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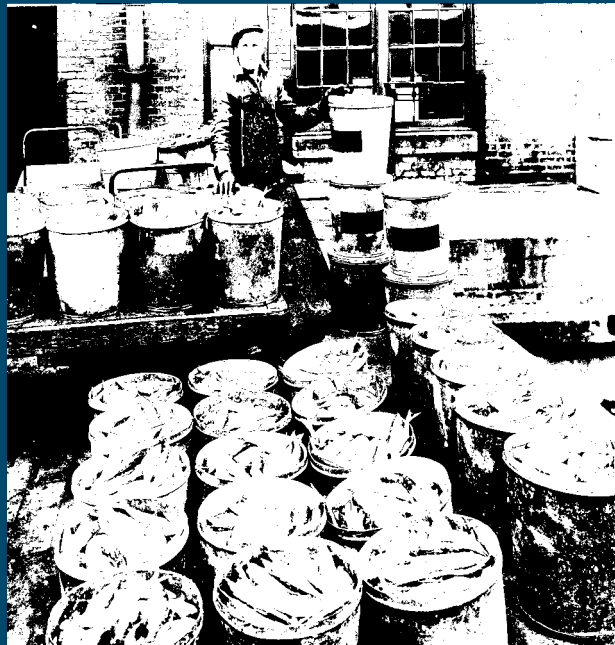
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GREAT LAKES FISHERY MANAGEMENT: *From Chaos to Cooperation*

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Commissioner, Great Lakes Fishery Commission



November 5, 2019

African Great Lakes Stakeholder Network Workshop
Entebbe, Uganda

FISH HAVE ALWAYS ATTRACTED PEOPLE TO THE REGION



Bay Of Quinte Fishermen 1910



Port Dover 1915



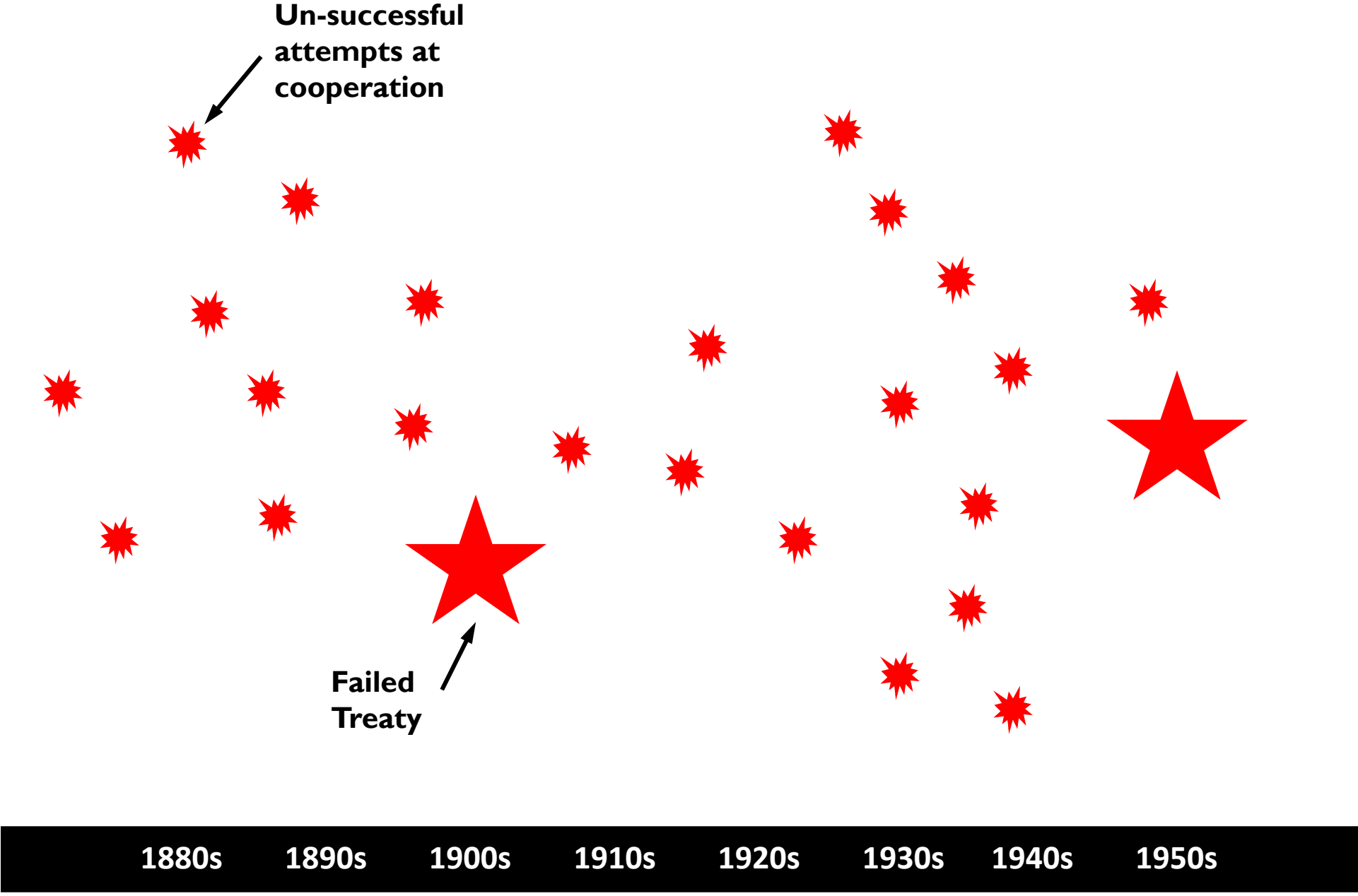
JURISDICTIONAL CHAOS a.k.a. “Divided Governance”

“As discouraging as it is that the fish are being exterminated and the waters polluted (and here I want to repeat that I am not an alarmist; the facts are plain and point to an unavoidable conclusion), it is demoralizing to realize that nothing is being done about it. No less than nine governments are administering conservation legislation, and it goes without saying that no two have the same idea!”

--Walter Koelz, 1926



Walter Koelz (left) c. 1940
(Photo: Bentley Historical Library)



<p>1883 First Great Lakes Interstate Conference 13 recommendations agreed upon; none adopted.</p> <p>1884 Second Great Lakes Interstate Conference Same issues as first conference; same result.</p> <p>1891</p>	<p>1904 Conference of State Officials Recommendations to state legislatures for uniform regulations. "Nothing accomplished."</p> <p>1906 American Fisheries Society annual meeting No record.</p> <p>1908 TREATY Agreement concerning the</p>	<p>1931 Conference of Lake Erie jurisdictions Resulted in the formation of the Lake Erie Advisory Committee and the Toronto Agreement of 1933.</p> <p>1933 Toronto Agreement signed by each of the jurisdictions on Lake Erie Agreement covered all vital regulations on Lake Erie. However, implementation was a disaster.</p> <p>1933 Meeting of IN, IL, MI, WI, and the U.S. Bureau of Commercial Fisheries</p>	<p>1942 Board of Enquiry Report Rejected interstate compact; recommended treaty.</p> <p>1943 Interstate conference, Madison, WI Established Lake Trout Committee.</p> <p>1946 TREATY</p>
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“We did agree upon several recommendations to be made to the respective legislatures of the states represented. But the sad sequel of it all is that no two of the legislatures agreed to nor followed these recommendations. . . . So we are just where we started—nothing accomplished.”

—1904 Conference of State Officials

<p>1897 INTERNATIONAL COMMISSION To supervise the fisheries; review science; and promulgate regulations. No treaty proposed immediately.</p>	<p>1929 Meeting of Michigan and Ontario on Lake Huron Effort to form a code of uniform regulations. No action by either government.</p>	<p>1938 INTERNATIONAL BOARD OF ENQUIRY Formed to investigate fishing practices and government regulations.</p>
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CONVENTION ON GREAT LAKES FISHERIES

1954

Great Lakes Fishery Commission formed.

Major Duties:

- 1. Sea lamprey control***
- 2. Science***
- 3. Working arrangements***



ARTICLE X

Nothing in this Convention shall be construed as preventing any of the States of the United States of America bordering on the Great Lakes or, subject to their constitutional arrangements, Canada or the Province of Ontario from making or enforcing laws or regulations within their respective jurisdictions relative to the fisheries of the Great Lakes so far as such laws or regulations do not preclude the carrying out of the Commission's duties.

LAKE COMMITTEES

Mechanism to “maintain working arrangements”

First formed in 1964

Although the Commission would wish to have any questions it referred to a lake committee considered fully, there would be no limitation on matters it wished to discuss.

*–Minutes, Lake Erie Committee, June 3, 1965,
Sandusky OH*



Norm Baldwin

A JOINT STRATEGIC PLAN
FOR MANAGEMENT OF GREAT LAKES FISHERIES

by the

CANADA DEPARTMENT OF FISHERIES AND OCEANS
ILLINOIS DEPARTMENT OF CONSERVATION
INDIANA DEPARTMENT OF NATURAL RESOURCES
MICHIGAN DEPARTMENT OF NATURAL RESOURCES
MINNESOTA DEPARTMENT OF NATURAL RESOURCES
NATIONAL MARINE FISHERIES SERVICE
NEW YORK STATE DEPARTMENT OF ENVIRONMENTAL CONSERVATION
OHIO DEPARTMENT OF NATURAL RESOURCES
ONTARIO MINISTRY OF NATURAL RESOURCES
PENNSYLVANIA FISH COMMISSION
U.S. FISH AND WILDLIFE SERVICE
WISCONSIN DEPARTMENT OF NATURAL RESOURCES

JUNE 1981



Great Lakes Fishery Commission

A JOINT STRATEGIC PLAN
FOR MANAGEMENT OF GREAT LAKES FISHERIES
As Revised, 10 June 1997



Great Lakes Fishery Commission

Miscellaneous Publication 2007-01

JOINT STRATEGIC PLAN

- **Non-binding**
- **Non-regulatory**
- **Consensus-based**
- **For collective action**



**FOCUS ON SCIENCE
AND RELATIONSHIPS**



Fishery manager on “enlarging the shadow of the future”

“You must reflect upon the nature of this particular decision relative to the overall process of cooperative management. Do you win your battle for today, but jeopardize the process for the next 20 years?”



Council of Great Lakes Fishery Agencies

- “Fish Chiefs”
- States, province, tribes, feds
- Observers

All lake committee members

Law Enforcement Committee

Council of Lake Committees

Great Lakes Fish Health Committee

Lake Superior Committee

Lake Michigan Committee

1964

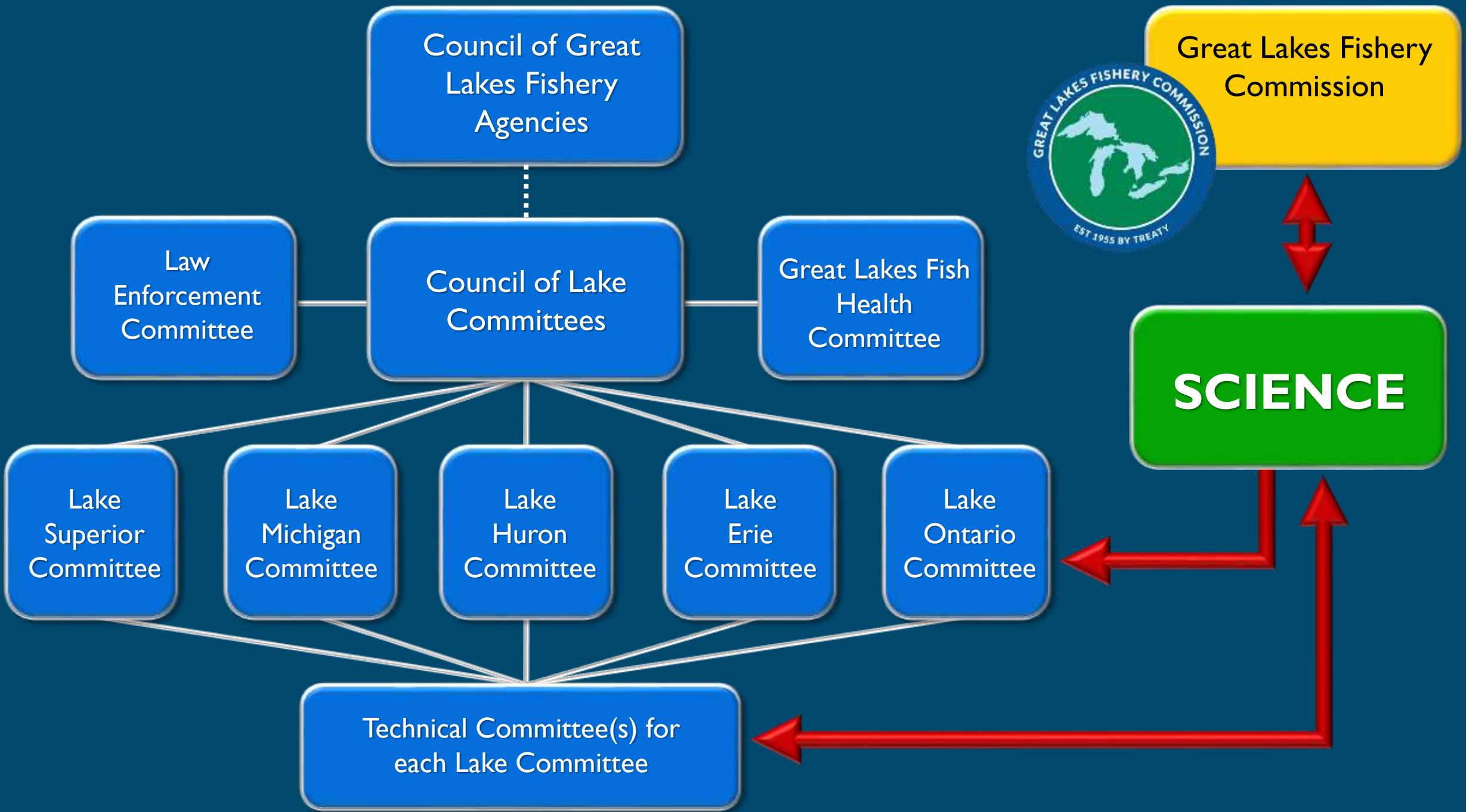
Lake Erie Committee

Lake Ontario Committee

- Senior “lake managers”
- States, province, tribes

Technical Committee(s) for each Lake Committee

- “Field-level” biologists
- States, province, tribes, feds, invited experts



Through the Joint Strategic Plan, Fishery Managers ...

Meet
Regularly

Balance
Science &
Politics

Decide on
Tasks

Collect &
Share
Information

Develop
Shared
Policies, Plans,
Objectives

Dispute
Resolution

Cooperative Management



Individual Agency Actions

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THE WALLEYE DISPUTE OF 2004



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Lake Erie Committee, 2004

**L-R: Mike Morencie, Ontario; Bill Culligan, New York; Kurt Newman, Michigan;
Roger Knight, Ohio; Chairman Rick Hoopes, Pennsylvania**

THE WALLEYE DISPUTE OF 2004



Lake Erie Committee, 2004

**L-R: Mike Morencie, Ontario; Bill Culligan, New York; Kurt Newman, Michigan;
Roger Knight, Ohio; Chairman Rick Hoopes, Pennsylvania**

CONCLUSIONS

- **Management authority is diffuse**
- **Conflict exists**
 - Natural trend toward parochialism
- **Regime creates conditions for cooperation**
 - Regular meetings; ongoing process
 - Information sharing
 - Trust and relationships
 - Balancing science and policy
- **Science is a key part of the process**

THANK YOU

