as needed, to address specific questions for the **STC**. The **STC** has subsequently made judicious use of such task groups, specifically forming a Walleye Task Group, Yellow Perch Task Group, and Lake Trout Task Group. The

WTG and YPTG have utilized modeling techniques in compliance with many of their specific charges. Recently, an ad-hoc Forage Task Group has been asked to make a preliminary compilation of all studies and assessments dealing with forage species on Lake Erie. A report will be forthcoming at the 1986 LEC meeting.

A brief review of various task group activities appears warranted for this report, and current status should be of interest.

Walleye Task Group

Fishable western basin walleye stocks have been modeled (sequential projection based on recruitment and total annual mortality) annually since the late 1970's. In 1980, the fishable stock was 18.3 million fish. Fishable stock reached a record high of 32.8 million in 1984, with the 1986 fishable stock preliminarily estimated at more than 20 million. In 1983, and in response to the predicted high 1984 stock, the STC declared the western basin walleye stock to be "rehabilitated" and decided to manage the walleye population for an annual fishable stock of 20-25 million fish. Contributing factors for this declaration were continuing concerns over status of the forage base and reductions in growth rates of western basin walleye.

Current charges to the WTG include continued annual development of total allowable catches by the sequential projection method, but emphasize a review of alternatives to this method. Provisional consensus statements are due by mid-1986 concerning over/under estimating of populations by sequential projection methods, and some assessment (c/f?) of the central basin population's relative abundance and source (e.g. western basin emigration?). In addition, a computerized central data base is to be established.

Yellow Perch Task Group

The continued decline in abundance of yellow perch during the 1970's stimulated the LEC to form a Yellow Perch Task Group in October 1980. The purpose of this task group was to investigate, determine, and develop, if required, the most appropriate methods of deriving annual quotas of yellow perch from each of the three basins of Lake Erie. A report submitted to the LEC in 1981 provided information on changes of the central basin yellow perch population for the period of 1960-1980. Management alternatives included conservative to excessive exploitations at various fishing rates and reduced vulnerability for younger age groups. Alternative methods for allocations of management quotas among jurisdictions were presented. Because of constraints on time and limited data, quotas were not developed for eastern and western basins.

The LEC appointed another Yellow Perch Task Group in March 1983, and provided it with specific charges:

1. Produce virtual population and density patterns for four specific management units.
2. Consider differences in north and south shore populations or distributions that could weight total allowable catch within each management unit.

3. Produce total allowable catch for each management unit.

The YPTG completed its charges in March 1984 and Presented its report to the LEC. Since then, the YPTG has annually updated the virtual population estimates and the TAC for each management unit. The report awaits acceptance (partial or complete) by the LEC and subsequent consensus on some method of harvest allocation between jurisdictions within each management unit.

Lake Trout Task Group

The LTTG, initially formed in 1980, labored through several intermediate drafts and approaches, and presented its report, A Strategic Plan for the Rehabilitation of Lake Trout in Eastern Lake Erie, to the LEC in 1985. The plan presents objectives for the structure of the eastern basin fish community in compliance with SGLFMP, and identifies goals and objectives for lake trout rehabilitation. Specific strategies include annual stocking of 200,000 yearlings, maximization of recruitment, restriction of total annual mortality, and a maximized reproductive potential for lake trout. The LEC accepted the Lake Trout Rehabilitation Plan and requested the companion Sea Lamprey Management Plan be approved and implemented by the GLFC. The Commission agreed, and sea lamprey control in Lake Erie is scheduled to begin in fall 1986. Continuing functions of the LTTG are to monitor progress of both the lake trout and sea lamprey plans.

SUMMATION

Lake Erie, by virtue of its three rather distinct basins, differing fish communities within each basin, and regulatory authority distributed among five agencies, may present the most difficult challenge to compliance with SGLFMP. Nonetheless, Lake Erie agencies have been very active and have probably made as much, if not more progress than other lake committees toward implementation of the Strategic Plan.

Specifically, the LEC has conceptually addressed goals in terms of the fish community, but has continued its efforts to learn more about the major species of concern. Interactions among species continue to be identified, and research is being expanded to include the forage complex.

Western basin walleye stocks have been rehabilitated and a quantified fishable stock of 20-25 million walleyes is the identified goal. Allocation of harvests has been approved through consensus and the LEC is considering appropriate strategies to expand walleye management into the central basin. Interrelationships with other species are being considered and are recognized as a critical component to effective management.

Similar strategies have been developed for yellow perch on a, lakewide basis. More conservative exploitation has been suggested and appears to have agency support. Final determination, **acceptance**, and consensus toward implementation of the management plan is in the hands of the LEC.

Eastern basin fish community goals have been identified in the lake trout rehabilitation plan, and the LEC can proceed with identification of objectives for the structure of the lakewide **community**. Methods of measuring progress toward achievement of these objectives appear well defined in terms of the

major species, and agencies should have little difficulty in identifying plans for achieving the fish community goals.

Identification of environmental problems and issues as they relate to fishery objectives has not received as much deliberation as fishery issues. Little coordination in terms of environmental criteria or goals has been initiated, at least within the LEC forum. Hopefully, each agency has worked cooperatively with its sister environmental agencies to at least limit and further degradation of water quality or habitat. Much remains to be accomplished in order to integrate environmental parameters within the Lake Erie fish community goals.

Ken Paxton, Chairman
Lake Erie Committee
11 February 1986

LAKE ONTARIO

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Great Lakes Fishery Commission
Committee of the Whole
February, 18-20, 1986
Agenda item 3

LAKE ONTARIO

As has been done by others I would like to thank the commission for authorizing this meeting and the members of the Steering Committee for their efforts in organizing it. Certainly, since the Committee of the Whole met during the "SGLFMP days" much has been accomplished, but much more remains to be done.

The goal Statement of SGLFMP was and is "TO SECURE FISH COMMUNITIES BASED ON FOUNDATIONS OF STABLE SELF-SUSTAINING STOCKS, SUPPLEMENTED BY JUDICIOUS PLANTINGS OF HATCHERY-REARED FISH, AND PROVIDE FROM THESE COMMUNITIES AN OPTIMUM CONTRIBUTION OF FISH, FISHING OPPORTUNITIES AND ASSOCIATED BENEFITS TO MEET NEEDS IDENTIFIED BY SOCIETY FOR: WHOLESOME FOOD, RECREATION, EMPLOYMENT AND INCOME, AND, HEALTHY HUMAN ENVIRONMENT."

New York's Goal Statement reads "PROTECT, RESTORE, AND ENHANCE THE LAKE ONTARIO FISH STOCKS AND THEIR ENVIRONMENT, AND MANAGE THE FISHERIES RESOURCES TO OPTIMIZE RECREATIONAL AND ECONOMIC BENEFITS TO THE PEOPLE OF NEW YORK."

The Ontario Tactical Plan lists three goals (1) "TO PROTECT THE AQUATIC ECOSYSTEM FROM FURTHER DEGRADATION, RESTORE WATER QUALITY AND HABITAT AND INTEGRATE MAN-MADE FEATURES AND ACTIVITIES IN A MANNER CONSISTENT WITH AQUATIC ECOSYSTEM PROTECTION AND RESTORATION." (2) "TO REHABILITATE AND MAINTAIN AN ECOLOGICALLY STABLE FISH COMMUNITY IN LAKE ONTARIO WITH HIGH VALUE FISH **SPECIES** AS A MAJOR COMPONENT, SUSTAINED PRINCIPALLY BY NATURAL REPRODUCTION." (3) "TO GENERATE OPTIMUM SOCIAL AND ECONOMIC BENEFITS TO THE ONTARIO PUBLIC THROUGH THE WISE USE OF LAKE ONTARIO FISH RESOURCES ON A SUSTAINED YIELD BASIS."

You will notice that the SGLFMP principle is extended into both New York and Ontario Statements. This is an indication of the sound thinking and planning that went into the SGLFMP which resulted in its acceptance.

The development Of a joint New York-Ontario plan for Lake Ontario has not yet been **tackled**, but work towards that and is **progressing**. We have developed a "Joint Plan For The Rehabilitation of Lake Trout in Lake Ontario:

Prior to the writing of a joint Management Plan for Lake Ontario, we require further information on various components of the fish community and we are working on these now. One major deficiency is in our knowledge of the prey species or forage base. A group Of People is currently being assigned the task assembling available information so we can proceed in estimating the total biomass of food available.

The preparation of a joint plan is an impressive task, one which falls to people already overloaded with day-to-day management activities. A **commitment** by the senior staff of all four agencies, ~~two~~ **two** Federal, one State, and one provincial is needed to relieve **staff** of other duties if the joint plan can be addressed in the near future.

The issues listed in SGLFMP remain as Current issues, and I will attempt to comment on them.

LOST FISHING OPPORTUNITIES

To assess lost fishing opportunities, it must be explained that there is, currently, more angling than ever before, but, unfortunately over half of this is for artificially stocked fish. The commercial fishery is totally dependent on naturally reproducing species, which are down from historical levels in the desirability of species, the size of fish, and the size of harvest.

Lost fishing opportunities could, thus, be described as the lake providing less than its potential, in both quantity and economic value.

Both the sport and commercial fisheries suffer from the impact of contaminants which render eels, channel cats and large carp unfit for sale in either the U.S. or Canada. The heavy contaminant loadings in the large piscivores such as the salmonids is recognized by each country which have issued advisories re consumption.

The issue of contaminants in Lake Ontario has warranted the attention of the Great Lakes Fishery Commission and has resulted in its pressure on the I.J.C. and various agencies to act on known sources Of contaminant loading in Lake Ontario and the Niagara and St. Lawrence River areas. These areas are Of specific concern to the Lake

Ontario Committee, but the atmospheric contribution of pollutants affects all of the Great Lakes and must be addressed. This is a long range problem. Most, if not all, major point-sources of contaminants in the Lake Ontario basin are known and we must continue to press for their clean-up.

INSTABILITY OF FISH COMMUNITIES

At this time we are uncertain as to what stability in the Lake Ontario setting might be, or could be. The current forage base is an unknown as to what population of predatory fish it can support. At the moment, the salmonid community, walleye, pike, and bass may be approaching optimum levels but there has not been evidence that they are excessive for the forage base. We are starting to address the matter of determining just what the forage species can support. We do not intend to increase salmonid stockings beyond those levels currently planned until and unless we are confident those levels can be sustained.

Although we do not know the forage base, the U.S. Fish and Wildlife Service has surveyed those stocks for the past decade, so we do not have to start back at "square one".

Sea Lamprey

Sea lamprey control has been carried out for almost fifteen years. Current information indicates we have not attained satisfactory control, but we might have to learn to live with the current levels. According to the Sea Lamprey Control Unit in Sault Ste. Marie, there may well be a need to shorten the period between treatments because of a suspected more rapid development of lamprey in the southern streams.

Sea lamprey do not appear to impact heavily on salmon or whitefish, but lake trout mortality is excessive and part of this is due to sea lamprey attacks, and we regard the sea lamprey induced mortality as excessive.

Overharvest

Coupled with sea lamprey caused mortality is the overharvest of lake trout, both legal and illegal. Major concerns have been expressed by the Commission about the legal overharvest caused by angling. The New York 1984 creel census, followed by more work in 1985 and 1986 will be used to determine regulations required to reduce this source of mortality to appropriate levels. The angling harvest in Ontario is, at this time, of limited size.

The commercial fishing industry's incidental harvest of Lake trout is unknown but is suspected to be significant, especially at certain times of the year. The financial incentive to target on trout has been largely removed by governmental authorities.

Illegal overharvest activities do exist, but they are being addressed by both New York and Ontario. Close co-operation between the enforcement agencies is evidenced by the instigation and continuation of an enforcement subcommittee which meets regularly. Lake-wide enforcement, to be effective, requires close co-operation with other enforcement and management agencies. It also requires funding and manpower. The shortcomings in these should be a concern of this Committee. It has been recognized by the Commission to the extent that two basin wide workshops on enforcement have been held. Support of fisheries enforcement in this way should continue to be supported by the Commission.

INADEQUATE ENVIRONMENTAL QUALITY

The I.J.C. contaminant **surveillance** task force has resulted in draft plans for Lake Ontario and the Niagara and St. Lawrence Rivers. Of particular concern is the continued flow of contaminants from the Niagara River area toxic waste dumps. Despite early reductions in the levels of contaminants in fish, recent indications are that the reduction rate has slowed and in some cases, possibly ceased.

Atmospheric and Point Source Contamination

The atmospheric contribution of pollutants continues to bedevil us and we must continue to stress to the appropriate authorities that the time bomb is ticking and must be defused or a major disaster will follow.

Habitat

Habitat management is an integral part of fisheries management. Fisheries managers must be represented on agencies and boards that are planning and approving activities impacting on fish habitat.

The Habitat Advisory Board Chairman, Bill Pearce, will be addressing us in about half an hour. He will talk about this for all of the Great Lakes, a problem Lake Ontario shares with others.

CONFLICT & COMPETITION AMONG USERS

In addition to the competition between the Users of our water resources, there is increasing competition between the users of the fishery resource. Currently, the main competition is between the commercial fishermen and the sports fishermen. The sports fishermen are joined by those commercial interests comprised of tourist operators, fishing gear and accommodation suppliers, and the dispensers of food, fuel, bait, etc. Recommendations for the list of options available to obtain the desired mix of uses and users must be made by fishery managers, but the final option selected for partitioning the resources will remain with the elected officials.

Allocation Among Jurisdictions

This has not represented any problem on Lake Ontario so it has not been addressed. When a joint plan is prepared, it will be included, as at some time it will prove to be a problem.

The stocking of lake trout between jurisdictions has been covered in our plan for that species, but the harvest has not been allocated.

Native People

There has been no problem in this regard on Lake Ontario, however land claims and eventual court and political decisions could eventually change this situation. If it is changed, the Lake Ontario Committee will follow the Commission's rulings on representation on committees and subcommittees.

SUMMARY

We feel that we have accomplished much on Lake Ontario, but much more remains to be done. Major problems exist with contaminants, habitat, sea lamprey control, and lake trout mortality. We do not know if we are obtaining any lake trout reproduction, despite the fact one small fingerling was trapped over two years ago.

To tackle the problems within our control requires knowledge, as well as planning and implementation,.

Too often we nod our heads in agreement that better research, assessment, planning, and implementation must be carried out, but the people delegated to do these tasks are already overburdened and they are not relieved of the already existing responsibilities of the day to day urgent demands.

The Lake Ontario Committee recommends to the Committee of the Whole that representation be made to the agencies concerned that additional resources in funding and manpower must be allocated, or priorities must be re-ordered, if we are to make real headway in our management of this valuable resource.

February, 1986.

Gerald Barnhart
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COUNCIL OF LAKE COMMITTEES -
ITS ROLE AND PROGRESS

by

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Committee of the Whole
Workshop On The Implementation Of
The Joint Strategic Plan For Management Of
Great Lakes Fisheries (SGLFMP)
February 18, 1986

Agenda Item 10

The Council of Lake Committees:

The Joint Strategic Plan for Management of Great Lakes Fisheries clearly established the Lake Committees as the basic operational unit for bringing the Commission and its cooperators together.

After a short time though, it became apparent that another operational unit that could deal with basinwide issues raised by the Lake Committees was needed. The Council of Lake Committees was established to address these broad basinwide issues.

The Council has seen its role as that of a facilitator for the Lake Committee efforts. We have spent more of our time on the long range needs than the immediate. The following examples will provide an idea of how the CLC has functioned.

1982:

1. Endorsed and encouraged a series of workshops to deal with basinwide lake trout rehabilitation issues. This included cataloguing historical performance of various brood stocks, and the integration of rehabilitation goals within the Great Lakes basin.
2. Allocated the available quotas of lake trout to the state cooperators.
3. Recommended the formation of a Fish Habitat Advisory Committee to support Lake Committees and foster long range habitat planning by each Lake Committee.

1983:

1. Encouraged the Commission to involve Tribal Representation on the Advisory Committees.
2. Established the steering committee for the Law Enforcement workshop.
3. Encouraged the Lake Committees to adopt a uniform approach to assessing sea lamprey wounding.
4. Created a task group to coordinate strategies for developing lake trout rehabilitation plans in Lake Committees and to provide liaison with researchers and policy makers.

5. Requested Lake Committees to make a concerted effort to estimate harvest and assess its impact on rehabilitation.

6. Encouraged the Lake Committees to develop a uniform approach to reporting salmonid stocking that would make these records more accessible to managers and researchers.

1984:

1. The Council again expressed its concern about excessive lake trout harvest. The Commission expressed its concern in writing to the agency heads. This turned out to be of major importance since it provided the Lake Committees with the administrative support they needed to address this difficult problem.

2. Received the report of the Law Enforcement Workshop and requested that a final report be prepared and published. This conference represented the first time law enforcement staff have been involved with Commission planning and represents a major step forward toward integrated planning.

3. Encouraged the Lake Committees to provide uniform agenda formats for their meetings to provide more ease in creating basin wide summaries.

4. Encouraged the development of fish community goals by the Lake Committees. This again provided the Lake Committees with the incentive to focus their efforts on lake trout rehabilitation and act to curb overharvest of lake trout.

1985:

1. The Council continued its effort to place emphasis on lake trout harvest and rehabilitation. I believe that the overall goals of rehabilitation have been widely adopted by all management agencies.

2. Initiated a prey-predator plenary session which will focus the Great Lakes fishery communities attention on what appears to be an emerging problem that could have significant impact on lake trout rehabilitation. It is clear that competition between Pacific salmon and lake trout for forage may result in a change in attitude of recreational anglers who prefer salmon.

Summary:

The CLC has become a major catalyst for integrating the objectives of the commission and its cooperators. This integrated cooperative approach has strengthened the Lake Committees and resulted in better overall progress toward achieving near consensus on mutual goals.

GREAT LAKES INDIAN FISH AND WILDLIFE COMMISSION
PRESENTATION ON THE INDIAN ROLE
IN THE STRATEGIC GREAT LAKES FISHERY MANAGEMENT PLAN PROCESS

by

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COMMITTEE OF THE WHOLE

WORKSHOP ON IMPLEMENTATION OF THE JOINT STRATEGIC PLAN FOR MANAGEMENT OF GREAT LAKES FISHERIES (SGLFMP)

February 18 - 20, 1986
Toronto, Ontario

Agenda item 12:
GLIFWC presentation on the
Indian Role in the SGLFMP Process

The Great Lakes Indian Fish and Wildlife Commission serves eleven member tribes of Chippewa Indians in the states of Michigan, Wisconsin, and Minnesota. The Commission grew out of the fishing legacy left to today's Chippewa people through treaties, and out of the trust responsibility of the U.S. government to protect treaty rights. Our involvement in resource management extends far beyond the Great Lakes fisheries, into inland fisheries, wild rice, deer, and waterfowl.

Nevertheless, Great Lakes fisheries are a principal focus of our **program**, directed through our Great Lakes Committee, on which six Lake Superior tribes are represented. In the spring of 1985, we officially requested a seat on the Lake Superior Committee of GLFC to represent the interests of tribes in the U.S. waters of Lake Superior west of the treaty line at the Chocolay River. Michigan.

This **part** of Lake Superior is about 16,000 square miles. Fisheries literature suggests it may be **capable** of producing a sustainable yield of about 10 million pounds of fish per year. Achieving this yield, according to our biologists, would require a balanced fish community biomass of 50 - 100 **million pounds**. Fishery harvests would also need to be balanced, with perhaps no more than 20 % of the yield comprising top-level predators.

These figures illustrate several points. First, the tribes' primary interest is in commercial fishing and the market value of all fish species. Second, the tribes support rehabilitation of lake trout and the fish community, because we have something to gain. Third, we are ready and willing to work toward fish community **structure** objectives, as described in SGLFMP.

In fact, our **Commission** voted in December 1985 to endorse **SGLFMP** as a framework for inter-jurisdictional relationships on the Great Lakes, provided that language is inserted recognizing the status of tribal governments in fisheries management. SGLFMP is appropriate, workable, and needed for intelligent management of Great Lakes fisheries.

We are concern& about the implementation of SGLFMP **commitments**, and the follow-through at operational levels in the agencies. We who represent tribes know that our work is cut out for us in implementing SGLFMP strategies at the tribal level, but the record also indicates that the original signers of **SGLFMP** have not realized their vision of five yrs ago. Much work

remains to be done. The tendency of agency operations to chart their own course must be constructively channeled into more effective cooperation. Fishery information, collected at great cost, must be made more usable and accessible. Agencies must become accountable for politically-based decisions, and not attempt to justify them on shaky biological grounds.

We firmly support SGLFMP, and welcome the opportunity to participate in basin-wide and lake-wide fishery planning. We expect that we will have much to contribute toward achieving common goals. However, agencies should not expect tribes to mirror states in their organization and decision-making processes. Just as tribal interests in Great Lakes fisheries are unique, so are tribal governments and communities. The Great Lakes Indian Fish and Wildlife Commission is committed to bringing tribal governments into the mainstream of Great Lakes fishery management, while maintaining those attributes unique to tribes.

TECHNICAL COMMITTEES OF LAKE COMMITTEES
THEIR STRENGTHS AND WEAKNESSES

by

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Technical **Committees** of Lake Committees

Their Strengths and Weaknesses

by Art Holder (CMR)

Lake Committees created under the mandate of the Great Lakes Fishery Commission have found it useful in the pursuance of their objectives to mobilize the scientific expertise available to them through the creation of special working task groups usually termed technical committees. I have been asked to Comment on the effectiveness of these committees and to make suggestions for their improvement. I do so with some trepidation because of insufficient time to research the subject and because my exposure to the workings of such committees has been confined to the Lake Erie situation from 1974 to 1980. What follows then must be considered to be principally my personal or perhaps biased observations and I apologize for any **misconstructions** I might make.

A considerable number of scientific groups have been convened by the Great Lakes Fishery Commission itself over the years, but the first record of a lake technical committee of **which** I am aware was the establishment of the Lake Superior Lake Herring Subcommittee in 1972. This was followed soon after by the Lake Erie Walleye Scientific Protocol Committee in 1973 (not really a creation of the Lake Erie Committee; but rather of the **Commission**) which evolved into a Task Group of the Standing Technical Committee in 1979, the Lake Michigan Technical Chub Committee in 1974 and the Lake Trout Technical Committees for

each of the lakes beginning with Lakes Michigan and Erie in 1980, Lake Ontario in 1981 and Lakes Superior and Huron in 1982. To round out the list, I should add the Yellow Perch Task Group of Lake Erie which has been working intermittently since 1979.

What, then, has been the usefulness of these committees. If one measures success in the current health and contribution to society of the fish stocks to which the committees have directed their considerable effort and expertise, then the thriving chub populations of Lake Michigan, the reviving herring stocks in Lake Superior, the pronounced success story of the walleye in Lake Erie are testimonials to their success. Of more questionable efficiency must be the yellow perch undertaking and that of the various Lake trout groups. Still as a class, the technical committees seems to have been a useful tool in promoting collective management action.

Lacking intimate knowledge or case studies of each of these initiatives, it is difficult to analyze the factors which may have contributed to their relative success or failure. Nevertheless, I will consider a few factors which I believe have contributed to the success of the more effective committees.

1. A clear demand for the product from within the Management Community. Lake Committees function by consensus, and although it may be possible to impose the majority's will on an opposing or indifferent member, it is much easier to galvanize action if all are agreed upon the need. A threat

to an important and valuable **stock** such as chub or walleye can convince all management agencies that action is imperative, A sense of urgency adds a willingness to provide resources and support for a **committee's** activities as well as a desire to implement its recommendations.

2. Clear term of reference endorsed by the official lake committee representatives. Too often those who commission tasks have an unclear understanding of what those tasks are, often leaving the definition of the task to those who have been selected to carry it out. An example of this was the walleye committee on Lake Erie where the **committee** was not asked to define either the rates of rehabilitation or the ultimate rehabilitation goal for walleye. This ultimately leads to certain difficulties in implementation. Clear terms of reference also means the establishment of final reporting dates, the need for progress reports and identification of the necessary supporting resources. Too frequently the priority shown by the management agencies does not seem to march the priority established by the Lake Committee.

3. Enthusiastic, qualified participants. I need not elaborate extensively on this factor, since it is a component of all effective group undertakings. In the context of Lake Committees, however, it means a scientific committee must have the best, or a close approximation of the best, **scientists available** for the task. This **must** be **balanced** with the need for the commitment of involved **management** agencies which can be **encouraged** through agency

4. Sufficient available science and supporting data. Again, this needs very little elaboration. While the will to **resolve** a problem goes far toward **promoting effective** action, the lack of scientific model or availability of supporting data may so weaken a task force report as to render it unacceptable or without the scientific and moral force to carry the day.

5. Continued support from the originators. Lake Committees meet once per year and lack permanent administrative support other than that provided by the Secretariat. Too frequently little ongoing physical or moral support is provided to technical committee throughout the course of their deliberations. I believe this situation occurs because accountability is not clear and firm.

One particularly difficult pitfall for an interagency technical committee is that of agency politics. Fish and science are not governed by **politics** but, of course, the people who **administer** them are. Each agency has a clientele which generates pressure, in many cases extreme, to ensure a particular self-serving outcome to the **resolution** of a problem. If care be not taken, these pressures can invade the **deliberations** of a technical **committee resulting in** a report representing the least **damaging political solution** rather than the best solution for the resource. As you know, as a **Director of Fisheries** for Ontario, I can best be **classified** as a **biopolitician** and I am accustomed to **making political compromises** to biologically best solutions, but

there needs to be a clear **distinction** between the two processes, Fraidenburg and Lincoln (1985) in reviewing the lack of **success** of salmon management in protecting salmon Stock on the **West coast** of North **America** recognize this problem and in reference to the North Pacific Fisheries **Management Commission's Salmon Development Team** comment as **follows**: "Starting the **political** process deep within the technical ranks of the Profession raises ethical questions and definitely relegates conservation needs behind the perceived needs of the political process. There is a need to maintain a clear separation between political and biological **decision-making** processes." Has this been a problem in the Technical **Committees**? I think in some cases it has been and clearly it is likely to be in the future as we move more and more into the area of explicit allocation of reSoures.

Planning as an exercise is, **almost** inevitably political, encouraging as it does the process of **compromise**. The challenge is to ensure that when trade-offs are made that affect the resource they are made from a known starting point which reflects the best solution for the biological resource. Failure to start from this base is likely to bias any subsequent comparison of benefits. If you don't know what might have been, how can you judge where you are!

Fraidenburg, Michael E. and Richard H. **Lincoln**. 1985. Wild chinook salmon **management**: an **international** conservation challenge. North American **Journal of Fisheries Management**. Vol. 5, No. 3A: 311-329.

ACHIEVING CONSENSUS

by

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ACHIEVING CONSENSUS

presented to
Committee Of The Whole Workshop
Great Lakes Fish Commission
February 18, 1986

by
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The premise of SGLFMP was to establish a common plan through which the Great Lakes fisheries would be benefited. Throughout SGLFMP are references to the "need" for various elements that are prerequisite to a plan and its implementation. However, there is no mention of "want" which forced Great Lakes members to compromise their agency wants for Great Lakes needs. The key to success has been an airing of opinions supported by evidence wherein a majority emerged and became the "consensus." SGLFMP, however, did not create consensus **decisions**, it merely delineated a better way to resolve diverse opinions on a fisheries problem. Lake committees were making recommendations through consensus decisions many years prior to SGLFMP.

Experience taught us in those early years that a clear statement of our goal was critical to achieving consensus. It is important to realize that the perception of the goal could differ as the goal passed through technical levels, i.e. **Task** Group, STC, LEC, COW, GLFC, and finally the **management** agency. Throughout this process several "levels of **consensus**" would also be established. A **consensus** of opinions has historically been the most consistent and most readily achieved when there was overwhelming scientific evidence. Consensus at the lower levels of the GLFC pertained to what the data meant while at the upper levels it pertained to how to use the data. Consensus that required a commitment was much more difficult than "consensus of findings."

Certainly there are definite benefits through consensus; **i.e. added** leverage to help an agency sell their management **proposal**, plus financial aid and political support, which have all helped to initiate discussions. Reminiscing over past years, however, it becomes apparent that one, if not the major, motivation for consensus has been fear, Fear above all else motivated and *transcended most* Political and technical boundaries.

The major fear has been the threat of the loss of the resource. The concern for the low abundance of Walleye prompted first discussions by scientists in November 1973. The fear of "loss of management domain" caused many agencies to actively engage in discussions to ensure protection of their authority. The fear Of being part of the silent majority motivated participants to voice their objections which may not have occurred in the absence of consensus discussions. *The* fear of loss of professional credibility helped (**most** Of the time) many participants and their agency to stand by their word in consensus decisions *that* otherwise could *not* have been built upon. With the advent of SGLFMP the fear of arbitration by anyone remote to a fisheries issue motivated all to rationally resolve their concerns. This **was** done in the belief that they knew more about the issue than those beyond. The fear of agencies implementing *their own* management strategy, i.e. introducing exotics prior to a lake-wide plan (cart before *the* horse), convinced all lake members of the need for consensus decisions on management issues that had lake-wide implications.

The net effect of fears, which could also be called intense concern, has been a healthy improvement to **some** international fisheries problems. Some excellent examples of **consensus** decisions are lake trout distribution, disease regulations, and walleye quotas. There are innumerable **examples** of consensus decisions that never attain high visibility because they occur at the primary technical level on a routine basis. Consensus at this level, however, is extremely important because of the pro-active mode wherein many things are eliminate-d *that* do not require **immediate** attention. The few that are recommended to higher levels provide a *basis* for the GLFC to focus on what is most important.

It is very easy to agree to anything. **Implementation** is tough. Every agency knows that for a lot of reasons they may not be able to live up to their agreement. Subsequently, many consensus agreements have been "in principle" which is to say "leave the back door open just in case." This did not occur because there are no "teeth" in the GLFC even though those who are not accountable can afford to be more agreeable. It happened because we wanted to do the right thing, and we realized the GLFC is no better than we make it. This realization instilled in those who have felt the heat a sense of dedication and a strong desire to achieve consensus.

Many sensitive issues were being resolved by consensus at local levels and between jurisdictions long before the SGLFMP was signed in 1980. The reason this was possible, in my experience, was that participants, (1) did what they believed was right, (2) discussed scientific facts in a professional manner, (3) were honest and respected other opinions, and (4) worked with a sincere personal attitude that opened communications and developed rapport. The GLFC has continued to provide a technical forum through which issues are resolved in a timely fashion by consensus that otherwise would be prolonged or never addressed. Consensus occurs because GLFC members are reminded, through their participation, of their responsibility to their agency and to their peers in the GLFC to do their best for the resource.

THE IMPORTANCE OF PERSONAL AND INSTITUTIONAL ACCOUNTABILITY
IN THE STRATEGIC GREAT LAKES FISHERY MANAGEMENT PLAN PROCESS
AND COMMITTEE ACTIVITIES

by

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THE IMPORTANCE OF PERSONAL AND INSTITUTIONAL
ACCOUNTABILITY IN THE SGLFMP PROCESS
AND COMMITTEE ACTIVITIES

COMMITTEE OF THE WHOLE
WORKSHOP ON IMPLEMENTATION OF
THE JOINT STRATEGIC PLAN FOR MANAGEMENT OF
GREAT LAKES FISHERIES (SSLFMP)

18-20 FEBRUARY 1986
THE SHERATON CENTRE

"The ecosystem approach to Great Lakes Management, accepted by the Great Lakes Fishery Commission and the International Joint COMMISSION, recognizes that any impact on a part of the system may, to some degree, affect an entire lake, connecting channels, and even the entire basin. Hence, lakewide-basin wide perspectives have been recognized as essential to effective management. To alert all interest groups to fishery resource needs, provincial, state and federal fishery agencies agreed that a strong, practical, strategic Great Lakes Fisheries Management Plan should be developed to ensure the public's fishery resources receive full recognition and Consideration in the present and proposed activities of any user and that the Plan should prove particularly beneficial in coordinating environmental and fishery agency Great Lakes Management efforts into a complementary Process, thus helping to protect and, where possible, to enhance Great Lakes fishery resources.

From the start, the plan recognized the constitutional and Other legal responsibilities of the management agencies to manage their respective fishery resources.

The Council of Lake Committees agreed and all members stated they were *willing* to make *specific* commitments to assist the Great Lakes Fishery Commission in an international planning effort for the fishery agencies.

The Commissions individual Lake Committees will be the action arms for implementing the Strategic Plan and developing operational Plans.

The Steering Committee believes the plan should be a very practical tool for coordinating efforts of environmental management or natural resource offices and fishery agencies to provide mutual benefits and Protection of the Great Lakes Aquatic System. In fact, the Steering Committee believes that there is little choice at this time in history but to accept and implement the plan as quickly as possible if we are to protect Great Lakes fishery resources from continued degradation."

I hope that we all remember the high ideals and commitment espoused in the above quotations. We should remember them - we all enthusiastically endorsed them when we signed "a Joint Strategic Plan for Management of Great Lakes Fisheries" some five years ago. We expressed a strong commitment to the very fundamental principle of collective strategic planning - the anticipated result being an instrument which would provide us with direction to better manage our fishery resources and to make our united voice heard in the offices of those who use the Great Lakes without regard to their fishery resource.

I am hard pressed to interpret what has happened over the last five years as success, While, admittedly, five years is not a long time in the life of a Great Lake it is a long time in the life Of Our reSPeCtive and collective Public Who expect and deserve more.

Do not, for a moment, think that I am suggesting failure Or defeat or that I am pointing the finger of blame. I hope and I believe that the initial commitment that we expressed toward strategic planning remains firm. If this is the case then we must look for and not Point the finger of blame at but correct the systemic impediments to successful implementation.

In a somewhat circuitous fashion this brings me to the subject of my presentation - "ACCOUNTABILITY".

I understand and I know everyone here understands that as representatives of a fishery agency we are firstly accountable to Our "Own" Public and Our own boss. That is not in dispute and, in fact, it is eXPlfCitly **recognized** in the "Joint Strategic Plan" document. We recognize that any one of us can leave the table and decide not to participate. *But* we have decided to participate. We have each felt so strongly about the need for joint strategic planning that we have committed ourselves in writing to the belief If we remain firm in that belief then we must also accept the obligations inherent in translating that belief into a product. One of the obligations I believe we must accept is to extend our accountability.

I have an overpowering urge to say "I have a dream. And my **dream** is that your dream and my dream will someday be the same dream". I am glad that is out of the way - now I can get down to reality.

I have talked about a belief. Every organization has a set of beliefs as do we in the Great Lakes Fishery COMmiSSiOn. One of our beliefs must be that a Sound management process which focuses on results and accountability is integral to successful implementation. The dream is insufficient. There must be a process for translating it into action.

If we look back at the "Plan" we will find the basis for a management process in the "Accountability Strategy" on page eight wherein it states "It is apparent that positive participation in the consensus management Process would be encouraged by application, at the inter-agency level, of the

virtually universal 'Management by Results' process characteristic of each agency's conduct of their own affairs. This implies, of course, open disclosure of each agency's individual programs and plans in terms of operational objectives, targets and performance. This would not only provide for mutual evaluation of any management proposals which might affect another's interests but make a major contribution to the development of integrated operational programming employing the best available fisheries science and technology. Therefore: Fishery management agencies must be openly accountable for their performance." In addition a Procedure was proposed whereby each fishery agency would annually report Progress to the Lake Committees and the Lake Committees would report to the Great Lakes Fishery Commission.

In retrospect I believe we had the right idea. I think we were just too vague. We require a more specific procedure which identifies the positions and their roles more clearly. In an organization such as the Great Lakes Fishery Commission which essentially has no line management authority over its member organizations we must be doubly careful in delineating how we will hold ourselves accountable to ourselves for achieving results.

The primary result we are seeking are:

- 1: A definition of the objectives for the structure of each of the Great Lakes fish communities and development of means of measuring the progress made towards achievement - by the Lake Committees.
- 2: Development of plans for achieving lake management objectives - by the fishery management agencies.

If we use the first desired result as an example - who are the principals responsible for the intended result? They are collectively of course the Lake Committees represented by the Chairman and individually the fishery management agencies. If we know the desired result and know who the principals are - how do we ensure that the principals achieve the intended result? We must give them direction, we must give them the tools and we must hold them accountable. I hasten to remind you however that they are we.

Pet-naps as members of the Committee of the Whole we have a much greater role to play in the management process. We can hold accountable with line management authority our fishery management agency representatives to the Lake Committees. We can spell out direction, we can provide the tools and we

can hold them accountable. We must, however, re-examine and hopefully re-confirm our commitment to these objectives before we proceed. The fact that we have not met for five years to review progress toward achievement of our objectives might give rise to some questioning of our sincerity. I will readily admit that without some peer pressure being exerted on me by my Committee of the Whole colleagues I have not had high on my list of priorities holding my fisheries representatives to the Lake Committees accountable for theirs and my obligations to the "Joint Strategic Plan". The mechanism is there however,

Having thought about holding our individual agencies accountable, let us now turn to holding the Lake Committees accountable. No one of us can exercise this responsibility. And I believe this may have been the fundamental flaw or systemic impediment to achieving the intended result. Lest any of the Lake Committee Chairmen here are beginning to feel defensive or antagonistic that is not my intent. It is not your fault. It is simply not sound management practice nor does it fit with the human psyche to throw out some broad direction and expect an individual (or collection of individuals) to hold himself accountable to himself.

While I said that no one of us can ask the Lake Committees to account to us I believe that as a group we can. The Committee of the Whole and the Commissioners who must not be allowed to further slacken the reins of their responsibility for progress in this matter can identify targets, establish time frames, and review progress, While this will undoubtedly place demands on your already busy schedules I think these demands will not be inconsistent with the importance of the objectives.

I have wandered from a discussion of the importance of accountability into a prescription for implementing accountability in the context of the Great Lakes Fishery Commission. This was not my role. I am confident that tomorrow's workshops will do a greater justice to the proposed prescriptions for accountability than I could hope to.

Let me conclude by reiterating my commitment that the objective remains valid and worthy and is attainable. In order to attain it, the Great Lakes Fishery Commission must adopt well founded management processes (in this case - accountability for achievement of results) and adapt them to the unique structure of its organization,

HABITAT ADVISORY BOARD
BACKGROUND, OBJECTIVES, PROGRESS AND RECOMMENDATIONS

by

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COMMITTEE OF THE WHOLE

Workshop on Implementation of the
Strategic Great Lakes Fisheries Management Plan (SGLFMP)

February 18-20
Sheraton Center, Toronto, Ontario

Background

A major issue of SGLFMP is Inadequate Environmental (Fisheries Habitat) Quality:Quote Pg 5:

"Degradation of water quality, destruction of physical habitat, and impairment of ecosystem components critical to the well-being of fish are major causes of impairment and destruction of Great Lakes fish communities and fisheries. In order to protect fishery habitats and ensure adequate spawning success the environmental objectives of fishery agencies must be the same as or more stringent than those of environmental agencies. Thus, the actions of both are complementary and should be coordinated."

Based on the Environmental/Habitat Issue, some Lake Committees (LC), through the Council of Lake Committees (CLC) requested the Great Lakes Fishery Commission form a special group to address the issue. The Commission recognized the importance of fisheries habitat management by giving Board status to the group thus forming the Habitat Advisory Board.

Formal Terms of Reference and Charges were developed and are available from the Commission. More important, the Board after preliminary organizational meetings, identified some broad basic principles/policies that must be recognized if Great Lakes Natural Resource Agencies, administered through the Committee of the Whole (COW), are to successfully meet the challenge of Great Lakes fish habitat management in the 1980's.

The alternative is for Great Lakes fisheries management to remain a fish species oriented program and leave the habitat decision making solely to the environmental agencies' lawyers, and sanitary engineers under State, Provincial and US-Canada Federal Laws and Regulations. The latter will relegate the fishery profession in the Great Lakes to a secondary subordinate role, dependent on environmental units to "manage" the fisheries habitats that the fish communities are dependent on.

It is primarily the above concern with suggestions for resolution that this report addresses.

Board Objectives

1. Fish Habitat Planning and Management, By Formal Policy, Must Be An Integral Component Of All Great Lakes Fisheries Management Plans.

This removes habitat management from the current unsuccessful voluntary status to a mandatory status in Great Lakes Fisheries programming. One or two fisheries agencies have already taken or propose to take this vital step. (US-National Marine Fisheries [NMFS] and Canada Dept. of Fisheries and Oceans [DFO])

Recommendation: It will be vital to the future status and effectiveness of our Great Lakes fishery programs for The Committee of the Whole to formally endorse such a policy, possibly at this Workshop.

2. Fisheries Professionals Should Sit As Equals to Complement Environmental Agency Staffs In Decision Making That Impacts Great Lakes Fish Habitats

During the 1970's, early 1980's, there was much polarization by natural resource agencies and the newly formed environmental agencies. How close these agencies are now joined under the state, provincial and federal organizational structures varies considerably. But, there is common need for better communications and coordination in major decision making that impacts the environment and therefore fisheries habitats in the Great Lakes. This is recognized in SGLFMP. Hopefully, the period of polarization and antagonism is over and both groups can join in developing a complementary decision making process that will help protect, restore, and even enhance the Great Lakes environment/habitat.

Recommendation: The Committee of the Whole, in coordination with the Fishery Commission, agree that fisheries professionals should have strong input into the environmental decision making process that impacts Great Lakes fisheries habitats.

Further, strategies to accomplish the above should also be developed and implemented as soon as possible. The Habitat Advisory Board will be pleased to help in any way possible.

3. Lake Committees Should Be Strengthened.

The Lake Committees have long been recognized as the action arm for historic Great Lakes fisheries programs and new charges under SGLFMP. If they are to meet their lakewide-basinwide mandates, the Lake Committees must be strengthened by their agency administrators (COW). Higher prioritization of specific Lakes assignments and considerations of additional or redirected funds and manpower may be necessary if the LC's are to meet their charges.

Board Activities/Progress

1. Organizational Structure: Membership lists of the Board, Habitat Management/Planning Task Force (MPTF), and the Fish Community Health Task Group are attached. The Board's policy is not to form permanent task forces, committees, etc. unless necessary. Overall the Board has been quite active and fair progress has been made.

HAB has received excellent support and input from the Executive Director, Carlos Fetterolf, as well as other Commission staff. This has helped considerably in the formation and development of HAB into an active force on habitat issues across the Basin.

Summary and Recommendations sheets identifying a number of important issues have been prepared for use during COW's Workshop by participants of Wednesday's Work Groups.

a. The MPTF and Board held an initial workshop to help orient Lake Committee Chairmen and others to the major broad (strategic) issues facing any effort to carry out fisheries habitat planning/management in the Great Lakes in coordination with environmental agencies, the public and other interest groups.

Subsequently, the Task Force drafted a Generic Outline to help Lake Committees develop their respective lakewide habitat management plan. The Outline and workshop support material will be distributed at the Lake Committees' Annual Meetings in March 1986. If the TF has successfully completed its charge, it will be disbanded at the Board's April 16, 1986 meeting. New task forces will be formed as necessary to meet future habitat challenges.

b. The Fish Community Task Group has two basic charges: Put the fish tumor issue in perspective for Great Lakes fisheries managers; and put fish community health in perspective as impacted by current Great Lakes environmental (fish habitat) conditions.

The first charge should be completed soon. A field guide has been developed in cooperation with others to identify common types of tumors and provide procedures for collecting, transporting and storing specimens for laboratory work.

The second charge will require considerably more" effort. The Board will review the Task Group's progress at the April 16 meeting and take appropriate action to complete both charges.

2. Coordination:

a. Lake Committees, Council of Lake Committees: HA6 chairmen attended the 1985 Lake Committee meetings and requested the respective chairmen to form a Habitat Subcommittee or similar group to address habitat planning and management for their respective lakes. A similar request was made to the CLC Chairman to address basinwide habitat issues/actions.

The Board recognizes that habitat planning and management activities will require considerable time and effort and will need strong COW support. The Board will cooperate and help in any way possible with the LC's and CLC. Permanent liaisons have been developed to expedite necessary action between the Board and LC's/CLC.

b. Board of Technical Experts: Formal and informal liaison/coordination has been developed and will be maintained between the two GLFC Boards,

c. International Joint Commission (IJC): The Board recognizes the importance of effective coordination and cooperation between IJC and GLFC at all levels. In fact, it may be desirable for the two Commissions to have a joint reference on certain habitat issues.

Note: IJC Water Level Control Boards do not have Great Lakes Natural Resource Agency representation. Nor, are impacts on fish and wildlife resources from water level fluctuation included in the factors that determine flows and impacts on water levels.

Recommendations: COW request IJC to include a qualified fisheries habitat specialist on their water level control board(s); also, fish and wildlife habitat needs be a major factor in determining flows and water levels throughout the year.

1. Water Quality Board (WQB): Some members of the WQB are also members of the HAB. In addition HAB suggested to the WQB that the HAB chairman be an advisor or official liaison to the WQB. The proposal is under consideration.

2. WQB Work Group's Contaminant Surveillance Planning Task Forces: There are 7 TF's one for each Great Lake and 2 for the 4 major river systems. Some members of HAB are on the TF's. IJC staff expect to work closely with the LC's before and after the surveillance plans are implemented. HAB anticipates IJC'S Contaminant Surveillance Plans will make up a major part of the chemical component of each LC's habitat management plan. This should ensure good coordination between GLFC/HAB/LC's and IJC at the field program level.

Great Lakes Charter Task Force: Water level management has to be a major component of lakewide-basinwide habitat management plans/programs. Therefore, the HAB chairman contacted Peter McAvoy, Charter Task Force Chairman, and invited representation at HAB's MPTF Workshop in Buffalo (Oct. 1985). Peter suggested the HAB Chairman coordinate with Charter Task Force member Tom Brown, NY DEC and good coordination has been developed.

Recommendation: COY members become fully familiar with the Charter's objectives (below) and administrative/operational procedures in order to coordinate/cooperate with Charter personnel.

Water level management objectives:

1. Prevent additional water from being diverted outside the Great Lakes Basin.
2. Control future consumptive use of Great Lakes waters.

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Issues and Progress, and Approaches
for Implementing the Strategy
for Management of Information

by

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A discussion paper to be presented at the Committee of the Whole
Great Lakes Fishery Commission
Toronto, Canada, February 1986

ISSUES AND PROGRESS, AND APPROACHES
FOR IMPLEMENTING THE STRATEGY
FOR MANAGEMENT OF INFORMATION

by

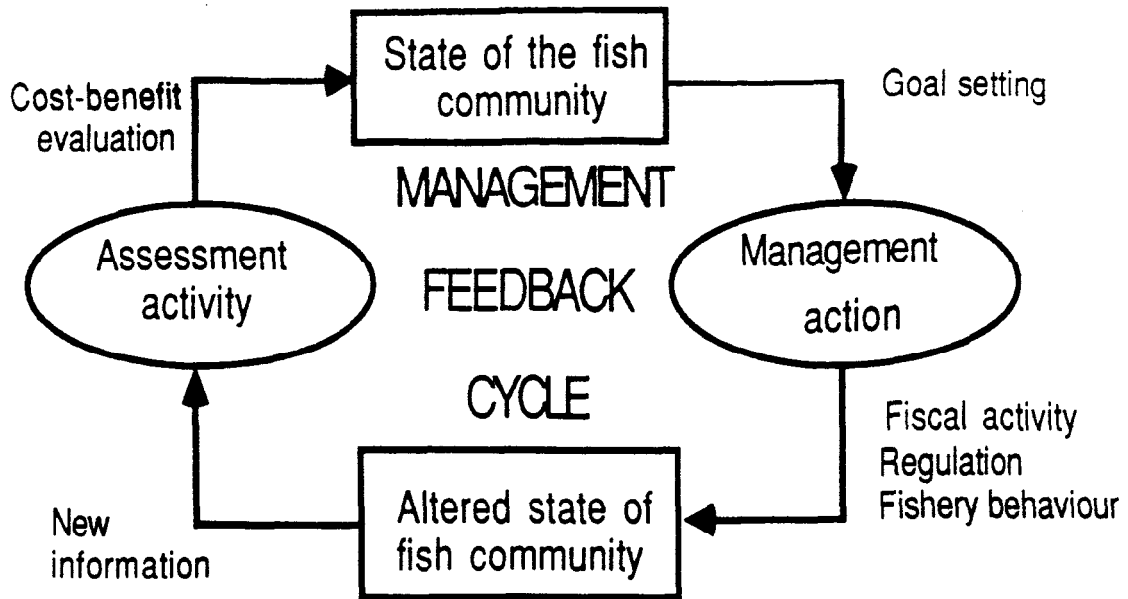
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ABSTRACT

The strategy for management of information adopted in "A Joint Strategic Plan for Management of Great Lakes Fisheries" was designed to improve the quality and usefulness of information bases. State and Federal agencies have in place systems for gathering information on fishery catch. Computerized data bases, however, have yet to deliver timely compilation of information in a form useful to fishery managers. Great Lakes U.S. Commercial Fishery Statistics (Comm Fishstats) collected by the eight States and various Indian tribes are compiled and published in the National Freshwater and Marine Fishery Statistics. Ontario commercial catch statistics are collected and compiled by the Ontario Ministry of Natural Resources. Not yet operational is the U.S. National Fish Hatchery Cultural and Stocking Database. Other databases for the Great Lakes are under development, such as the Lake Superior Lake Trout/Sea Lamprey Database and Sportfishstats.

INTRODUCTION

In 1980, State, Provincial, and Federal fishery resources agencies as cooperators with the Great Lakes Fishery Commission adopted a Joint Strategic Plan for Management of Great Lakes Fisheries (Great Lakes Fishery Commission 1980). Common goals were established for the various agencies dealing with the Great Lakes. This document identified the important issues bearing on maintenance of productive fish communities and a healthy environment. Implicit in development of the Joint Strategic Plan (SGLFMP) was an underlying assumption that the basis for rational management of natural resources is, as is true also of industry, business and government, a management cycle similar to that depicted in Figure 1.



It was understood that the management activity is not without cost, and that, as Garrett Hardin (1968) noted nearly two decades ago, ...*"Once we are aware that the status quo is action, we can then compare its discoverable advantages and disadvantages"[with those of] ... "the proposed reform."* This was the challenge undertaken by the signatories to the SGLFMP accords, the eight U. S. states, one Canadian province, and two federal governments. It was obvious that such a complex mix of agencies and issues would require major efforts at coordination.

One of the four strategies promulgated by the Joint Strategic Plan dealt with management information. The strategy was to guide agencies involved in fisheries and environmental management on how to share and utilize data. More specifically, SGLFMP sought to develop means for measuring and predicting the effects of fisheries and environmental management decisions. Management information constitutes fully half of the Management Feedback Cycle described above, and, for each agency involved in the management process, provides the means for justification (fiscal accountability) of the actions undertaken by the agency.

We discuss in this paper the types of assessments of fisheries necessary for management and the development of information systems.

INFORMATION COLLECTION

The Great Lakes States and Province of Ontario maintain active programs of monitoring fishery catches. All require that commercial fishers report their catch by species and weight. Records are turned in monthly or at the end of each year. Late reports result in a delay in the preparation of the data base. The State of Michigan recently implemented a new reporting system similar to that developed in California several decades ago. This

system requires all fish dealers to obtain from the fishers a bill-of-sale listing the species and weight, with a copy going to the Department of Natural Resources. Biologists may sample or measure commercial catch at dockside to further enhance the resolution of the information.

The sport catch of Great Lakes fishes is monitored by sampling the anglers. Most jurisdictions conduct surveys with interviews of anglers during or after fishing trips. Questionnaires at the end of the season and other mail surveys are used to collect generalized information. Selected anglers may keep diaries with catch and effort information. Boat counts may yield information about the distribution and intensity of fishing effort.

Fisheries surveys are difficult to standardize and validate. The pattern of anglers arriving and departing varies with the size of the body of water, nearness to population centers and numerous other variables. The reporting of catch may be biased by angler satisfaction with the fishing experience, the time since the event occurred, etc.; information as basic as the identity of the species may depend on the knowledge of relatively untrained anglers. Information collected independently by two or more methods may be compared to validate each other. Thus, a biologist inspecting and counting the catch in a particular area may validate a voluntary catch report.

Fish populations may be assessed directly by tagging-recapture studies or by experimental fisheries. Tagging technology is now sufficiently refined to enable each State to batch-mark every fish stocked with a coded wire tag in its snout. Yet to be perfected is an individual coded tag that can be read without killing the fish.

Experimental fishing by both management and research units provides a useful index to fish populations. Recent innovations in gill net selectivity correction (Rudstam et al. 1984) provide greater opportunity than ever before to monitor changes in the fish communities of the Great Lakes. Trawls and hydroacoustic methods are commonly used to assess population densities.

DATABASES

The Great Lakes Fishery Commission facilitates information exchange for the protection of thriving or recovering fishery resources (e.g., lake whitefish and walleye, and bloater chubs in the Great Lakes), and restoration of lost fishery resources (e.g., Great Lakes lake trout). The Commission is the designated authority for sea lamprey control within the basin, and, through its Canadian and U. S. agents, maintains a major information base on the status of this species. Data about lamprey and all other Great Lakes fishery resources have been accumulated for many years and those efforts must be sustained. Thus, the time frame for collection, coordination, and management of fishery resource databases is open-ended. The expertise, technology, existing database, and client contacts are now available to allow us to move even more aggressively in coordinating and managing this essential information.

Increased funding in certain critical programs would substantially increase the capability to collect, coordinate, and manage fishery resource databases. However, several other factors have also impeded fulfillment of this objective in the past. First, in some cases data have not been collected over a long enough period, or not in a sufficiently systematic manner by appropriate agencies to provide a useful database. Second, proprietary rights for first publication of findings by scientists have delayed interagency exchange of data in some cases. Third, concerns over misinterpretation of data by users not familiar with sampling design, gear employed, and vagaries of external factors such as environmental conditions, have resulted in a cautious approach to widespread dissemination of agency data. Finally, there is some resistance to establishing interagency databases because of uncertainty of how the information will be used in proposed allocation of fishery resources between jurisdictions.

All of these concerns have legitimate bases in the historical accounting of fishery management throughout the past century. The SGLFMP agreement nevertheless challenges each of the signatory agencies to develop the means to overcome these concerns in a cooperative effort to address the accepted common goal. We quote John Gulland (1984) who expressed this concern for International cooperation in management of the major oceanic fisheries of the world, "...there is a vital need for...an *agreed analysis of the biological conditions of the resource upon which all the national elements in the fishery are based.*" Given this common understanding of the status of our fishery resources, allocation may then proceed in the sense of partitioning available surplus production of fishery resources among user groups. We eschew the conclusions reached by Fraidenburg and Lincoln (1985) in their examination of the Pacific salmon fisheries where compromise between biological reality and socio-political-economic considerations has led to an acceleration of deterioration of the stocks *to the ultimate disbenefit of all users.* As an example of the effort necessary to place vital management information in a readily accessible form, we applaud the current efforts of the Great Lakes Fishery Commission to establish a sea lamprey database containing the historical information related to lamprey abundance and control. We believe that an atmosphere of cooperative and complementary management can only be achieved when management information underlying significant management action is freely available for the scrutiny of all parties involved. Herein lies the answer to the time-honored question of "who will watch the watchers."

There already exist several fishery resource databases developed cooperatively with Great Lakes agencies (Federal/State/Indian Tribes/International).

For example:

0 Great Lakes U.S. Commercial Fishery Statistics--Each of the eight Great Lakes States and Indian Tribes requires every commercial fisherman to file monthly catch records documenting for each day's catch, species, pounds, location, gear and amount used, etc. By long-standing agreement, copies of these catch records are forwarded to the U.S. Fish and Wildlife Service's Great Lakes Fishery Laboratory where

the data are collated, computerized, and routine or special (upon request) summarizations are prepared for distribution to the cooperating agencies and other interested parties. These data are available under the name "Commfishstats," for commercial fishes and "Sportfishstats," for recreational species. This laboratory, in turn, forwards the information to the National Marine Fisheries Service for consolidation into the National freshwater and marine fishery statistics.

0 The Ontario Fishery Management System (OFIS) provides a means of focussing a high-resolution data acquisition effort on a number of different types of fish production systems in such a fashion as to yield a continuous record of trend-through-time changes in these systems (Loftus 1976). Provision has been made to include at least some of the Great Lakes fish communities in the OFIS database.

U.S. National Fish Hatchery Cultural and Stocking Database Though perhaps not operational or destined for all U.S. Fish and Wildlife Service National Fish Hatcheries, recent developments of a computerized cultural and stocking database in FWS Region 3, where at least four Federal hatcheries are dedicated to producing young lake trout for stocking in the Great Lakes, are noteworthy. The massive, interagency program of rehabilitation of these lost resources in the Great Lakes requires the evaluation of various cultural techniques, in-transit and stocking methods and conditions, and the post-stocking performance of various sizes and strains of lake trout in various lakes.

0 Lake Superior Lake Trout/Sea Lamprey Database Funded in part by the International Great Lakes Fishery Commission (as noted above), the U.S. Fish and Wildlife Service is developing a comprehensive database composed of all available historic information from all State and Provincial agencies on sea lamprey wounding rates on lake trout, location and magnitude of sea lamprey ammocoete populations, lake trout survey catch/effort/biological data, counts of sea lamprey spawners at various barrier dams, and the record of chemical treatments of sea lamprey spawning streams.

0 Great Lakes Information System--The Michigan Department of Natural Resources has initiated a computerized information system to store and analyze data on wetlands and nearshore habitats of the Great Lakes. Information will include water movements, thermoclines, toxic chemicals, nutrient cycling, and fish stock assessment. Establishing the Great Lakes Information System will allow better management decisions regarding such issues as effluent discharge, marine construction, fish stocking, and industrial plant siting.

Finally, there are several fishery resource databases that should be developed in the future that the Great Lakes Fishery Commission could coordinate, manage, and/or contribute to. For example:

- o Sport Fishery Catch, Effort, and Biological Database for U.S. Waters of the Great Lakes.

The data acquisition efforts of the U. S. and Canadian federal agencies and the Great Lakes Fishery Commission are being complemented by various state agencies and the Province of Ontario. Michigan's catch statistics collection system noted earlier provides one viable model for monitoring extractions of fish from the system. The Great Lakes Fishery Commission should encourage an intensification of these efforts across all jurisdictions.

USE OF DATA

The Great Lakes Fishery Commission is in the process of developing a policy on sharing research data. The intent is to make original data available for use by agencies or the scientific community to get maximum benefit from the data. The dilemma is that researchers should have the right of first publication of results from data they have gathered. In some research environments, e. g. the National Museum of Canada, these proprietary interests have been sewed by a policy that provides access to "external" investigators after a specified period. Provision has already been made for this procedure (Great Lakes Fishery Commission 1980), but little progress has been made to date in physically making such information available to the research community beyond the agencies that have collected the original information. Progress in this area would be in keeping with the idea inherent in legislation such as the "freedom of information act" wherein information collected at "public expense" is genuinely available to the public.

The data on Great Lakes fishery resources is used by numerous agencies and interagency Technical Committees, some of which were set up by the Great Lakes Fishery Commission for purposes such as:

- 0 The determination of the status of a resource
- 0 Study of the biology, distribution and population dynamics of a particular fishery resource
- 0 Assessment of the effects of fishing on the resource
- 0 Modification of management strategies and tactics
- 0 Evaluation of the results of resource management decisions

DISCUSSION

Regarding Fish Stock Assessment, it is the exception rather than the rule that resource surveys are entirely adequate; that data sets are easy to develop; that sufficient information on catch effort, and the biological

composition of the harvests by sport and commercial fishermen are available in a timely and consistent manner; and that estimates of variables, functional relationships, and analytical outputs have acceptable accuracy and precision. A survey of fish-stock-assessment needs of fishery-resource agencies around the Great Lakes (Kutkuhn and Hartman 1979) revealed that, in general, agencies felt that they were obtaining only about half the funds and manpower needed for the adequate assessment of the fish stocks and the fisheries. Conditions have not improved significantly since then.

Management decisions must, nevertheless, be made. Sometimes, biological and statistical information with obvious shortcomings or deficiencies must be used, tempered, of course, with good judgement. In most situations, resource managers cannot wait for more detailed data sets, narrower confidence intervals, or more annual points on a population-trend analysis. Resources in obvious trouble need immediate attention to reduce the stress imposed on them. Those engaged in resource assessment must accept this reality and produce the best available information and recommendations, even knowing that these are deficient. Gulland (1971) stated that scientific finality cannot be achieved in producing complete technical answers to management problems. Fisheries can now reach a state of crisis in a much shorter time than that required for a scientific assessment by classical methods. Gulland (1971) concluded that resource managers should be prepared to take early action, and the resource-research community must give early advice, even when the data are deficient, while seeking new or additional information to revise the advice.

Since SGLFMP was developed, a number of Great Lakes agencies have implemented systems of fishery regulation based upon quotas. We believe there is a serious need for examination of this approach in order to discover the extent to which collection of fishery statistics is compromised by this regulatory structure. The long-standing series of catch statistics initially summarized by Baldwin and Saalfeld (1963) will clearly have somewhat different characteristics than a catch series developed under a management system that de-couples catch from the effort required to take it.

As far as we know, the specific strategic procedure, "to develop means of predicting the effects of fishery and environmental management decisions (Great Lakes Fishery Commission 1980) has not been achieved. Comprehensive models forecasting the outcome of specific actions have not been made for Great Lakes fishes. In our opinion, fish populations in the Great Lakes have been subjected to a succession of environmental, biological, and fishery changes such that an sufficient baseline can not be established. Just enough is known about the response to Great Lakes systems to make good guesses about outcomes. Fundamental to fulfilling this strategy is the need for further development of interagency information and data management systems. Every agency signatory to the strategic plan must be committed to achieving the goal of managing information as a prime requisite for managing fisheries.

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REPORT OF THE CONSENSUS STRATEGY
WORK GROUP

by

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The Group reviewed the process involved in arriving at consensus decisions and also successes and failures of the process, both pre- and post-SGLFMP, along with the reasons for the success/failure. As a result of the review and discussion some observations and recommendations are submitted for consideration of the Committee of the Whole.

1. Review of the Process:

It is important that the members of technical committees, Lake Committees, GLFC and the C.O.W. understand that reaching consensus in this context is a two step process. The first step involves the presentation of recommendations for management from scientific/biological staff based on their analysis and interpretation of data. These recommendations should not consider social/political or economic issues--only scientific/biological issues. The second step is the receipt of the recommendations by decision-makers who then add social/political and economic information from whatever source. Discussion follows and a consensus decision on the issue is reached (or not reached).

2. Review of Pre-SGLFMP Situation

2.1 Consensus Failures

2.1.1 Western Lake Erie Walleye

Consensus could not be reached on how to manage those stocks of walleye because of Ontario's inability to exert any control over its commercial fishery which was harvesting those stocks at extremely heavy rates.

This issue became resolved when high levels of mercury in the walleye forced the closure of the commercial fishery because the fish could not be sold.

2.1.2 Pacific Salmon Introduction

Consensus could not be reached when Ontario disagreed with the U.S. states on the basis of fisheries management philosophy. Notwithstanding Ontario's objections, the plantings of Pacific Salmon were begun.

2.2 Consensus Successes

2.2.1 All agencies agreed on the need to control sea lamprey as an essential component of an agreed-upon objective to rehabilitate the Great Lakes System using Lake Trout. Included in these early agreements were the first positive steps by the upper lakes U.S. States on the allocation and distribution of Lake Trout from the U.S. Federal and State Hatcheries.

In these cases the consensus strategy was successful because of the extreme sense of urgency that was evident at that time, as well as philosophical agreement as to how to rehabilitate the system.

2.2.2. Proposals by Ohio, and later by Pennsylvania, to introduce Striped Bass into the Great Lakes (Lake Erie) were reviewed by all agencies and, as a result of the largely negative response received from those agencies, the proponents decided to withdraw their proposals. In other words, there was no consensus so the proposing agency decided not to proceed.

3. Review of the Post-SGLFMP Situation

3.1 Consensus Failures

3.1.1 Failure to meet Strategic Procedure 1 (Definition of fish community objectives). It is generally believed that science has not progressed far enough to allow us to produce the fish community objectives to the level of detail that we believe is required.

The consensus workshop group concluded that the definition of fish community objectives is a two step process. The first step is to reach consensus on the kinds of fish communities that the Lake Committees believe are desirable for each of the Great Lakes, as well as the species composition of each of those communities. This can be done now.

Once consensus is reached at this level, step two is the quantification of results from step one. It is agreed that step two will be very difficult to accomplish. However, the science of modelling has developed dramatically since 1980. In addition, we have more data and probably a better understanding of some of the mechanisms that are working on the biological systems of the Great Lakes. The group therefore concluded that an attempt could and should be made to proceed with step two with the full understanding that the results will not be perfect and will require refinement and change over time. (See recommendation #1)

3.1.2 In some cases the consensus strategy has failed when an agency takes action and the other agencies find out about it, after the fact, at a L.C. meeting. This group believes that this kind of problem is a result of a lack of communication. All parties should ensure that all conflicts or potential conflicts are communicated to all of the agencies involved. In addition, all actions being proposed by an agency should be communicated. There is no need to wait for a Lake Committee meeting to do this. This type of communication should take place on an "as required" basis in a timely fashion.

This type of concern led the group to the conclusion that there is a problem with the consensus strategy and with strategic procedure 5 (See recommendation 2)

The group also concluded that there will be occasions when it is not possible to follow the consensus strategy and an agency (or agencies) may have to accept the results of decisions taken in another forum. An example of this kind of Situation occurred in the Upper Lakes in 1985 when the courts ordered the U.S. Federal

Government, the State of Michigan and the involved Indian Tribes to reach an agreement on the management and allocation of fisheries resources in the areas of Northern Lakes Huron and Michigan, and Eastern Lake Superior, that were included in Tribal fishing rights. An agreement was reached by those parties based on Lake Trout management plans that had been presented to the three lake committees but which had not been finalized by the Lakes Huron and Superior Committees.

The workshop group concluded that, in certain circumstances, if actions are taken in the spirit of SGLFMP, even if the consensus strategy was not followed for practical reasons, the actions may have to be accepted by the affected parties that were not directly involved in the issue.

3.2 Consensus Successes

3.2.1 There has been agreement on the ultimate Lake Trout rehabilitation goals/objectives on each lake although plans for achieving the goals/objectives are not all complete as yet. This latter process has been termed an incomplete success in Lake Superior by the workshop group because of the length of time that it has taken to obtain approval of the plan by all agencies (four years).

3.2.2 There has been concern expressed from all of the Lake Committees about the stocking levels of terminal predators in relation to the prey base. In 1985, action to limit pacific Salmon plantings was taken in Lake Michigan. This action recognized the fish community concept.

3.2.3 There are a number of on-going projects that are proceeding under SGLFMP and are following the strategies contained in that document. Examples include the various Lake Trout rehabilitation plans, Lake Erie walleye and perch groups.

4. Principles to be Remembered when Trying to Achieve CONSenSUS

4.1 Arriving at consensus in Lake Committees is a two Step process (See 1)

4.2 In some cases it may not be possible to follow the consensus strategy (3.1.2)

4.3 All of the cards should be on the table at all times (3.1.2)

4.4 There is no need to wait for a Lake Committee meeting to discuss issues/concerns with the other agencies.

5. Recommendations:

5.1 The Committee of the Whole consider directing each Lake Committee to implement strategic procedure 1 (definition of fish community objectives 3.1.1)

It is important that C.O.W. members understand why Lake Committees believe that the definition of fish community objectives is so important. Also, if C.O.w. supports this recommendation, such support will require the allocation of staff time and funds to complete this difficult task.

5.2 The Committee of the Whole direct each Lake Committee to examine and define more clearly, of necessary, those agency actions that "will significantly influence the interests of more than one jurisdiction" (quote from the consensus strategy). In addition strategic procedure 5 refers to "substantive changes from existing practice". This should also be examined and defined more clearly If necessary (3.1.2).

REPORT OF THE INFORMATION MANAGEMENT WORK GROUP

by

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Report of the
Information Management Work Group
of the
Workshop on Implementation of the
Joint Strategic Plan for Management of Great Lakes Fisheries

The Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP) emphasized the need for sharing management information between jurisdictions. One of fundamental strategies prescribed by SGLFMP reads:

"Fishery agencies must cooperatively develop means of measuring and predicting the effects of fishery and environmental management decisions."

This strategy is closely related to the other SGLFMP strategies since such cooperation concerning management information is essential in setting a common agenda for fisheries managers, arriving at consensus management decisions, and successful intervention in environmental management decisions.

The Management Information strategy in SGLFMP is supported by strategic procedure #13. This procedure calls on the Great Lakes Fishery Commission to coordinate standardization of stock assessment data, establish an inventory of data held by the agencies, maintain a catalogue of current Great Lakes fisheries research programs, and support documentation of case studies of management experience for use throughout the Great Lakes community. It also commits the agencies to share data in a timely fashion, using automated systems where appropriate.

The work group also considered the recommendations of the Great Lakes Caucus Group of the 1985 State Fish and Wildlife Director's Conference. The caucus made several recommendations related to SGLFMP's Management Information strategy, including statements that the agencies need to:

"Formulate an ecologically based data management system;

Implement a common resource inventory;

Maintain long-term data series to formulate and support management decisions:

Develop more effective mechanisms for public involvement and dissemination of information to the public; and

Target fishery research efforts to meet high priority management needs."

These recommendations point to particular deficiencies in current efforts to cooperatively manage information about Great Lakes fisheries.

A major deficiency in SGLFMP was immediately apparent to the work group. The basic strategy addresses cooperative development of management information while the procedures provide for "information management." The strategic procedures lack provisions for identifying the information needed for management, although this need is partly addressed in the work done by lake and technical committees. It also appears that the best results in both identifying management information needs and establishing information management systems have been attained when tied to a particular decision model or procedure (e.g., Lake Erie walleye, sea lamprey control, and lake trout stocking).

Our review of the status of the SGLFMP strategy indicated both progress and deficiencies. The Great Lakes Fishery Commission has:

- standardized lamprey mark data and worked on standards for lamprey assessment
- supported ASPY and SAFR to develop means of measuring and predicting...
- published committee work in the special publication series
- supported computerization of commercial catch data, Lake Erie yellow perch assessment data, and fish stocking data (just begun)
- inventoried some data and research work through minutes of lake committee and commission meetings
- published some case studies as opportunity developed.

However the GLFC has not yet:

- developed a consolidated inventory of data or data collection efforts of the agencies
- catalogued research programs
- achieved standardization of stock assessment data across stocks
- systematically sought out good case studies.

The principal impediments to the GLFC's performance of its charges under SGLFMP appear to be the bottom-up approach used by the commission to carry out its work and the limited resources directly available to the commission.

The agencies have performed similarly in implementing SGLFMP's Management Information strategy. They generally share data well in technical committee work and have succeeded in standardizing and reporting data very effectively when "feeding" an accepted decision process. They usually share other information when asked but

- sometimes fear misinterpretation or lack time to organize data

- are reluctant to share data before analysis even though analysis is often slow.

The agencies have failed to develop many compatible automated information management systems, perhaps because they have been slow to develop internal systems to which this concern might apply.

The work group therefore recommends:

1. Procedures be added to SGLFMP providing for

- development and sharing of predictive models for use in making fisheries and environmental decisions

- making decisions about information needs, then standardizing and sharing needed information

- more activity respecting environmental management information

- communicating information needs to non-agency researchers.

2. Review of the Great Lakes Fishery Commission's role to determine whether the expectations embodied in procedure #13 are consistent with the commission's perception of its role.

3. Work on the management information strategy be driven by setting some mid-term objectives. These objectives might emphasize development of automated information systems and technology transfer in decision support modelling for both fishery and environmental management.

REPORT OF THE ENVIRONMENTAL WORK GROUP AND
RECOMMENDATIONS TO THE COMMITTEE OF THE WHOLE:
IMPLEMENTATION OF ENVIRONMENTAL MANAGEMENT STRATEGIES
FOR THE STRATEGIC GREAT LAKES FISHERY MANAGEMENT PLAN

by

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**Report of the Environmental Management Strategy Work Group and
Recommendations** to the Committee of the Whole:

Implementation of Environmental Management Strategies for SGLFMP

Prepared by: John Cooley, Carlos Fetterolf, Del Graff, Murray Johnson, James
Kitchell, and Bill Pearce

This report derives from the efforts of the **Environmental Management Strategy** Work Group which met in conjunction with the **Committee** of the Whole Workshop on Implementation of the Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP) during 18-19 February 1986 in Toronto. The majority of our discussion **focused on the issues raised in two documents:** (1) The Great Lakes Caucus-1985, which is a draft report of the State Fish and Wildlife Directors Conference, and (2) a **preliminary** draft of **recommendations from the Habitat** Planning and Management Task Group of the Lake Ontario Committee. Both are appended to this report. In the following we offer a distillate of our **discussions** and present **recommendations** for consideration by the **Committee** of the Whole. we offer our **assessment in two** categories: (I) Prerequisites to effective implementation of SGLFMP and (II) **Action Recommendations.**

I. Prerequisites of SGLFMP

Effective **implementation** of management planning requires an ecosystem context. Thus, **the scope of SGLFMP requires that:**

A. Fisheries planning must be viewed as functionally equivalent to planning for **environmental** management. Protection and **enhancement** of fishery habitat is a requisite of both. **Plans must be developed for full use of fully rehabilitated resources.**

It follows that:

B. Fisheries planning must be an integral part of remedial action plans such as those required through the Great Lakes Water Quality Act.

Exemplary of the need for immediate and effective effort is the requisite that:

C. The Great Lakes Fishery Commission and the International Joint Commission be enlisted in a joint reference by the governments of the U. S. and Canada to develop coordinated remedial action on contaminants. This joint effort should have as its major goal the development of water that are "swimmable, fishable and can consistently yield edible fish products".

To assure continued progress toward the above, we strongly recommend that:

D. The Committee of the Whole should serve as a permanent action arm of SGLFMP. It should meet regularly to evaluate the planning process and to aid in the accomplishment of stat&goals.

II. Recommendations for Action

Our view of important, specific Steps toward the implementation of SGLFMP includes the following action recommendations:

A. There is need to clarify the roles of agencies and functional groups (e-g., Lake Committees) in developing and implementing management plans.

B. There is need to clarify the legislative authority of agencies and its likely uses in implementing management plans.

C. A coordinated agency effort is required to inform the public of the values of fully rehabilitated resources.

D. **Management plans must include provision for rapid response** capability. As outlined in II.B., planning should facilitate **coordinated** action and minimize **bureaucratic encumbrances**.

Six years have passed since the ratification of SGLFMP. **Progress toward its goals has been, at best, modest and uneven. We feel that concerted** action is now necessary. Our **recommendations** call upon the **Committee** of the Whole to re-affirm the intent of SGLFMP and to develop an assertive role in its implementation.

COMMENTS AND RECOMMENDATIONS ON
GREAT LAKES FISH AND WILDLIFE HABITAT MANAGEMENT

by

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Handwritten signature and date: March 10, 1986. Stamp: COPY - [Signature] Henry G. Williams, Commissioner. A circular logo with a globe is also visible.

MEMO TO: Ralph Abele, Acting Chairman - Committee of the Whole
Tim Millard, Acting Vice Chairman, Committee of the Whole for
2/18-19 Meeting

FROM: W. A. Pearce, Chairman - GLFC Habitat Advisory Board

SUBJECT: Comments/Recommendations on Great Lakes Fish & Wildlife Habitat
Management - COW Meeting, February 18-19, 1986 Toronto

The long range and immediate perspectives provided below are a follow up of our telephone conversations after your Toronto meeting. As mentioned, I particularly commend you as well as all other attendees for resurrecting what could have been a disastrous meeting and major setback into a very successful and productive session. I also commend the GLFC staff for their fine meeting preparations. COW is one of the few organizations who ever broke even and probably profited from the Great Lakes "Fog Storm"!

Suggestions for Administrative Action to Meet Permanent Great Lakes Fish and Wildlife Habitat Management Needs.

- A. Some Given and Associated Long Term COW Considerations
 1. Great Lakes Environmental Management is synonymous with Fish and Wildlife Habitat Management in addressing aquatic, terrestrial and atmospheric environmental problems. For, environmental concerns are also fish and wildlife habitat problems.
 2. Environmental Agencies by State, Provincial, Federal-Canada and U.S. laws have mandated responsibility for Environmental Management within their respective jurisdiction. Most environmental agency administrative and "field" staffs are by necessity legal and engineering professionals.
 3. Individually and collectively the 12 Great Lakes State, Provincial and U.S.-Canada Federal natural resource agencies, represented by the COW, have mandated responsibility for the fish and wildlife resources within their respective jurisdictions.
 4. In addition, there are three International Great Lakes Government Related Organizations that have identifiable responsibilities within the Great Lakes Basin. They are:

b. (International) Great Lakes Fishery Commission (GLFC)

c. The State-Provincial Great Lakes Charter Representatives (Eight Governors and Premiers of the Provinces of Ontario and Quebec

5. Until we (all concerned) can develop a forum to bring all the above into a formal effective organizational structure that includes top administrative, middle management and field level representation, Environmental/Habitat Management in the Great Lakes will continue to be fragmented and often ineffective.

I firmly believe now is the time to respond to this challenge. If COW takes a leadership role in proposing and developing a Basinwide Environmental/Habitat Management Organization, it will help immensely in helping Fish & Wildlife Professionals attain a strong role in environmental decision making throughout the Great Lakes.

The Growing Pains of the new Environmental Agencies established in the 1970's - early 80's has passed. Some major jurisdictional and communication issues between Natural Resource Agencies and Environmental Units remain unresolved, but much progress is being made for better coordination between the two groups. I believe the Environmental Lawyers and Engineers and the Natural Resource Professionals now realize we need the collective capabilities of each other in a compatible-complimentary vs. the often antagonistic mode of the past 10-15 years to successfully manage the Great Lakes on a holistic (ecosystem) basis.

6. The challenge to COW and all of us is **dit awesome** - but the framework to develop a workable structure is available - through representation from within existing organizational structures - COW/GLFC/IJC/The Charter. All Environmental/Natural Resource agencies as well as top ranking State, Provincial and Federal Administration.

A successful example of an organizational structure that might be used as a model is the Committee of the Whole, Great Lakes Fishery Commission, Council of Lake Committees (CLC), Lake Committee structure that moves from Basinwide to Interlake to lakewide to intralake and local concerns.

7. Representation from Public and Quasi Public Government - Academic and Industrial Interests must be recognized and included for appropriate input in a workable time frame. Fortunately, there are such organizations already operating within the Basin that should welcome such an approach. In fact, some might be very helpful in developing an effective organizational structure.

8. The Rewards Will Be Larger Than The Challenge. If Successful, Once and For All the Great Lakes Environmental Issues (Problems) Will Be Continually Addressed On A Permanent Holistic (Ecosystem) Bases That Will Ensure Public And Fish/Wildlife Community Health Needs Will Be Met in Perpetuity.

If Not Successful At This Time, Few, If Any, Of Us Will Live To See Such An Opportunity Come Again - And The Great Lakes Resources - With Associated Public Use Will Continue To Be Degraded/Lost.

Some Short Term/Immediate Needs and Proposed Actions:

Most of the following were discussed or identified during the February 18-19 meeting, at the Plenary Workshop, or the Work Group Report Session. Hopefully they will be considered and action taken by the full COW membership at your May 6 meeting in Traverse City. Most of the proposed actions will be basic to developing a long term permanent system for Great Lakes Environmental/Habitat Management discussed in Section A (above).

1. The Committee of the Whole should become a permanent active organization within the Great Lakes Basin to provide recognition and direction for fish and wildlife resource management with **Strong** emphasis on Basinwide-Lakewide coordinated Environmental/Habitat Management.

2. The Committee of the Whole formally adopt a policy that fish habitat planning/management must be an integral component of all Great Lakes fisheries management plans/programs.

Currently, habitat planning/management is on a voluntary basis by Lake Committees and the Council of Lake Committees and thus has no definite program priority. Unless COW formalizes habitat management by written policy and thus a mandate to their respective staffs, it will remain ineffective.

3. Great Lakes natural resource agencies professional fish (and wildlife) staffs must attain equal status in the environmental decision making process to the environmental agencies staff for actions that impact fish and wildlife habitats and fish, wildlife species health.

4. The Committee of the Whole recommend through appropriate channels that US and Canada consider assigning a Joint Reference to GLFC and IJC to address the contaminant and other environmental problems adversely impacting Great Lakes fish and wildlife resources.

5. The Committee of the Whole recognize: the important expanded role expected of the Lake Committees and Council of Lake Committees; and adjust their respective agency program priorities and available fiscal/manpower capabilities to allow Lake Committees and the Council to meet their responsibilities.

C. Fish Community and Habitat Planning/Management - Where Are We At, Where Should We Be?

During the 2/19 PM Work Group Report to COW, TIM Millard asked the status of Lake Committees fish community goals, objectives, and how can we develop lakewide habitat management plans based on fish community needs if the needs/objectives haven't been identified?

Good question Tim: There are two parts to the answer:

1. For strategic level planning HAB can identify the broad issues related to cold water - cool water - warm water fish communities, they are common to all the lakes and connecting channels.

The associated need to identify (map) and inventory (determine the condition of) critical fish community habitats is a "given" for each lake - if fish habitat is formally accepted by COW as an integral component of all Great Lakes fisheries planning/management.

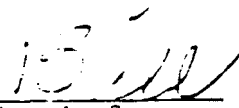
2. At the Operational and Work Plan levels the Lake Committees will have to identify their specific fish community needs and objectives. Habitat management needs will also have to be identified in association with those objectives for each lake.

At HAB's April 16 meeting a major agenda item will be on how we can best help each LC and CLC's develop their fish community/habitat management plans.

CONCLUSIONS

HAB is looking forward to a very successful May 6-8 COW and GLFC meetings. If there is anything we can do prior to or during the meetings to help make them successful, kindly contact HAB Chairman - Bill Pearce (315) 654-2147, or Vice Chairman, Murray Johnson (519) 371-0040.

Sincerely,



William A. Pearce
HAB Chairman

WAP:1b

cc K. Wich, W. Faulkner

REPORT OF THE PLANNING PROGRESS WORK GROUP

by

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WORKSHOP ON IMPLEMENTATION OF THE
JOINT STRATEGIC PLAN
FOR MANAGEMENT OF
GREAT LAKES FISHERIES

Because of severe weather conditions, transportation difficulties, and other problems, the work group for Planning Progress was quite small. It amounted to Ralph Abele as Chairman, Charles Krueger (Cornell) as facilitator, Don Burger (USFWS - Law Enforcement), and Barbara Staples (GLFC). "Planning Progress" was not a SGLFMP strategy, but the Great Lakes Caucus at the State Directors' meeting in June 1985 suggested that a review of the progress achieved in the Plan's implementation was much needed.

The work group on Planning Progress began by listing the successes of SGLFMP to date:

SUCSESSES

1. Lake trout management plants have been developed for each of the lakes.
2. Law enforcement coordination has improved (two meetings since SGLFMP was accepted).
3. Pennsylvania decided not to stock fish in Lake Erie because of hatchery disease problems.
4. Development of a Great Lakes Basin fish health plan as a response to concern over fish diseases.
5. A three-state cooperative gesture of transferring 50,000 yearling lake trout from Lakes Huron and Michigan for stocking in Lake Superior.
6. Progress on achieving fish community goals has begun by recognition of potential predator/prey relationships in the Great Lakes. In 1985, the CLC sponsored a plenary session

on predator/prey relationships.

7. The Fisheries Habitat Advisory Board was initiated.
8. The Great Lakes Fishery Commission continued record-keeping on stocking of the individual Lakes.
9. A substantive improvement in water quality has occurred across the Great Lakes.
10. Public awareness of contaminants and toxic chemicals has increased to reduce health hazards and provide public support of clean water legislation.
11. Two scientific conferences were held (ASPY and SAFR) to bring the best science to bear on Great Lakes fisheries management.
12. The Lake Erie Sea Lamprey Management Plan was written and adopted.
13. Wisconsin chose not to stock some chinook salmon in 1985 that were destined for Lake Michigan due to concerns about predation on the forage base.
14. Convening of the Committee of the Whole for the review of SGLFMP. This reassessment is a requisite for the success of SGLFMP.

PROBLEMS/FAILURES

1. Prohibition of gill nets and the commercial buy out of those industries on Lake Erie will affect other states' policies and obviously will interact with the fish community structure.
2. There are fewer federal dollars available.

3. Increased hatchery production (Indiana and Illinois are examples) in Lake Michigan. This production is unnecessary and could have an adverse effect on the forage community.
4. A lack of awareness by members of the Committee Of the Whole about current Great Lakes fisheries issues. This will be necessary for SGLFMP to be effectively implemented.
5. Progress on the SGLFMP agreement is somewhat difficult to evaluate as the goals are not very specific.
6. The transfer of fisheries science to management is a slow process.
7. A need for increasing public awareness about SGLFMP.
8. The resources for sea lamprey control have not been increased commensurate with the increase in the control areas (Lake Erie and Lake Ontario).
9. A lack of tribal representation in SGLFMP.
10. Unacceptable acronym for the Committee of the Whole.

SOLUTIONS/ACTIONS

1. The Committee of the Whole should attend Lake Committee meetings in order that they can be briefed on Great Lakes issues.
2. SGLFMP should be revised to include specific objectives that are to be achieved within a specified time frame. For example: An inter-state and province information network should be established for law enforcement agencies by 1991.
3. Information transfer (extension to management). ASPY and SAFR science transfer to agencies is being planned and will require financial support.

4. The work group believed that SGLFMP should be publicized and recommended that the tentative GLFC brochure be in draft form by the annual meeting in May 1986.
5. Revise and invite representative organized tribal involvement. This will require an addenda to SGLFMP -- the work group believed that Commissioner William Horn would be in a position to have the political and legal aspects of this staffed for Commission discussion in conjunction with a meeting with the COW.
6. A change of the acronym for Committee of the Whole (COW). The work group agreed that it would be somewhat difficult for some state agency heads to dignify their attending a meeting called "COW". Suggested changes included: Great Lakes International Fisheries Resource Administrators (GLIFRA). The other possibility was Council (of the) Administrators (of) Great Lakes International Fisheries (CAGLIF).
7. A suggestion to make SGLFMP a treaty in order to enhance the commitment of the states, provincial, and federal agencies to its purposes. The work group believed that this was something that must be discussed by the Great Lakes Fishery Commission.
8. SGLFMP should be revised to specify a regular schedule for review of plan implementation. Our work group recommended a 5-year time frame as appropriate. Other groups later suggested that an annual review schedule was better and we concur.
9. The implementation of lake trout management plans on each of the lakes needs oversight by the Committee of the Whole.
10. Lake Committees need to identify information needs and send these to the Board of Technical Experts for consideration.

11. A definition of "stable" (used in SGLFMP goal) should be devised to recognize natural variability that occurs in fish communities.
12. Assign work groups to prioritize these solutions.

CHECKLIST OF ISSUES RAISED AT THE 18-20 FEBRUARY 1986
WORKSHOP ON IMPLEMENTATION OF THE JOINT STRATEGIC PLAN
FOR MANAGEMENT OF GREAT LAKES FISHERIES

by

Margaret Ross Dochoda
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WORKSHOP ON IMPLEMENTATION OF THE JOINT STRATEGIC PLAN
FOR MANAGEMENT OF GREAT LAKES FISHERIES (SGLFMP)
18-20 February 1986

CHECKLIST OF ISSUES

Consensus Issues

1. Unless biological and socio-economic information are fed independently into the decision-making process, it may be impossible to recognize opportunities for improving the status quo.
2. Planning has been more reactive rather than proactive. The SGLFMP has been useful in reacting to crises and opportunities, but has not reached its potential for long range planning i.e. establishing fish community objectives.
3. Agencies have not always given others the opportunity to comment on planned "substantive" changes in their program which may "significantly influence the interests of more than one jurisdiction."

Accountability Issues

1. Lake Committees need more guidance and support, especially targets, time frames, and supervision.
2. The absence of fish community goals makes it difficult to evaluate the effectiveness of agency fishery and environmental programs.
3. Unless biological and socio-economic information are fed independently into the decision-making process, it is difficult in retrospect to attribute success or failure to our understanding of ecosystem processes or political will.

Management Information Issues

1. SGLFMP's strategy addresses "management information" whereas procedures for its implementation deal with "information management."
2. Only limited progress has been made in standardizing equipment and procedures.
3. Difficulties persist in the sharing and availability of data.
4. There exists a lack of predictive models for use of working groups which would draw information out and facilitate greater coordination.
5. Environmental management information needs are not clearly identified.
6. Information needs are not adequately communicated to researchers.
7. The GLFC questions the usefulness of its maintaining a catalog as such of programs, and inventory data, as requested in the SGLFMP.

Environmental Management Issues

1. Habitat planning has not as yet proven to be an integral part of fishery management plans.
2. Fishery agencies are not sufficiently involved in actions to improve environmental quality e.g. remedial action plans.
3. Institutional arrangements may not be in place to allow a concerted approach to contaminants abatement and standard advisories to fish consumers.
4. COW overview and commitment to environmental management has been lacking.
5. The roles of the various committees and boards are not clear with regard to development and implementation of habitat plans.
6. It is not well known what the legislative authorities of agencies are and how they may best be used in implementing management plans.
7. Coordinated programs are not in place to foster public appreciation of the values of fully rehabilitated resources in order that support is available when needed for remedial action.
8. Arrangements are not in place which would allow rapid response/intervention/advocacy in a quickly developing crisis.
9. Institutional arrangements are not sufficiently employed at the strategic or policy level (COW/GLFC/LJC/Great Lakes Charter) for environmental management.

Planning Progress Issues

(Lake Committee reports had the following concerns in common—contaminants, predator-prey interactions, managing stocks of common concern, and funding. Sea lamprey in Lake Erie and the St. Marys River were also mentioned.)

1. Agencies are not as active as they should be in implementation once consensus is achieved (in lake trout plans for example).
2. Information on current Great Lakes fisheries issues and SGLFMP is not reaching a) Committee of the Whole, and b) the public.
3. Time frame, guidelines for achievement of objectives have not been adequate. (Note: See page 23 of SGLFMP.)
4. Lack of tribal management agency representation has hindered implementation of SGLFMP.
5. The Committee of the Whole acronym may belie the importance of the body in coordinated Great Lakes fishery management.
6. The precepts of SGLFMP are not legally binding at state/provincial, national, or international levels.

7. There is insufficient structure for the overseeing of progress under the SGLFMP.
8. Identification of research needs and their communication to researchers has been inadequate.
9. The word "stable" in the SGLFMP goal may not be compatible with the behavior of real world fish populations.
10. Progress is very slow when work groups are not assigned to attack problems between regular meetings.

Margaret Ross Dochoda

ISSUES AND PROPOSED RECOMMENDATIONS AFFECTING AGENCIES
(INCLUDING - COMMITTEE OF THE WHOLE)

by

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DISCOVERY: REVIEW OF ISSUES AND RECOMMENDATIONS
FROM THE TORONTO MEETING 18 FEBRUARY 1986

ISSUES AND PROPOSED RECOMMENDATIONS BY THE AGENCIES
(INCLUDING COMMITTEE OF THE WHOLE)

by

RALPH W. ABELE

6 MAY 1986

The five Work Groups that met in Toronto included Consensus, Accountability, Management Information, Environmental Management, and Planning Progress. Although these issues affect different entities, we have divided these for presentation purposes into three groups with three presenters. I am giving the issues and recommendations as they affect agencies, and the Committee of the Whole; Secretary Besadny will discuss the same issues as they affect the Lake Committees, and Tim Millard will discuss those issues as they affect the Great Lakes Fishery Commission.

For those issues that affect agencies and the Committee of the Whole, let me divide these into the groupings that had Work Groups address them as they fell fairly neatly into these categories.

1. Consensus Issues

Basically as this concern affects the agencies and especially the Committee of the Whole, the issue is one of commitment. Very few original signators of the SGLFMP are still on the Committee of the Whole, or indeed working with the agencies that derived that Plan. A concern has been evidenced that planning has been more reactive than proactive. The SGLFMP has been useful in reacting to crises and opportunities, but has not reached its potential for long-range planning such as establishing fish community objectives.

2. Accountability

You will hear more about the accountability from Chairman Millard, but basically we believe that the Committee of the Whole should meet annually. The resource is one of the most important of concern to all of the agencies involved, and it is not just to bring dignity to the Plan, but to maintain it as a dynamic force that we believe dictates that the Committee of the Whole should meet no less than annually. In such meetings, although this does border on another effect, the Committee of the Whole can give guidance and support--especially targets, and time frames to keep the Plan moving and provide accountability.

3. Management Information

(a.) SGLFMP's strategy addresses "management information", whereas procedures for its implementation deal with "information management". We need to determine just what we mean in that strategy.

(b.) Only limited progress has been made in standardizing equipment and procedures, and this could mean that the agencies must give a charge to the Lake Committees to deal with this issue.

(c.) Difficulties persist in the sharing and availability of data. The agencies and the Committee of the Whole should insist, individually and collectively, that data be shared and be made available.

(d.) There exists a lack of predictive models for Use Of Working Groups which would draw information out and facilitate greater Coordination. The Work Group addressing this suggests that procedures be added to SGLFMP providing for development and sharing of predictive models for use in making fisheries and environmental decisions, making decisions about information needs, then standardizing and sharing needed information. Procedures should provide for more activity respecting environmental management information and communicating information needs to non-agency researchers.

4. Environmental Management

(a.) Basic premises of SGLFMP are fisheries management of each Lake by consensus and emphasizing environmental management. Environmental management strategies for SGLFMP are covered by a number of strategies in the Plan, but since there are other organizations that seem to be covering that side of the street, it is important, we believe, for the Committee of the Whole to take a leadership role in proposing and developing a basin-wide environmental/habitat management organization. This will help immensely the fish and wildlife professionals in attaining a strong role in environmental decision making throughout the Great Lakes. The Work Group covering that indicated that habitat planning has not as yet proven to be an integral part of fishery management plans.

(b.) We knew of this six years ago, but are restating that fisheries agencies are not sufficiently involved in actions to improve environmental quality such as remedial action plans.

(c.) Institutional arrangements may not be in place to allow a concerted approach to contaminants abatement and standard advisories to fish consumers.

(d.) The Committee of the Whole has not been providing overview and commitment to environmental management, but should serve as a permanent action arm of SGLFMP, meaning that it should meet regularly to evaluate the planning process and to aid in the accomplishment of stated goals.

(e.) In order to provide overview to environmental management there is a need to clarify the roles of agencies and their legislative authorities. The roles of the various committees and boards are not sufficiently clear with regard to development and implementation of habitat plans.

(f.) A coordinated agency effort is required to inform the public of the values of fully rehabilitated resources. Management plans must include provision for rapid response capability to facilitate action and minimize bureaucratic encumbrances.

5. Planning Progress Issues

This is a subject that was obviously not covered in the State Directors' meeting last June in Washington because so many Of the State Directors were not even aware that SGLFMP existed. Certainly in the reconvening of the Committee of the Whole we have tried to bring the "new" kids on the block up to a working understanding of the Plan and its status before undertaking changes and enhancements. That Working Group considered the successes, problems and failures, and solutions/actions.

(a.) Agencies are not as active as they should be in implementation once consensus is achieved. The Lake Trout Plans are a good example of this.

(b.) Information on current Great Lakes fisheries issues and SGLFMP is not reaching the Committee of the Whole.

(c.) Time frame, guidelines for achievement of objectives have not been adequate. Institutional arrangements were provided in appendix I. F., with charges and frequencies listed. SGLFMP should be revised to include specific objectives that are to be achieved within a specific time frame. For example, an interstate and province information network should be established for law enforcement agencies by 1991.

(d.) The lack of tribal management agency representation has hindered the implementation of SGLFMP. This would probably require an addenda to SGLFMP and that Work Group believed that the highest possible level persons should be used to have the political and legal aspects of this staffed for Commission discussion in conjunction with a meeting with the Committee of the Whole.

(e.) The Work Group did suggest a change of the acronym for the Committee of the Whole (COW), as it appeared to be somewhat difficult for some state agency heads to dignify their attending a meeting called "COW". Some suggested changes included "Great Lakes International Fisheries Resource Administrators" (GLIFRA). Another possibility was "Council (of the) Administrators (of) Great Lakes International Fisheries" (CAGLIF). That resulted in a great and thoughtful analysis of the problem by the Secretariat, and I'm going to back off on that one, except to ask that we never use the acronym but always use "Committee of the Whole".

(f.) There is insufficient structure for the overseeing of progress under SGLFMP. Attendance by Committee of the Whole members at Lake Committee meetings would be helpful, and a potential revision in

SGLFMP to -specify a regular schedule for a review of Plan implementation is a possibility. One Work Group recommended a five-year time frame as appropriate; and other Groups later suggested that an annual review schedule is better. We concur with the annual review. Implementation of the Lake Trout Management Plans on each of the Lakes needs oversight by the Committee of the Whole.

(g.) Progress is very slow when Work Groups are not assigned to attack problems between regular meetings. Perhaps one Of the accomplishments that could come out of this very meeting would be the assignment of various Work Groups to prioritize solutions that are derived in this meeting.

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LAKE COMMITTEE WORK GROUP
DISCUSSION PAPER

by

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Agenda Item 4-b
Presentation to GLFC
May 6, 1986
Traverse City, Michigan

Great Lakes Fisheries Commission committee of the Whole
Lake Committee Work Group
Discussion Paper

The State Directors' Caucus in Washington last spring concluded that the Strategic Plan for Great Lakes Strategic Fish Management Plan was essentially sound and that with some fine tuning it would provide clear guidance to the Lake Committees.

The state directors were also concerned that the Commission and its cooperators may not be using SGLFMP to direct their day to day management activities. It was their recommendation that the Commission reconvene the Committee of the Whole (COW) and assess what changes in strategy and operational procedures are needed to increase the effectiveness of implementing the plan.

The Lake Committees and their technical committees are the best link between the management agency working level people and the Commission. Lake Committees have dealt with technical fisheries issues very effectively, but have not been as effective in resolving major policy questions, especially when they deal with basinwide or lakewide issues.

The State Directors' Caucus felt that future Lake Committee plans should directly respond to SGLFMP and that an accountability component needed to be included in the plans.

At the inception of the SGLFMP it was apparent that although the agency directors had delegated significant authority to their representatives on the Lake Committees, the policy implications of the SGLFMP process demanded that the agency heads themselves be involved in the decision-making process. It was evident that for SGLFMP to succeed both the authority and commitment of the agency heads were essential to its implementation.

The Commission has used the Lake Committees to encourage agencies to develop and carry out lakewide objectives. It has nurtured the operation of Lake Committees by providing funding for workshops and plan development. The Commission has also strengthened the Lake Committees by seeking and using their advice regarding significant fisheries issues.

The exact relationship between COW and the Commission has never been clearly defined. COW is composed of agency heads who have assigned their staff to represent their interests on the Lake Committees. That puts COW in a position to assist the Commission with setting and monitoring progress toward basinwide objectives.

Lake Committees and their technical expertise remain the primary work force for the Commission. But the Commission and COW must provide clearer direction on lakewide and basinwide concerns.

Requiring Lake Committees to report annually on the progress that has been made toward achieving specific measurable objectives that were endorsed by both the Commission and COW would clarify responsibility and make individual Lake Committees more accountable.

A possible scenario would be for each Lake committee to develop a four to six-year plan laying out the sequence and timing for achieving SGLFMP goals and objectives. The plan would identify the resources required to complete its objectives and any apparent conflict with agency priority.

The Commission and COW would either endorse or request modification of proposed plans. The process would be coordinated with state and federal budget cycles to the fullest extent possible. Lake Committees and other cooperators would then be held accountable for achieving their respective goals.

Accountability is the most serious deficiency of the present system. If goals are clearly defined, and resources made available, accountability will result in increased effectiveness.

An integrated planning and budget system would be necessary to make the best use of both agency and Commission resources. It would encourage integration of both policy development and program implementation among agencies and it should produce more realistic and achievable objectives.

Because of the heavy workload faced by both the commissioners and COW members the Secretariat would have to develop a streamlined procedure that would allow commissioners and COW members to review and act on plans with only a few days' commitment of their time. Lake Committee members would still carry the major workload and would try to achieve consensus whenever possible.

Implementing a more formal planning and decision-making system that involves the heads of cooperating agencies would facilitate decision making and increase the effectiveness of the Commission. Such a process could also improve basinwide and lakewide coordination between agencies which should produce a greater return on our investment.

Agenda Item 4-b
Presentation to the
Great Lakes Fishery commission
Committee of the whole
Lake Committee Work Group
State Directors' Caucus

Discussion Ideas:

How can the Commission and COW help the Lake Committees to improve their effectiveness in completing the objectives of the Strategic Great Lakes Fish Management Plan?

Lake Committees and their task groups are the work force for the Commission. The Commission and COW need to provide more direct guidance to the Lake Committees, Specifically:

1. The Commission and COW should request that lakewide and basinwide plans be developed on a biennial basis in coordination with agency budgets so that available resources can be considered by the Lake Committees.
2. Lake Committee management and research plans should be integrated to assure that the goals and objectives endorsed by SGLFMP are included in both Commission plans and agency plans whenever possible.
3. The Commission should, in concert with its cooperators, establish a management system that sets measurable objectives and a control and evaluation system that can track and evaluate the level of achievement and efficiency of Commission programs.
4. The members of the Committee of the Whole are in a unique position that enables them to promote integrated management across state and provincial lines, since in their roles as heads of agencies most deal with a much broader range of programs and issues than their representatives serving on the Lake Committees.
4. Great Lakes fishery issues span a wide range of programs and agencies. Oversight by the Commission and its senior cooperators, the agency heads which make up COW, will be essential if the integrated multidisciplinary approach to problem definition and resolution that's necessary is to be applied.
5. Pilot projects on each lake should be established to design and assess a more integrated approach to cooperatively managing the Great Lakes fish resource. Designing lakewide data collections on a stock of common concern such as the Lake Michigan forage base could provide a critical mass of interest and generate sufficient resources to test a management by objectives or alternative management system.

6. Although agency heads and commissioners must maintain clear oversight, their time must be closely guarded. Thus, the Lake Committees and the Secretariat will continue to carry the day-to-day workload and minimize the time expenditure by agency heads, while still allowing them to maintain an active role in the oversight and policy-making levels of the Great Lakes community.

COMMITTEE OF THE WHOLE
RECOMMENDATIONS FOR IMPROVED IMPLEMENTATION OF
THE STRATEGIC GREAT LAKES FISHERY MANAGEMENT PLAN
(transcript of 6 May 1986 report to the Great Lakes Fishery Commission)

by

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COMMITTEE OF THE WHOLE

Traverse City, Michigan
6 May 1986

RECOMMENDATIONS FOR IMPROVED IMPLEMENTATION OF SGLFMP
TRANSCRIPT

Ralph Abele (PFC): The Committee of the Whole met yesterday afternoon, and we accomplished significant steps in reviving the Committee of the Whole and its responsibilities.

Before I have some of the other members of the Committee give parts of this report, I think the most significant move made by the Committee of the Whole (passed unanimously) was that the Committee of the Whole assumed policy direction and oversight for the development and implementation of lake fisheries management plans within the framework of the Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP). This is not throwing the glove down to the Commission in any way. What it is saying is that the authority of the Lake Committees will be made clear by the Committee of the Whole directing the members negotiating fishery management goals and initiating follow-through on agency policies and programs. The Committee of the Whole has the ability to achieve accountability which the Commission does not. We look at the Commission as a catalyst in these endeavors. Now there's a rumor that we abolished the Council of Lake Committees, which was greeted by a few expletives by those that heard it. We thought about it but as it predated us all we decided to leave it alone as a possibility to be developed.

We did have a worksheet or strawman that the Secretariat developed which was very helpful albeit structured. The very first thing we did as we announced to you yesterday was to invite the Chippewa-Ottawa Treaty Fishery Management Authority to join in the Committee of the Whole, and they were there. I have to admit that they were somewhat confused by what they heard being in the meeting for the first time. I don't blame them. But we look forward to their participation. At this time I'm asking Dr. Joe Kutkuhn to give a report as part of our overall report.

Joe Kutkuhn (USFWS): Thank you, very much, Mr. Chairman. In one of the Committee of the Whole's first actions yesterday, it was moved and supported (a formality) that all Commission entities advancing the purpose and principles of the Strategic Management Plan since its interagency endorsement in 1981 be recognized and commended for their contribution as reported at the Committee of the Whole workshop in Toronto earlier this year. I am referring largely to the significant actions taken by the Lake Committees, the principal working arm of the Commission, and technical working groups which have evolved such things as lake trout restoration plans for many if not all the Great Lakes. It is my pleasure to so report.

Secretary Besadny (WDNR): Mr. Chairman, and members of the Commission, discussion in Washington, D.C., in June of 1985, and in Toronto, Ontario, in February of

1986, and in Traverse City, Michigan, at this meeting, really points Out that the Strategic Plan for Management of Great Lakes Fisheries developed by state, provincial and federal agencies in 1980 remains a viable document and serves as the basis for agency interactions and cooperative and integrated fisheries management. Much has been accomplished over the last five years and the Great Lakes Fishery Commission and the Lake Committees are to be commended for their activities and actions. The Committee of the Whole (maybe we should call it COD, Committee of Directors-it's a little more fishy) recognizes that more work needs to be done if all the strategies are to be accomplished in a timely manner. We need to collectively and institutionally move forward with our Great Lakes management and provide some fine tuning to capture the changing times. The Lake Committees are the principal mechanisms for accomplishing the plan objectives. The Great Lakes Fishery Commission is our primary instrument and forum for implementing the plan and reporting results. Through commitment and accountability on the part of the participants, we can provide the kind of leadership necessary for successful fisheries management in the Great Lakes. We as agency heads look forward to your continued support and endorsement of the Strategic Plan.

Jack Bails (MDNR): We heard some discussion yesterday that those interested in the fishery of the Great Lakes must become more involved in the environmental and habitat decisions affecting the fishery resource. Therefore, the Committee of the Whole has resolved that agencies must emphasize that habitat management and environmental quality are central elements in fishery resource management. With this resolution we hope to spur the agencies on to take a more active role with other state and federal agencies that are involved in environmental control issues in the Great Lakes.

Ralph Abele: The COW (or COD-sorry about that). When Carlos gave me a 3-page discussion on changing the name Committee of the Whole, he went on and said something like a rose by any other name would still smell sweet-and I have to respond with a quote by the great John Randolph, "It shines and stinks like rotten mackerel by moonlight." (Laughter)

The Committee of the Whole has reviewed appointments to the Lake Committees to ensure that representatives have sufficient authority to negotiate fishery management goals within the Committees and to initiate follow-through on agency policies and programs. Given that, the Committee of the Whole is giving charges to the Lake Committees, and, of course, this could also apply to the Council of Lake Committees.

The first priority task, and we have put a target date on it of March 1988, is to define objectives for the structure of each of the Great Lakes fish communities and develop a means of measuring progress toward their achievement.

The second priority task which is also a charge to the Lake Committees is to identify environmental and other issues which may impede achievement of fish management objectives; consider information needs and how issues may be overcome; and issue recommendations to appropriate bodies for their resolution.

The third charge is to develop comprehensive consultative procedures for achieving consensus when management will significantly influence the interests of more than one jurisdiction. (Target date March 1988.)

Those were the three major charges we have given to the Lake Committees and there is a fourth one which can be a charge, and that is to identify critical information needs.

Now to tell them how. In undertaking these tasks the Lake Committees shall establish task groups and technical committees as required. They shall supply in writing a clear description of assignments and reporting requirements, and shall carefully consider recommendations and reports as they are received. When reporting, task groups and technical committees shall clearly separate technical issues from socio-economic considerations. Reconciliation of socio-economic issues and **policy** development at the lake level is the responsibility of the Lake Committees.

The Committee of the Whole urges the Great Lakes Fishery Commission to assist the Lake Committees in the accomplishment of the above charges, and to aggressively pursue the reduction of contaminants in the Great Lakes through all available channels, reporting progress to the Committee of the Whole in 1988.

Mr. Chairman, that is the summary of what the Committee Of the Whole accomplished. I think it is significant in that the relationship with the Lake Committees, the major criticism of the Committee of the Whole (and we accept it) is that the Strategic Great Lakes Management Plan in some ways laid on shelves gathering dust except for the action of some enlightened and hard working Lake Committees. What we wish to say is that we are committed and we do accept responsibility and since the people who are on those Lake Committees are the employees directly of the members of the Committee of the Whole that we want to direct them and we think this is a significant accomplishment.

Commissioner Regier: I have a question on representation. The Committee of the Whole has representation of the federal, state and provincial agencies, but the Lake Committees do not have representation of the federal agencies. Now is there a need for bringing federal representation on to the Lake Committees to be consistent?

Ralph Abele: The Lake Committees predate the Commission and it is my understanding that the true members of those committees have to have fishery management responsibility in the decision-making process. Pm sure the committees want that backing from both the U.S. and Canadian agencies, so I don't think there's any problem.

Commissioner Regier: Pm not clear. Why do you have federal representation on the Committee of the Whole and you don't need it on the Lake Committees? Authority is not as clear on the Canadian side.

Ron Christie (OMNR): The federal agencies on both sides of the border play a very important role in the management of fisheries in the Great Lakes system. Not directly in terms of management authority or control, but in terms of the kind of work that federal agencies are doing. There's a need for a commitment on the federal level of both sides, to be sue that essential work that's being done is continued. With respect to membership on the Committee of the Whole, it's important that they be involved because of the commitment required, although they don't have management responsibility.

Ralph Abele: In the marine fishery the federal agencies do have that management responsibility, but they don't have it inland. I doubt that they'll ever get it. There will be blood on the floor before the states will allow this sort of thing. It's called tea in the harbor. (Laughter - that settles it for me, Ralph.)

Bill Pearce (NYDEC): The association of the federal agencies on the U.S. side with the Lake Committees has been superb. They have been recognized as THE support group. They have much more capability than an individual state. They cross between

lakes, between states very freely, and one of the reasons they can do this is they are not plugged into the management. There are advantages and disadvantages, I don't think without their support the Lake Committees I have been involved with could be what they are. In the Lower Lakes on our side there's a fantastic cooperation. There are advantages to the federal agencies in not having to make management decisions. The states' management responsibility in the Great Lakes is a constitutional thing, and it's not going to change.

Commissioner Ridenour: Are we straining at gnats? In terms of Lake Committees, from the states' perspective that state representatives are voting members of the Lake Committees, and the federal people are there. I assume you're talking about the same thing on the Committee of the Whole, from the state's perspective?

Ralph Abele: The federal agencies are truly represented on Committee of the Whole. We try to avoid votes because the key word in SGLFMP is ConSensus. Once in awhile I succumb to take a vote, but usually we just ask if there are any objections. Albeit' there were a lot of feds there! At least they only get one vote per agency. (Laughter)

Buzz Besadny: Let me clarify a point in our discussion. One of the very first things we decided is that we have to organize ourselves, We as agency heads have made a commitment, and I think that's very important, to be more active in the Great Lakes plan. At the moment we're not. In doing so we begin to realize who really is the Committee of the Whole. We appointed a small committee to determine who really is the Committee of the Whole, because in the back of the Plan not only did the states and the province sign this' but also the Canadian and U.S. federal government. So what we are attempting to do is to fully lay out who the Committee members will be, and implement the plan. In a short period we will have a list of people because we'll also be talking about the Indian communities as part of the Great Lakes management activity as well. We will have ourselves, hopefully, organized and then collectively the Committee of the Whole will assign the appropriate people to the Lake Committees.

Ralph Abele: So many times in our deliberations of the Steering Committee and the COW, we've gone back to this basic document (SGLFMP) and wondered how we could have been so smart 6 years ago. As issues came up you could almost invariably flip to page 9 and say, 'There it is.'" It's a great document. Now that we've given target dates to those Lake Committees, and I think that's within our purview, how often will the Committee of the Whole meet? There were expressions that we should meet annually. I will be asking members of the Secretariat to help us arrange a meeting of the Steering Committee very soon, because we need a little more structure in this. We got thrown out of that room before we were really finished. We had not concluded our business. This is a dynamic thing just like the fisheries are. I think it's a significant step, and it's, as Buzz said, more than just a gesture of commitment and accountability for the Committee of the Whole. We agreed to do this, and I think we'd better get on with our business.

Henry Regier: After SGLFMP was developed,, the Commission developed its Integrated Management of Sea Lamprey plan' which I think is highly consistent with SGLFMP but SGLFMP does not emphasize sea lamprey. Integrated Management of Sea Lamprey calls for a variety of things including involvement by the fishery people responsible for fish community, harvest, and so on, to help Set the goals to be achieved in sea lamprey management, and to help determine whether they've been achieved. So we've developed a role for the Lake Committees in helping us to achieve integrated sea lamprey management consistent with SGLFMP. I think in the sense that GLFC needs the

Lake Committees also to-be accountable in Some way with respect to our sea lamprey responsibilities.

Ralph Abele: When we said that the Committee Of the Whole is directing the Lake Committees we *in no way* were attempting to erode their relationship with the Commission. The format we're looking at is probably CONcurrent meetings. The Committee of the Whole would meet about the same time perhaps overlapping slightly but not completely overlapping because we're operating in a little bit of a vacuum without staff to answer our questions. A bit of overlap is fine. The sea lamprey control concerns are very serious to us, and we commend you for your efforts.

Harvey Nelson (USFWS): On page 5 sea lamprey is categorized as an issue, and it has not gone unrecognized. We share your concern. We want to be sure it's kept in the forefront.

Stan Sivertson (U.S. Advisor): Who has the final authority on the Great Lakes for the Indian fisheries that have developed over the last 10 years-the federal government?

Ralph Abele: No. I see Assistant Secretary Bill Horn (USFWS) agrees with me?

Chairman Horn: The way it works is that in the case of the treaty fisheries, the federal government generally possesses *only* residual *regulatory* authority. The tribe essentially regulates itself. They're sort of on the same footing as a state regulating a fishery. The rule of thumb in the U.S. is that if the tribes fail to regulate themselves properly, the federal government can step in and pre-empt self-regulation. First, you have to proved to the court that the tribe is not doing the job of self-regulating properly.

Dave Borgeson (MDNR): While there's obviously some strong states rights sentiment here, the fact is that the federal government with regard to the Great Lakes Fishery Commission, they control the lamprey, rear most of the lake trout and stock them, conduct the bulk of the research and a lot of the assessment, chair a lot of the technical committees, are deeply involved in calculating TACs. To say they're not involved in management, I think, is really silly.

Chairman Horn: Dave's comments are well taken. What it boils down to is that to steal a line, "We're from the federal government and we're here to help." We provide assistance function, because it is states' decisions primarily who catches what when.

Ralph Abele: There was a statement made at the Committee of the Whole meeting on health advisories. What we agreed to is a standardization of procedures for health advisories for contaminants in fish. Most of the states have different institutional structures on how this is done involving Departments of Health, and the federal people do not all follow standardized procedures. That is one of the charges we are giving the Lake Committees. It's couched in very general terms in one of these papers. When a document from this meeting is given to us, the Steering Committee will get together, with your help, Carlos, to put these charges in more formal terms.

Bill Pearce: How do' you see the lines of communication between the Lake Committees and the Committee of the Whole?

Ralph Abele: We look at the Lake Committees with the GLFC Secretariat acting as a catalyst informing the Committee of the Whole of the results of their deliberation. The Secretariat would at the same time be informing GLFC Commissioners. I don't know how successful we'll be in getting state directors to attend Lake Committee meetings,

We would only have - one, New York would have two. Heaven help Michigan! This commitment that was made yesterday (and I think it is more significant than you may yet have realized) is a true commitment. We consider that the Lake Committees to be the children of the Committee of the Whole and look to continue the same type of cooperation with the Great Lakes Fishery Commission.

Bill Pearce: One other comment in relation to the Council of Lake Committees- it's not that old an organization, but in the relatively short time it's been in existence it's been tremendously valuable. And if we look at what it's accomplished- individual Lake Committees make recommendations that pertain to their particular lake, but when it pertains to two or more lakes the Council of Lake Committees picks up that issue and carries it to present it strongly to the Commission, and the Commission has reacted favorably. The fantastic Progress that's been made in law enforcement in 3 or 4 years has come because of the Council of Lake Committees. Formation of the Habitat Advisory Board came through the Lake Committees to the Council but the support of the Council preceded formation of the Habitat Advisory Board. For my money the Council of Lake Committees plays a very important role as the collective conduit from the Lake Committees to the Commission -and it could also do the same thing for the Committee of the Whole.

Ralph Abele: Realizing vividly what you just said we stopped just short yesterday. As a matter of fact, it was on the charts and it's bracketed out, "Abolish the Council of Lake Committees."

Commissioner nominee Davis: Around the table we've heard a lot of ideas about different things that need to be done-- sea lamprey control, habitat and environmental issues. I think the message you're giving is that a healthy Committee of the Whole sees a broad spectrum of goals and objectives as being very, very important. Thus, integrated sea lamprey management and other issues raised here are entirely consistent with that broader objective. The challenge we all have here is to make sure collectively we can devote our energy that the Committee of the Whole can indeed provide accountability through the senior people that were there, achieve consensus and actually get things done through the umbrella organization that the Great Lakes Fishery Commission provides. I think if we can face the developing SGLFMP and as a Commission try to get the commitment from each of the agencies for action and additional funding it would be very, very useful for the future.

Chairman Horn: It's critical that the people on the ground that work on this on a day to day basis realize that senior management, directors and others, are committed personally and institutionally. I think it sends an important message that the support is there to get the job done. I appreciate you all making the effort to make this all happen. Do you see the Committee of the Whole as possibly being a sounding board to test out new ideas for fisheries management as well as making sure the Strategic Plan is implemented?

Ralph Abele: I think so. This sort of relationship exists in other areas not as large as the Great Lakes. People here sit with me on policy committees for the Delaware River, Susquehanna River -they have technical committees that support them, and usually a federal coordinator (usually USFWS). This is not unusual for us to be involved in things like this. And state directors do attend those meetings. They are not cemented behind their desks. They do commit themselves, and that's because they're important. And certainly there's nobody in this room that's going to dispute the importance of the Great Lakes. To everyone here I certainly feel the Committee of the Whole people mean what they say.

Carlos Fetterolf (GLFC): The Secretariat needs some guidance here. A letter has been drafted from the Council of Lake Committees to go to the EPA. It has been sent to the Council for review and their comment and approval, and it deals with the uniform health advisories that keep coming out of the Great Lakes Program Office. The Committee of the Whole said something about guidance and advisories on consumptive use of Great Lakes fish, you're looking for standardized procedures--I wonder if the Council's letter is premature. I wonder if the Council should take that letter to their directors and see if it's what they want to say to the EPA. Or do you want that letter to go forward?

Ralph Abele: Yes, but it would be nice for us to have an information copy.

Commissioner Ridenour: I'd like to come out from under a Commissioner's hat and put on an Indiana DNR Director's hat, and say that this seems to me to be entirely logical. It seems to me that the Committee of the Whole is and should be in control. Those people are the ones who work for us. It's always been surprising, but I always figured that through evolution that's how the system works. I always wondered why the Committee of the Whole wasn't in the driver's seat more than they have been. Not being able to have been in your (COW) meeting yesterday because I was in this (GLFC) meeting; I would entirely support it as DNR Director of Indiana.

Ralph Abele: Thanks, I had your proxy and I voted you that way. (Laughter.)

Commissioner Regier: I have a question. Right at the beginning of your talk, you mentioned four points, and the fourth one had to do with something the Great Lakes Fishery Commission was supposed to do in the next 2 years with respect to contaminants.

Ralph Abele: That was for the Commission, "Aggressively pursue the reduction of contaminants in the Great Lakes through all available channels, reporting progress to the Committee of the Whole in 1988." If that sounds too strong, that you report to us.....

Commissioner Regier: No, no. The issue is, well what's behind that? Could you elaborate?

Ralph Abele: It's in SGLFMP, that the Great Lakes Fishery Commission is the voice of fishery interests in the Great Lakes, and it has the institutional ties to the International Joint Commission and the EPA and those other agencies that have the responsibility for removing those contaminants. Now, SGLFMP has two main thrusts. One is to manage each lake by consensus, and the other is to establish some kind of better relationship to better influence the habitat. We're going at it in a number of different ways. We want them (contaminants) out of there, and we want the best people to get them out of there. There's nothing new in that. It's in the plan and we're just reiterating it.

Lee Kernen: This last issue raised a question in my mind. Has the Committee of the Whole changed the delegated authority that you give to us as your delegated representatives on the Lake Committees? For example, Carlos asked if the letter that's being drafted by us in the Council of Lake Comm. to go to the EPA---should you review it? I mean that's a change. Usually, we send it out and send you a copy., Do you see that you're going to have more control over the things we do and say or are we going to operate as before?

Ralph Abele: I think basically you're going to operate as you have before. We just want a piece of it. We pick the people that go there. I can't say that in all cases the

state directors really-dire& the people who go to those meetings how to represent them, they may not even know how they represent them. We want to know now. I don't see any great institutional change. We and the Commission are going to let YOU send your letter with an information copy to us We're despotic but we're enlightened despots. (Laughter.) The Committee of the Whole Will meet more frequently than it has in the past.

Bill Pearce: Chairman Horn's question to you about using the Committee of the Whole as a sounding board for new ideas on how to surround some of these major issues makes a lot of sense. In some of these areas we're not making as much progress as we'd like to be, particularly on the contaminant issue. In that issue there are many people involved but there is no real good coordination across the board. A lot of people by regulation or law have responsibility for it but until there is somehow Or another a select umbrella organization with state, public groups, provincial, GLFC, IJC, Great Lakes Charter, federal, etc. representation, directed toward the contaminant iSSue and bringing all available force to bear on one focus. If that type of approach can be set up in the Great Lakes then we'll win. Somehow we've got to be looking at these big issues and how we're going to solve them. We've not been successful on a piecemeal basis. Maybe a thinktank system is a better way.

Ralph Abele: We did not construct an umbrella organization.

Bill Pearce: Pm thinking that some way or another how to resolve the contaminant issue. We're not going to do it piecemeal. There has to be a better way. I think there's a big role for the Committee of the Whole to help lead the way.

Chairman Horn: As you were discussing radical ideas, I was consulting with my compatriots whether to throw this one out-we will start going over the Commission's budget tonight and we were discussing how to handle sea lamprey control at a time when the best we can do is hold the federal contribution from both sides of the border flat, and yet we're sitting here talking about the St. Marys River and other trouble spots. We'll be hearing reports later on that the fishery in the Great Lakes is providing benefits totaling more than \$4 billion. It dawned on me that if the current program of sea lamprey control is helping to maintain a fishery providing over \$4 billion in monetary benefits to state, provincial and local government, and additional control of lampreys is likely to yield some additional monetary benefits, why not ask the states and province to think about contributing to a supplemental level of control effort while the federal governments remain responsible for a base level We're going to get more bang for more bucks and we'll see supplemental contributions coming from non-federal entities. Now I would enjoy talking now and in the future to the Committee of the Whole about this kind of thing.

Ralph Abele: Spoken as a good supply side economist (laughter) representing new federalism, and if you expect endorsement of that it seems to me you're not going to get it. Any other radical ideas?

Jim Tibbles (DFO): The sports groups have already gone on record saying that they would support the Commission financially, and I think that the province and the states should do the same thing.

Ralph Abele: Well, enforcement people who are employees of the states are already paying their own way. It's a matter of priority how much and where we collectively spend our money.

Lee Kernen: We appreciate having our Lake Committee activities funded, and also appreciate your support back home.

Ron Christie: Firm and clear direction is also appreciated.

Ralph Abele: In closing, let us not forget that the payoff end of the net is the cod end. (Laughter.)

IMPLEMENTATION OF THE JOINT STRATEGIC PLAN FOR MANAGEMENT OF
GREAT LAKES FISHERIES: REVIEW AND RECOMMENDATIONS BY THE
COMMITTEE OF THE WHOLE

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EXECUTIVE SUMMARY

This paper documents an agreement reached by the Committee of the Whole in 1986 to improve the future implementation of the Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP). The committee reaffirmed their commitment to SGLFMP as the basis for agency interaction on Great Lakes fishery issues. The agencies involved in the future implementation of SGLFMP were especially encouraged to focus on habitat management and environmental quality as they are essential elements to fishery resource management. The Committee of the Whole will continue as the organizational unit responsible for future reviews of SGLFMP implementation. A subcommittee was established to develop a set of membership criteria by 1987 for the Committee of the Whole. The committee agreed that reviews of SGLFMP must occur every one or two years dependent on the time frame of the objectives given to implement SGLFMP. The next review meeting of the Committee of the Whole will occur in 1988. The Great Lakes Fishery Commission secretariat was requested to assist in achievement of the objectives given to the Lake Committees by the Committee of the Whole, to help organize the next meeting of the Committee of the Whole, and to encourage the identification of the information needs required to further implement SGLFMP. The Lake Committees were charged with achievement of the objectives listed below.

1. To define objectives for the structure and function of fish communities within each of the Great Lakes by 1988.
2. To identify environmental and other issues by 1988 which may prevent achievement of the fish community objectives for each Great Lake.
3. To develop comprehensive consultative procedures by 1988 for achieving consensus, among agencies when management activities will significantly influence the interests of more than one jurisdiction.
4. To produce "state of the lake reports" for each Great Lake by 1990 and every three years thereafter.

INTRODUCTION

In June of 1981, the Joint Strategic Plan for Management of Great Lakes Fisheries (SGLFMP) was officially agreed upon by the federal, provincial, and state natural resources agencies concerned with Great Lakes fisheries. The purpose of the plan was to help agencies coordinate their management activities in order to protect, enhance, and restore Great Lakes fisheries. The agencies agreed to work toward the achievement of the goal listed below:

"To secure fish communities, based on foundations of stable self-sustaining stocks, supplemented by judicious plantings of hatchery-reared fish, and provide from these communities an optimum contribution of fish, fishing opportunities and associated benefits to meet needs identified by society for:

wholesome food,
recreation,
employment and income, and
a healthy human environment."

The development and formulation of the plan was encouraged and guided by the Committee of the Whole.

The Committee of the Whole includes high-ranking natural resources administrators from federal, provincial, and state agencies with Great Lakes fishery responsibilities. Most often the members represent agencies that have specific authority over the management of Great Lakes waters. The Great Lakes Caucus at the 1985 State Directors Fish and Wildlife Conference recommended that the Committee of the Whole reconvene in 1986 to review the progress achieved since SGLFMP was adopted in 1981. A steering committee with three members from the Committee of the Whole and assisted by the Great Lakes Fishery Commission (GLFC) secretariat was requested to organize meetings to conduct the review.

Two meetings of the Committee of the Whole were convened in 1986 to examine the implementation of SGLFMP. In February, a workshop was held by the Committee of the Whole to obtain reports about the current status of Great Lakes fisheries and their management, and to develop preliminary recommendations for the improved implementation of SGLFMP. Those invited to the workshop included the GLFC secretariat, representatives from the various committees that had been charged with implementation of SGLFMP, the academic community, and the Great Lakes Indian Fish and Wildlife Commission. The Committee of the Whole was pleased with the progress on SGLFMP implementation and commended the Lake Committees, the Council of Lake Committees, the Fish Disease Control Committee, the Law Enforcement Committee, and the Fishery Habitat Advisory Board for their efforts. The preliminary recommendations developed at this workshop

provided the focus for discussions at a second meeting in May. At this meeting, members of the Committee of the Whole agreed upon a final set of recommendations.

The purpose of this paper is to document the agreement reached by the Committee of the Whole in 1986 to improve the future implementation of SGLFMP. These recommendations include a clarification of the roles that the Committee of the Whole and the GLFC have with respect to SGLFMP implementation, and the establishment of specific objectives for the Lake Committees.

COMMITTEE OF THE WHOLE AND SGLFMP

The Committee of the Whole reaffirmed its commitment to SGLFMP as the basis for agency interaction on Great Lakes fishery issues. The plan is an example of an international cooperative effort to protect and manage the fishery resources held in trust for the public by two countries. The committee also emphasized that implementation of SGLFMP in the future must especially focus on habitat management and environmental quality, as they are essential elements of fishery resource management.

The original plan did not call for periodic evaluations of progress in the implementation of SGLFMP. Also, the plan did not identify who should conduct reviews or when such reviews should be conducted. The Committee of the Whole was logically the most appropriate body to conduct reviews since most members hold agency positions with authority over those individuals directly responsible for plan implementation (e.g., the members of the Lake Committees).

Effective reviews of SGLFMP require that the members of the Committee of the Whole represent all agencies or jurisdictional entities responsible for Great Lakes fisheries. In the past, no formal criteria had been defined for membership on the committee to ensure appropriate representation of all agencies directly involved in Great Lakes fishery management. The Committee of the Whole was especially concerned by the lack of representation from Indian tribes who have joint management authority with states in some areas. As a result, a subcommittee was established to develop a set of membership criteria by 1987. Representatives from Ontario (chair), U.S., Canada, New York, Wisconsin, Michigan, and Minnesota will form this subcommittee.

The Committee of the Whole agreed that reviews of SGLFMP implementation must occur more frequently than once every five years. The committee believed that the time intervals between reviews should be either one or two years. The

actual determination of this interval would be dependent on the time specified for accomplishment of charges or objectives given to, for example, the Lake Committees. Based on the deadlines for the objectives established (described below) the next meeting of the Committee of the Whole will occur in 1988.

GREAT LAKES FISHERY COMMISSION AND SGLFMP

The GLFC has served as an essential catalyst to bring together personnel within federal, provincial, and state agencies for the implementation of SGLFMP. This critical role, undertaken specifically by the GLFC secretariat, must continue in the future to ensure that progress is maintained in the coordination of the activities of fishery management agencies. Specifically, the GLFC secretariat is requested to assist in the achievement of all objectives given to the Lake Committees by the Committee of the Whole. The GLFC is encouraged to especially help any inter-agency effort to improve Great Lakes habitat management and environmental quality, particularly the reduction of chemical contaminants. The Committee of the Whole also requests that the GLFC secretariat assist in the organization of its meetings in 1988.

The GLFC coordinates and funds fishery research efforts that are often relevant to SGLFMP implementation. The Committee of the Whole requests that the GLFC secretariat assist the Lake Committees in the identification of the information needs required to further implement SGLFMP and to communicate these needs to the Board of Technical Experts, research organizations (e.g., Sea Grant), and to the research branches of natural resources agencies. These information needs should be identified at the Lake Committee meetings and should be published on an annual basis.

OBJECTIVES FOR THE LAKE COMMITTEES

The Committee of the Whole developed four specific objectives that are related to Lake Committee implementation of SGLFMP. The intent of this action is commit the Committee of the Whole to more directly guide SGLFMP implementation and to provide time-specific check points for future reviews. These objectives are as follows in order of priority:

1. To define objectives for the structure and function of fish communities within each of the Great Lakes by 1988. The objectives should contain parameters that are technologically feasible to measure and that specify the time intervals for their measurement.

2. To identify environmental and other issues by 1988 which may prevent achievement of the fish community objectives for each Great Lake.

A. To standardize the procedures for the analysis of chemical contaminants in Great Lakes fishes. The Lake Committees with assistance from the GLFC secretariat should work to identify issues and information needs that may block community-based fishery management and to communicate their recommendations for the resolution of these problems to the appropriate organizational body (e.g., management issues to the Committee of the Whole, information needs to the Board of Technical Experts). The standardization of chemical contaminant analysis in fishes is an environmental issue that requires immediate attention.

3. To develop comprehensive consultative procedures by 1988 for achieving consensus among agencies when management activities will significantly influence the interests of more than one jurisdiction. Better procedures for the resolution of conflicts among agencies is a prerequisite for community-based fishery management and for the implementation of SGLFMP. The Lake Committees are referred to Strategic Procedures 5 through 9 on page 9 of the SGLFMP document to guide the achievement of this objective.

4. To produce "state of the lake reports" for each Great Lake by 1990 and every three years thereafter. These reports should document Lake Committee and agency efforts to achieve fish community objectives (defined in objective 1 above) and document the issues and information needs that prevent community based management (objective 2 above) and the SGLFMP goal. These reports should also provide a status report about the fish stocks and fisheries within each Great Lake. The reports will be useful for future reviews of SGLFMP.

In achievement of these objectives, the Lake Committees shall establish task groups and technical committees as required. The committees shall supply in writing a clear description of assignments and reporting requirements to these special groups, and carefully consider recommendations and reports when they are received. The reports of the task groups and technical committees shall clearly separate ecological issues from socio-economic issues. Upon approval by the Lake Committees, the GLFC shall forward these reports to the Committee of the Whole for information purposes.

CONCLUSION

The Committee of the Whole in 1986 reaffirmed its commitment to SGLFMP as an instrument to guide the coordination of Great Lakes fishery management among natural resources agencies. Among the committee members there was a sense of urgency for their greater, immediate, and direct involvement in the issues that threaten effective fishery management. The committee was especially concerned about the problems of habitat management and environmental quality in the Great Lakes. As a result, the committee resolved to become more active in the implementation of SGLFMP to ensure the future protection, enhancement, and restoration of Great Lakes fisheries.

GREAT LAKES FISHERY COMMISSION

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- 79-1 Illustrated field guide for the classification of sea lamprey attack marks on Great Lakes lake trout. 1979. E. L. King and T. A. Edsall. 41 p.
- 82-1 Recommendations for freshwater fisheries research and management from the Stock Concept Symposium (STOCS). 1982. A. H. Berst and G. R. Spangler. 24 p.
- 82-2 A review of the adaptive management workshop addressing salmonid/lamprey management in the Great Lakes. 1982. Edited by J. F. Koonce, L. Greig, B. Henderson, D. Jester, K. Minns, and G. Spangler. 40 p.
- 82-3 Identification of larval fishes of the Great Lakes basin with emphasis on the Lake Michigan drainage. 1982. Edited by N. A. Auer. 744 p.
- 83-1 Quota management of Lake Erie fisheries. 1983. Edited by J. F. Koonce, D. Jester, B. Henderson, R. Hatch, and M. Jones. 39 p.
- 83-2 A guide to integrated fish health management in the Great Lakes basin. 1983. Edited by F. P. Meyer, J. W. Warren, and T. G. Carey. 262 p.
- 84-1 Recommendations for standardizing the reporting of sea lamprey marking data. 1984. R. L. Eshenroder, and J. F. Koonce. 21 p.
- 84-2 Working papers developed at the August 1983 conference on lake trout research. 1984. Edited by R. L. Eshenroder, T. P. Poe, and C. H. Olver.
- 84-3 Analysis of the response to the use of "Adaptive Environmental Assessment Methodology" by the Great Lakes Fishery Commission. 1985. C. K. Minns, J. M. Cooley, and J. E. Forney. 21 p.
- 85-1 Lake Erie fish community workshop (report of the April 4-5, 1979 meeting). 1985. Edited by J. R. Paine and R. B. Kenyon. 58 p.
- 85-2 A workshop concerning the application of integrated pest management (IPM) to sea lamprey control in the Great Lakes. 1985. Edited by G. R. Spangler and L. D. Jacobson. 97 p.
- 85-3 Presented papers from the Council of Lake Committees plenary session on Great Lakes predator-prey issues, March 20, 1985. 1985. Edited by R. L. Eshenroder. 134 p.
- 85-4 Great Lakes fish disease control policy and model program. 1985. Edited by J. G. Hnath. 24 p.
- 85-5 Great Lakes Law Enforcement/Fisheries Management Workshop (Report of the 21, 22 September 1983 meeting). 1985. Edited by W. L. Hartman and M. A. Ross. 26 p.
- 85-6 TFM vs. the sea lamprey: a generation later. 1985. 17 p.
- 86-1 The lake trout rehabilitation model: program documentation. 1986. C. J. Walters, L. D. Jacobson and G. R. Spangler. 32 p.
- 87-1 Guidelines for fish habitat management and planning in the Great Lakes (Report of the Habitat Planning and Management Task Force and Habitat Advisory Board of the Great Lakes Fishery Commission). 1987. 15 p.
- 87-2 Workshop to Evaluate Sea Lamprey Populations "WESLP" (Background papers and Proceedings of the August 1985 workshop). 1987. Edited by B. G. H. Johnson.
- 87-3 Temperature Relationships of Great Lakes Fishes: A Data Compilation. 1987. D. A. Wisner and A. E. Christie. 195 p.