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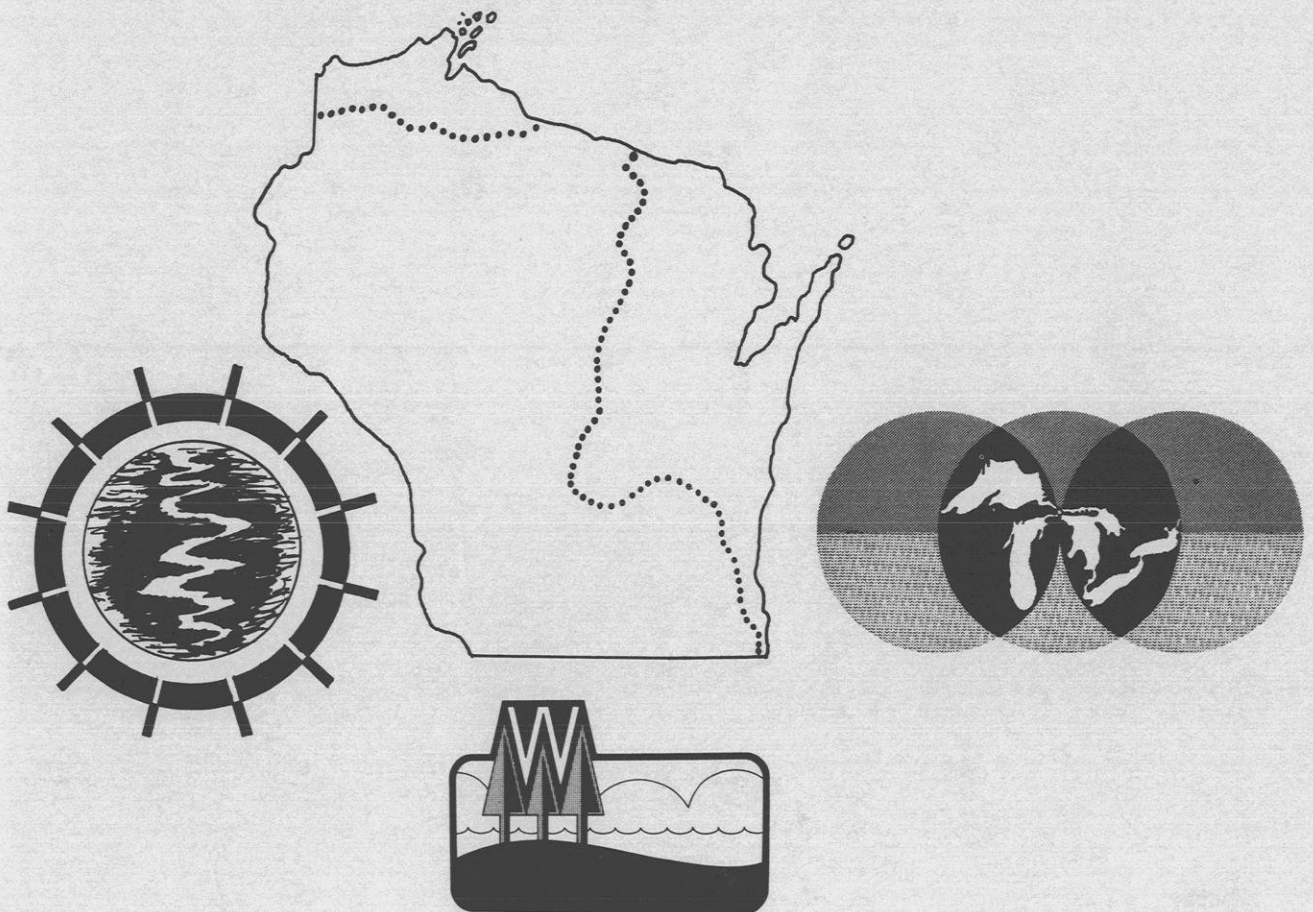
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WISCONSIN'S PARTICIPATION IN THE RIVER BASIN COMMISSIONS



Technical Bulletin No. 91

DEPARTMENT OF NATURAL RESOURCES
Madison, Wisconsin 1975

ABSTRACT

The Federal Water Resources Planning Act of 1965 established a Federal Water Resources Council to oversee the national interest in water resources, provided for the formation of regional river basin commissions, and funded the states to develop comprehensive water and related land resources plans.

Wisconsin receives grants for water resource planning and participates in both the Great Lakes Basin Commission and the Upper Mississippi River Basin Commission. The state, through the Department of Natural Resources representatives, has contributed to commission studies and plans.

Wisconsin is benefitting from the Commissions' recently completed basinwide framework studies and will benefit even more from the intensive studies of state river basins. The report makes recommendations to the Water Resources Council and river basin commissions for improving the effectiveness of this means of water resources planning. Suggestions focus on public participation, funding, and management studies.

**WISCONSIN'S PARTICIPATION
IN THE RIVER BASIN COMMISSIONS**

By
**Rahim Oghalai
and
Mary Mullen**

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INTRODUCTION

It is important that Wisconsin's water planning and management activities be integrated with the planning efforts of federal agencies and our neighboring states. To assure such coordination, Wisconsin has joined two river basin commissions created under Title II of the Water Resources Planning Act — the Great Lakes Basin Commission and the Upper Mississippi River Basin Commission. Although several state agencies contribute to the work of these commissions, the Governor of Wisconsin has delegated most of the responsibility for supporting the commissions to the Department of Natural Resources.

Each river basin commission includes members from those federal agencies concerned with the problems of water and related land resources.

Each state in the river basin is also represented. The chairman of each river basin commission is appointed by the President. The principal responsibility of a river basin commission is to implement the will of Congress as expressed in the Water Resources Planning Act of 1965.

An important function of a river basin commission is that of coordination. Until these commissions were established, government agencies at all levels concerned with water resource problems tended to function independently. Some exceptions to this may be found where two or more states entered into a compact or agreement to work together on common problems, or where coordinating committees composed of federal and state agencies were established.

River basin commissions have the authority to hold hearings on the subject of water resources. They can request the services of personnel from any state or federal agency in furtherance of their activities, and they can contract for technical services necessary to the fulfillment of their missions.

The result of coordination by the river basin commissions can be wiser management of the water and land resource as well as more efficient use of money, manpower, and technical knowledge.

This report describes the operation of the river basin commissions with an emphasis on their benefit to Wisconsin, and concludes with recommendations for improving the effectiveness of the commissions.

WATER RESOURCES COUNCIL

THE FEDERAL WATER RESOURCES PLANNING ACT

In July of 1965 the United States Congress passed Public Law 89-80, "The Water Resources Planning Act." It is this legislation that set up the federal Water Resources Council and provided for establishment of the more regionally oriented river basin commissions. A section of this law also provides financial assistance to the states in order to increase state participation in water resource planning.

Public Law 89-80 was the culmination of efforts begun in the 1940's to provide for true federal/interstate partnership in river basin planning. Pre-

vious to its passage, there were federal interagency river basin committees to coordinate federal projects and some multistate compacts and committees that attempted to solve basin problems, but no formal joint organizations. Numerous and sometimes conflicting demands were being placed on the water resource — demands for irrigation and drainage, navigation, recreation, domestic water supply, protection of fish resources and electric power generation. There were problems of flood control and pollution from human, animal and industrial wastes. The situation cried out for cooperative management. However, states opposed the proposed Water

Resources Planning Act of 1961, the first comprehensive river basin commission legislation to reach the hearing stage. They feared that its provisions would result in federal domination. Four years later the revised and amended Act became law.

MEMBERSHIP AND DUTIES OF THE WATER RESOURCES COUNCIL

Title I of the Water Resources Planning Act establishes a Water Resources Council (WRC) composed of the Secretaries of the Army; Agriculture; Interior; Health, Education and Welfare; and the Chairman of the Federal

Power Commission. The Secretary of Transportation has become a full member more recently. There are also associate members. They include the Secretaries of Commerce and of Housing and Urban Development, as well as the Administrator of the Environmental Protection Agency. The Director, Bureau of Budget, the Attorney General, and the Chairmen of the Council on Environmental Quality and the River Basin Commissions are observers at meetings.

The Council is charged with overseeing the national interest in water resources. It does this by conducting and reviewing studies, by coordinating federal agency efforts, and by allotting federal money to states.

Specifically, the WRC maintains a study and prepares periodic assessments of the adequacy of water supplies in the water resource regions in the United States. One national assessment was published in 1968 and the 1975 assessment should be completed in 1977. Current plans call for such reports to be issued at five-year intervals.

A basic objective of the 1975 Water Assessment is to locate and describe existing and emerging water-related problems throughout the United States. Problems may be in the adequacy or quality of supplies for many

uses including domestic uses, production of food or fiber or energy, and for manufacturing, mining, transportation, or recreation. Environmental enhancement and preservation uses are also considered. Problems may relate to land, i.e., flooding, drainage, erosion, sedimentation or they may be conflicts in water use, or legal, institutional and financial constraints. Besides describing water and related land problems, the assessment will establish a priority list of areas that should be studied in more detail and will provide conclusions and recommendations for resolving problems. This information will be developed from two points of view — the national and the state/regional viewpoint. To facilitate preparation of the report and emphasis of these two viewpoints, the WRC has contracted with the river basin commissions to do much of the work.

A continuous responsibility of the WRC is to review plans submitted by river basin commissions and maintain a study of the relation of these plans and programs to the requirements of larger regions. After reviewing plans, the Council submits them with recommendations to the President. The Council coordinates schedules, budgets and programs of federal agencies involved in comprehensive river basin planning.

A recent major accomplishment of the Water Resources Council has been the establishment of principles and standards for planning water and related land resources. These principles and standards systematically relate all aspects of water and related land resources planning to economic and environmental planning criteria. In addition, where appropriate, effects on regional development and social well-being are displayed. They are used by federal agencies in regional or river basin planning and in evaluating federally funded water and related land resources programs and projects.

FINANCIAL AID TO STATES

Title III of the Water Resources Planning Act authorizes grants to the states for developing and participating in the development of comprehensive water and related land resources plans. They must be matched by the state. The amount appropriated by Congress, and the related proportion received by the states, has fluctuated greatly from year to year. Fiscal Year 1975 was the first time the entire \$5 million was appropriated. Federal funding to states is authorized until June 1976. Unless Congress passes new legislation, funding to states will not continue beyond FY 1976.

RIVER BASIN COMMISSIONS

MEMBERSHIP

Title II of the Water Resources Planning Act provides for the establishment of river basin commissions upon request by the Water Resources Council or by a state or states within the basin.

Each river basin commission is composed of a chairman (appointed by the President), one member from each

designated federal agency concerned with problems of water and related land resources (appointed by the head of the Department) and one member from each state lying wholly or partially within the basin (appointed by the Governor unless state law requires otherwise). One member represents any interstate agency created by a congressionally approved interstate compact whose jurisdiction extends to

the waters of the area. In addition, the President may appoint a member from the United States section of any international commission created by treaty whose jurisdiction includes the basin.

The chairman of a commission has a number of responsibilities. He is the coordinating officer of the federal members and represents the Federal Government in federal/state relations on a commission. He appoints the

commission staff with the concurrence of the vice-chairman. He supervises personnel employed by the commission. He is also responsible for the use and expenditure of funds available to the commission. The vice-chairman is selected by the state members and represents the states in federal/state relations on the commission. He is the coordinating officer of the state members of a commission.

This state/federal division of responsibilities is important in decision-making. Commissioners are charged by law to make every attempt to reach "consensus of all members of all issues." This charge applies to committees and subcommittees of the commission as well. When consensus cannot be reached, each commissioner must be given full opportunity to present and report his views; then for the record, the chairman sets forth the position of the federal members while the vice-chairman does the same for state members.

DUTIES

River basin commissions have several major and interrelated duties. Their first duty is to coordinate all plans — governmental and nongovernmental — for development of water and related land resources in the basin. Secondly, they must prepare and keep up to date a comprehensive, coordinated joint plan (CCJP) including an evaluation of alternative means of achieving optimum development. The CCJP is comprehensive in that it considers *all* problems and techniques of managing the water resources of a river basin or region. It is a coordinated, joint plan developed with the cooperation of federal, state, and local interests. The planning process allows opportunities for public participation at all phases. The CCJP is probably the best vehicle available to commissions for coordinating all water and water-related plans. In addition, it provides a method for assessing the cumulative effects of all projects and indicating whether particular projects or programs are the best solutions to the many problems in a river basin. When complete, the CCJP should also promote a smoother flow of projects through federal, state, and local funding procedure while discouraging projects not in the plan.

The CCJP may be prepared in stages. Generally, there is a "Level A"

framework study which inventories the resources in the entire area under the jurisdiction of a river basin commission. It is a reconnaissance-type investigation that looks at resource demands and problems over a 50-year period. It assesses water and related land resource capabilities, projects needs arising from economic and demographic development, and predicts conflicts in resource use. The information is presented in a main report and a series of appendices. Each appendix deals with a specific aspect of water or land resources such as water supply, geology and ground water, water quality, drainage, erosion and sedimentation, and recreation. A framework study suggests alternative solutions to expected problems. It also identifies regions with complex interdisciplinary problems that require more detailed investigations and analyses.

The more detailed studies which expand upon framework studies are called "Level B" studies and they too become part of the CCJP. Level B studies are carried out with the strong participation and leadership of the states. They focus on a 15-25 year time period and a much smaller geographical area, such as the Fox-Wolf River Basin in Wisconsin. Alternative, multipurpose solutions are analyzed with the emphasis on the twin objectives of national economic development and environmental quality. Level B studies are conducted under the mandate of the Water Resources Planning Act of 1965 and the federal Water Pollution Control Act Amendments of 1972 (P.L. 92-500). Public Law 92-500, Section 209(a) provides that these plans be completed by the Water Resources Council for all river basins in the United States by January 1, 1980. A river basin commission may undertake any additional studies of water and related land resource problems that facilitate preparation of the CCJP.

The CCJP along with comments by federal agencies and the states is submitted to the Water Resources Council. The WRC in turn, submits the CCJP to the President who presents it to Congress. At the time a commission submits the CCJP to the WRC, it must also make recommendations for continuing the functions of the Commission and for implementing the plan, including means of keeping the plan up to date.

In addition to these duties related

to the CCJP, river basin commissions are responsible for recommending long-range schedules of priorities for collection and analysis of basic data. This includes priorities for investigation, planning and construction of projects. A commission must submit an annual report on its work to both the WRC and the Governor of each participating state. Annual reports are published and are available to the general public.

POWERS

The principal powers of a river basin commission are to hold hearings, employ and compensate personnel, including consultants, and arrange for the services of personnel from any state or federal agency. Commissions employ an executive director and staff to serve under him at the commission office. Other work is done by the various state and federal agencies in their home offices. A commission can incur such necessary expenses and exercise such other powers required to perform its functions.

PROGRAM IMPLEMENTATION

River basin commissions have no direct responsibility or authority for program implementation beyond the recommendation of priorities. The responsibility for the implementation of the plans rests with the federal agencies, state and local governments, individuals, and business enterprises touched by the plan.

The priorities set forth in the comprehensive, coordinated joint plan could very well set a formal framework for federal and state action in a basin. Items not given priority consideration by the CCJP may be considerably delayed or not implemented at all while priority projects will be undertaken. Herein lies the significance of a good plan, and of each affected group's interest in it.

GREAT LAKES BASIN COMMISSION

Wisconsin is a member of two basin commissions; the first to form was the Great Lakes Basin Commission (GLBC), established by executive order on April 20, 1967. Requests for this action came from the Governors of Indiana, Michigan, Minnesota, Ohio, and Wisconsin. The Governors of

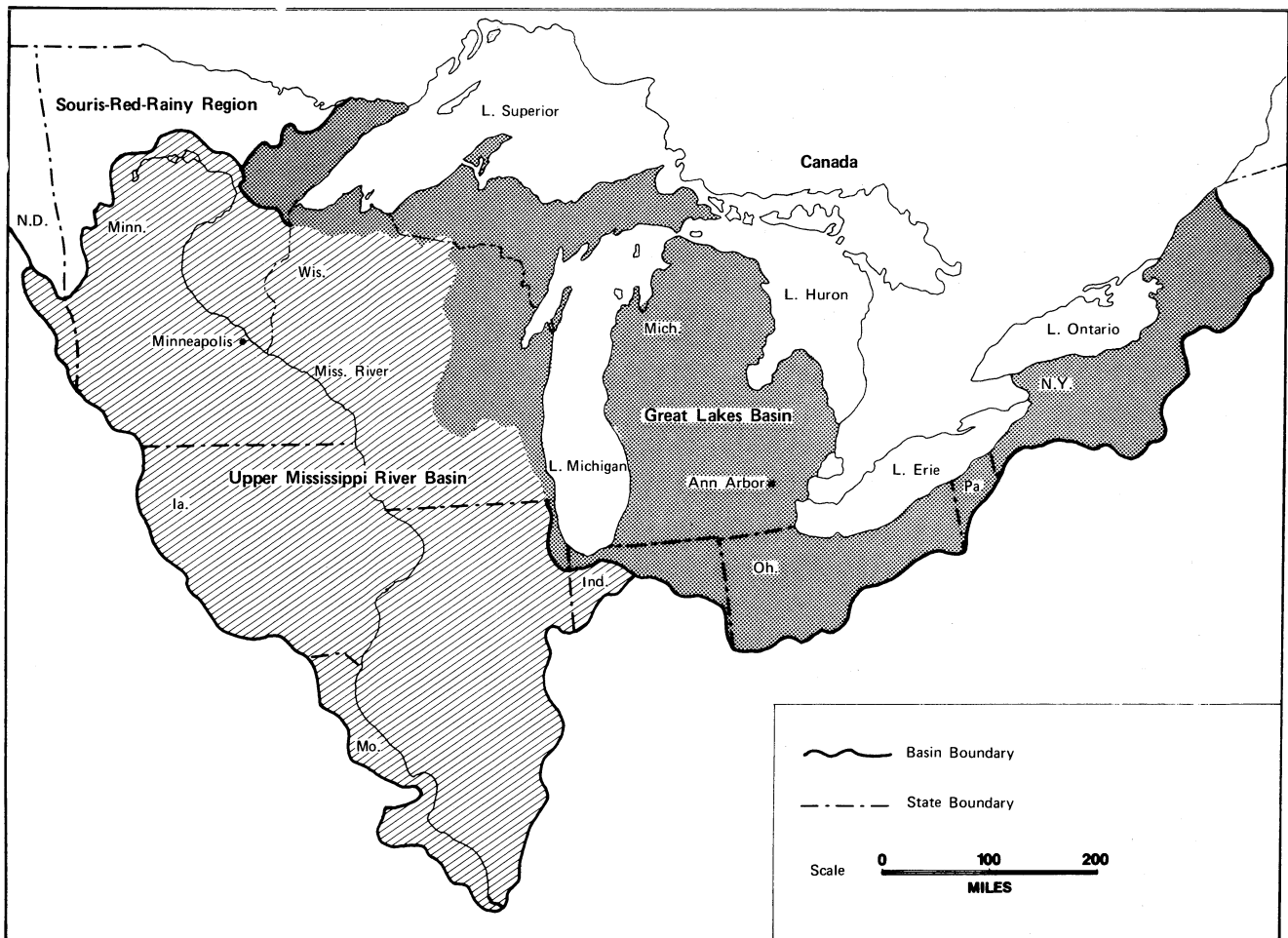


FIGURE 1. Location of the Upper Mississippi River and Great Lakes basins.

Illinois, New York, and Pennsylvania concurred in the request. The authority of the Commission is limited to the Great Lakes Basin within the United States down to and including the point at which the St. Lawrence River ceases to be the international boundary. The Commission's headquarters is at Ann Arbor, Michigan.

Members of the Commission. The Great Lakes Basin Commission consists of eight state representatives, one from each state adjacent to the Great Lakes; twelve regional representatives from federal agencies having an interest in water and related land (Departments of Agriculture; Army; Commerce; Health, Education and Welfare; Housing and Urban Development; Interior; Justice; State; Transportation; the Environmental Protection Agency; the Federal Power Commission; and the Energy Research and Development Administration); a representative from the Great Lakes Commission, which is an interstate compact commission; and a chairman, ap-

pointed by the President. This is a total of 22 commissioners. Official observers from the Canadian Federal and Provincial governments attend but do not vote.

Structure and Activities. The composition of the Commission makes it responsive to state and regional as well as national and international considerations in comprehensive water and related land planning. At quarterly meetings and through committees, the GLBC coordinates planning activities of its members, sets policy, resolves regional problems, and makes studies and recommendations for plans leading to implementation activities in resource management.

The Commission is presently concerned with three types of planning efforts. The first concern is preparation of a Level A framework study and 23 functional appendices to the study. The framework study which represents the broadest level of planning, is now (early 1975) being published in final form. Secondly, the Commission is

working on Level B plans — the more detailed studies of smaller areas, mandated specifically by the Water Pollution Control Act Amendments of 1972. Finally, the Commission will also review various regional and state studies as part of its task toward accomplishment of the comprehensive, coordinated joint plan.

The Great Lakes Basin Commission has organized separate task forces for the accomplishment of these specific items of work. For the framework study the structure was as follows: a small Framework Study Executive Committee (made up of commissioners or top planners appointed by the commissioners) for interpretation of Commission policies; a Plan and Program Formulation Committee (chaired by the Executive Director of the Commission and composed generally of senior planners—one from each commissioner's home staff) to issue instructions based on policy interpretations; a group of six coordinators to exercise liaison and coordina-

ting responsibilities over five or six work groups of like orientations; and 23 work groups covering the entire gamut of water and related land resources to accomplish the actual investigations and reporting for the framework study.

The 23 work groups which were responsible for the Appendices to the Great Lakes Basin Framework Study are listed below.

Main Report

1. Alternative Frameworks
2. Surface Water Hydrology
3. Geology and Ground Water
4. Limnology of Lakes and Embayments
5. Mineral Resources
6. Water Supply - Municipal, Industrial, Rural
7. Water Quality
8. Fish
9. Commercial Navigation and Recreational Boating
10. Power
11. Levels and Flows
12. Shore Use and Erosion
13. Land Use and Management
14. Flood Plains
15. Irrigation
16. Drainage
17. Wildlife
18. Erosion and Sedimentation
19. Economic and Demographic Studies
20. Federal and State Laws, Policies and Institutional Arrangements
21. Outdoor Recreation
22. Aesthetic and Cultural Resources
23. Health Aspects

Each of these work groups had a chairman chosen by the group from among its members. Of the 25 chairmen or co-chairmen, 21 were federal government employees, 3 were from the state of Michigan, and the remaining one was a Commission staff member. Two reasons are cited for the predominance of federal employees as chairmen of work groups: federal agencies have a broader geographical interest than do individual states, and federal agencies have a portion of their budget allotted to participation in work group activities and can therefore devote more time and effort to the undertaking.

Participation in work groups is determined by the commissioners from the various member states and by heads of the federal agencies represented. Each commissioner decides what type of participation is appropri-

ate for his state or agency. Participation even within states varies greatly. Wisconsin had at least one member on 12 of the 23 work groups.

Ad hoc committees have been appointed by the Commission to formulate by-laws, decide staffing and budget requirements, recommend policies for goals and procedures, and define the comprehensive, coordinated joint plan.

Current committees include a Plan and Program Formulation Committee, a Levels and Flows Committee which is concerned with recent problems created by high lake levels, a National Assessment Committee which will oversee participation in the 1975 National Water Assessment, a Coastal Zone Management Committee, and a Budget Committee.

Ongoing and Anticipated Programs.

The major ongoing program of the GLBC is preparation of the comprehensive, coordinated joint plan scheduled for completion in 1980. It consists of the framework study just now being printed and Level B and other studies that may be initiated from time to time to fill out and update the CCJP. Presently, the Commission is preparing a Level B study of the Maumee River basin in Indiana, Michigan and Ohio. It is participating

also in the periodic national water resources update, the 1975 National Assessment.

A number of Level B studies are awaiting funding. One of these is Wisconsin's Fox-Wolf River basin. The Fox-Wolf study was first proposed in late 1972. It has been given first priority by the Department of Natural Resources and the Great Lakes Basin Commission and is also high on the priority list of the Water Resources Council. High on the Commission's priority list for ensuing years are two other Level B studies which cover the entire Great Lakes region. The first is an energy planning study. The second recommended study is a Great Lakes Environmental Planning Study (GLEPS). It is designed to use systems analysis to evaluate environmental problems and proposed solutions in the lakes.

Other reports are also planned, for example, a report on long-range priorities for the Great Lakes basin, scheduled for FY 76.

Finances. The Great Lakes Basin Commission's operating expenses are shared by the eight participating states and the federal government. The amount paid by the state of Wisconsin has varied greatly since the establishment of the Commission. Table 1 shows federal/state funding and the Wisconsin portion of that funding since the Commission began.

The assessment to each state is based on the percentages of population and land areas of that state in the Great Lakes basin.

The state/federal funding quoted in Table 1 is for operating expenses only — salaries and fringe benefits for Commission staff, office rent and the Commission library. Additional funds finance special projects such as Level B studies, National Assessment, Coastal Zoning, and Levels and Flows activities.

In addition to the actual money in the Commission's budget, a considerable amount of time and effort is spent by each state and by the federal government which does not show up in the Commission's budget report. As stated previously, agencies of the federal government receive budget appropriations for their activities on Commission matters. State government employees may work full-time on commission-related activities but because they are not paid by the Commission their contribution does not appear in the budget.

THE UPPER MISSISSIPPI RIVER BASIN COMMISSION

Wisconsin is a member of a second basin commission, the Upper Mississippi River Basin Commission (UMRBC). This commission was established by executive order on March 22, 1972, some five years after the Great Lakes Basin Commission was formed. Requests for the action had come from the Water Resources Council and from the Governors of Illinois, Iowa, Minnesota, Missouri, and Wisconsin. The original jurisdiction of the Commission extended to the portions of those five states lying in the Mississippi River drainage basin above the mouth of the Ohio River, but excluding the Missouri River basin. Since only very small portions of South Dakota, Michigan and Indiana are part of the drainage network, these states were not given membership on the Commission.

A previously planned merger of basin commissions enlarged the UMRBC and its jurisdiction in mid-1973. At that time the Souris-Red-Rainy River Basin Commission terminated. Its territory, primarily in Minnesota and North Dakota, then came under the authority of the UMRBC.

The main office of the Upper Mississippi River Basin Commission is located at Fort Snelling, Twin Cities, Minnesota. A branch office at Fargo, North Dakota, has been set up to follow through on as much of the former Souris-Red-Rainy Commission's activities as desirable.

Members of the Commission. The Upper Mississippi River Basin Commission is made up of representatives of six states (Illinois, Iowa, Minnesota, Missouri, North Dakota, and Wisconsin), ten federal agencies (Departments of Agriculture; Army; Commerce; Health, Education and Welfare; Housing and Urban Development; Interior; and Transportation; the Energy Research and Development Administration; Environmental Protection Agency; and the Federal Power Commission), and the Chairman, appointed by the President, making a total of 17 commissioners. South Dakota participates as an observer, and it and the other states with small areas in the drainage basin — Indiana, Michigan and Montana — are notified of Commission meetings and consulted on matters affecting them.

Structure and Activities. Although

the UMRBC began five years after the establishment of the GLBC, cooperative ventures among the states and federal agencies had begun sometime before. One such cooperative effort, authorized by the U.S. Congress in 1962, resulted in the Upper Mississippi River Comprehensive Basin Study. It was completed in 1972, the year the UMRBC was established. A coordinating group of federal and state

Appendix B: Aesthetic and Cultural Values (Vol. II)

Appendix C: Climatology and Meteorology (Vol. III)

Appendix D: Surface Water Hydrology (Vol. III)

Appendix E: Ground Water and Geology (Vol. III)

Appendix F: Mineral Resources (Vol. III)

TABLE 1. State and federal funding of the Great Lakes Basin Commission for operating expenses

Fiscal Year	Actual Federal/State Funding	Wisconsin Portion		
		Assessed	Paid	Balance
1966-67		\$ 5,000	\$ 5,000	\$ 0
1967-68	\$175,000	10,000	10,000	0
1968-69	267,000	22,500	22,500	0
1969-70	270,000	22,500	0	-22,500
1970-71	297,000	22,500	0	-45,000
1971-72	370,000	22,500	32,500	-35,000
1972-73	451,000	26,000	27,500	-33,500
1973-74	457,000	26,000	37,500	-22,000
1974-75	480,000	29,000	37,500	-13,500
1975-76	480,000 (projected)	29,000		

agencies, under the chairmanship of U.S. Army Corps of Engineers, had done the study which evaluates the present conditions of water and related land resources and projected future conditions for the years 1980, 2000 and 2020. It remained only for the Commission to evaluate the study and recommend the role it should play in future Commission deliberations. After a thorough review and a number of public hearings, the Commission agreed that this study would serve as its framework study, comparable to the Level A Great Lakes Basin Study described earlier.

The Upper Mississippi Basin Study includes a Main Report and the following Appendices published in 9 volumes:

Main Report (Vol. I)

Appendix A: History of Investigation (Vol. II)

Appendix G: Fluvial Sediment (Vol. III)

Appendix H: Water Supply and Quality Control (Vol. IV)

Appendix I: Flood Control (Vol. V)

Appendix J: Navigation (Vol. V)

Appendix K: Recreation (Vol. VI)

Appendix L: Fish and Wildlife (Vol. VI)

Appendix M: Power (Vol. VI)

Appendix N: Agriculture (Vol. VI)

Appendix O: State and Federal Water Laws, Policies and Programs (Vol. VII)

Appendix P: Economic Base Study and Projections (Vol. VIII)

Appendix Q: Framework for Development (Vol. IX)

The first document published by the Commission besides its Annual Report was a Transportation Compendium. The Compendium examines existing source material on transportation with emphasis on the Upper

Mississippi River Basin. It includes a digest of laws and the institutional arrangements which regulate and control the transportation industry as well as summaries of federal, state and regional literature concerned with the movement of commercial goods and services between production areas, markets and consumption areas. Speeches, statements and conferences on transportation are also summarized.

The Upper Mississippi River Basin Commission, like the Great Lakes Basin, uses the committee system to accomplish its work. Existing committees and subcommittees are responsible for defining the Commission's goals, policies and objectives, for recommending priorities for Level B studies, for defining the coordinated, comprehensive joint plan, and conducting the 1975 National Water Assessment.

Ongoing and Anticipated Programs.

Early in 1974 the state of Wisconsin sued the U.S. Army Corps of Engineers for mismanagement of dredge spoil disposal during its maintenance of the nine-foot channel on the Mississippi River. The Upper Mississippi River Basin Commission recognized that channel maintenance practices have an environmental and commercial impact on each state as well as the region. It established a Dredge Spoil Practices Study Committee to investigate alternatives for short, mid-term and long-range disposal. Shortly after the Committee was estab-

lished, the Army Corps of Engineers received funding for its Upper Mississippi River Resource Management Study for maintenance of the nine-foot navigation channel. Since the Committee's work and the Corps' study had similar goals, the Commission gave the Committee the role of participation in the Corps' study. The Committee, composed of members from 5 state and 5 federal agencies, will serve as a clearing house for review of the study.

The Upper Mississippi River Basin Commission is participating in the 1975 National Water Assessment which should update the earlier framework study and contribute to development of the comprehensive, coordinated joint plan (CCJP). A large share of future budgets will be devoted to CCJP activities. The CCJP committee has just finished working on redefinition, strategy, policy, procedures, and criteria for development and approval of the plan. More specifically, the Commission adopted definition of the CCJP as follows: "The Comprehensive Coordinated Joint Plan (CCJP) is a specific document composed of elements approved and adopted by the Upper Mississippi River Basin Commission, identifying those water and related structural and nonstructural projects, programs and other measures designed to enhance the economic, environmental and social conditions of the area, and will include the Level A Study (Framework Study) and revi-

sions through the National Assessments; Level B Studies and revisions to reflect changed conditions; and the results of appropriate Commission, Federal, State, regional, interstate, local and non-governmental planning studies. The CCJP will be developed through a continuous, dynamic procedure, may be prepared in stages and will be kept current."

Finally, the Commission has also approved the Main Stem of the Upper Mississippi River, Chicago Metropolitan Area, Rock River, and Wisconsin-La Crosse Rivers as potential areas for Level B studies.

Finances. The Commission's operating expenses are shared by the five original participating states and the federal government. Each state pays an equal assessment. The expenses for the regional office in Fargo are paid by the states of Minnesota and North Dakota and do not increase Wisconsin's assessment for Commission activities. Details are shown in Table 2.

In addition to the actual money in the Commission's budget, a fair amount of time and effort is spent by each state and by the federal government which does not show up on the Commission's budget report. Wisconsin has participated in every committee activity of the Commission, as well as in the preparation of the Upper Mississippi River Comprehensive Basin Study.

BENEFIT FOR WISCONSIN

FINANCIAL AID UNDER TITLE III

The grant program provided by Public Law 89-80 has been invaluable in developing the water resources planning program in Wisconsin. Monies received under Title III have improved

Department of Natural Resources staff capability to deal with comprehensive planning problems, have greatly aided development of a comprehensive water data network throughout the state and enhanced coordination between state government and the river basin commissions.

Several DNR publications were supported by these grants. Among them are the *Rock River Basin Water Resources Plan* (1971), *A Basic Guide to Water Rights in Wisconsin* (1971), *Small Area Population Projections for Wisconsin* (1972), and *Visions of Tomorrow, A Comprehensive Plan for*

the Management of Wisconsin's Water Resources (1973). Other publications are underway.

Total funding received by Wisconsin through the Water Resources Planning Act, FY 1967-75, is \$556,000. Yearly totals are displayed in Table 3. Wisconsin ranks 16 of 53 in the total amount of funds allocated to 50 states, Washington D.C., Puerto Rico, and Virgin Islands during the 1967-73 time period.

FRAMEWORK STUDIES

To date, the framework studies completed for both the Upper Mississippi River basin (1972) and the Great Lakes basin (presently being published in final form) have most benefited Wisconsin. Both were developed during approximately the same time period and in a similar manner. Taken together, these studies not only cover the entire state, but also address the broader concerns of interstate water management of the waters of the Great Lakes and the Mississippi River. These plans provide a tremendous amount of basic data as well as projections which Wisconsin is employing in its water resources planning. Recommendations made in the framework plans are helpful in Wisconsin planning, but the state is not bound to implement recommendations it opposes or cannot afford. The framework studies will be updated through the National Assessments.

UPPER MISSISSIPPI RIVER RESOURCE MANAGEMENT STUDY

Helpful recommendations are also expected from the three-year Upper Mississippi River Resource Management Study which is now underway. The state is an active member of the UMRBC Dredge Spoil Practices Committee and is providing manpower and information for the Resource Management Study. It is anticipated that the study will recommend an acceptable solution to the question of spoil disposal which has troubled the state of Wisconsin.

TRANSPORTATION COMPENDIUM

The Upper Mississippi River Basin Commission's Transportation Compendium, published in May 1975, is just

TABLE 2. Operating budget of the Upper Mississippi River Basin Commission (Minneapolis Office only)

Fiscal Year	Operating Budget provided by State/Federal Funding	Wisconsin Portion		
		Assessed	Paid	Balance
1972-73	\$130,000	\$ 0	\$ 0	0
1973-74	300,000	30,000	30,000	0
1974-75	300,000	30,000	30,000	0
1975-76	300,000 (projected)			

TABLE 3. Grants to Wisconsin under Title III of P. L. 89-80, FY 1967-75.

Year	Amount
1967	\$ 43,000
1968	47,200
1969	48,000
1970	48,000
1971	80,000
1972	70,800
1973	58,200
1974	58,200
1975	102,600

the first step toward Commission basin-wide transportation planning. The Compendium will be useful as a tool for addressing transportation issues in our state and as related to the region as a whole.

COMPREHENSIVE RIVER BASIN PLANS (LEVEL B)

Probably most beneficial to Wisconsin will be the intensive Level B studies that have been approved for various basins in the state. The Level B comprehensive planning program for the Fox-Wolf River basin has been approved by the Great Lakes Basin Commission and the U.S. Water Resources Council.

Wisconsin will take a leadership role in this study if it is funded. Particular emphasis is to be placed on multi-disciplinary and complex problems of

municipal and industrial wastewater dischargers, flood damages, stream bank erosion and sedimentation, recreational development, fish and wildlife management and agricultural land use and management. A thorough analysis will be made of the relationships of the present and future uses of land and water in the Fox-Wolf watershed and of the impacts of these uses on Green Bay. Multipurpose proposals which focus on middle-term needs (15-25 years) will be evaluated for their effects on the total needs, as well as their effects on the resources and on the environment.

Several other Level B studies have been approved by the Upper Mississippi River Basin Commission. They include the Wisconsin-La Crosse Rivers basin, the Rock River basin, and the Main Stem of the Upper Mississippi River.

CONCLUSION AND RECOMMENDATIONS

River basin commissions have considerable potential for putting water resource decisions on a rational, comprehensive, coordinated basis, and they are working toward this goal. Many problems have been of the type one expects in new organizations — difficulties in defining scope and content of responsibilities and finding the most effective and efficient way to operate. Also certain preliminary activities must be finished before any results appear. Time cures these problems.

In the case of both the Great Lakes and the Upper Mississippi River Basin Commissions, this period of adjustment should be reaching an end. Still a number of changes are needed to make the commissions into the kind of planning organizations they were meant to be.

The most serious and basic criticism of the commissions is that their planning activities have had only a marginal impact on federal and state water resource operation. This is due in part to the recent establishment of the commissions and their early concentration on broad projects such as framework studies. Delays in starting studies and then in completing them is another factor. Some of the delay was unavoidable and will result in more effective and faster studies for the future. Changes in the law and public attitudes mandated multi-objective planning and environmental impact statements. Other changes require more public input and shorter study periods for Level B studies. These changes have caused temporary delays, but are no longer a problem. Other delays have been caused by organizational and funding problems. Changes in these arrangements are recommended. They will have payoffs beyond mere expediting of study schedules.

A third reason for the minimal impact of commission planning activities is that their studies often become out-of-date shortly after completion. Speeding up study schedules should help solve the problem. Studies should also be designed to make updating easier.

A fourth and crucial reason for lack

of impact is the lack of support for commission plans and recommendations. Since by law commissions have no authority to implement their plans, public, governmental, and private support is absolutely essential. Consensus planning and participation by all affected parties is supposed to compensate for this lack of authority. Although commission members may reach consensus, their agreement does not wipe out long-standing conflicts and rivalries back at the home agency or state or between agencies and states.

The other generator of support, full participation, is also very much an ideal. States, which *are* represented on the commissions, often find it difficult to involve themselves as fully as they would like due to limited funding. Counties, cities, villages and towns, business enterprises and the public, either through organizations or as individuals, may not even be aware of commission river basin planning. Also plans have emphasized data collection as opposed to plan formulation. This makes it difficult for governments and the public — who may not have technical experience or training — to participate in planning at an early enough stage to be influential. However, new guidelines for Level B planning require public participation, and public advisory groups are being formed to review various stages of the 1975 Water Assessment as well.

Taking all the previous points into consideration, the following recommendations are suggested. They require action primarily on the part of the river basin commissions and the Water Resources Council.

1. Better procedures should be developed to actively recruit non-commission members (i.e., regional and local governments, private enterprise, concerned citizen and special interest groups, and individuals) to participate in planning with the goal of making the plans more acceptable and likely to be implemented.

- a. The river basin commissions should give advance notification of proposed or newly initiated studies prior to starting work.

- b. Very early in a study a conceptual plan should be developed to give the interested public a meaningful document to respond to.

- c. Citizen advisory groups should be formed early in the study. Expense money may need to be provided for citizens to permit their participation.

- d. A citizen member and representatives of county and regional planning organizations should be added to the coordinating committee for each study.

- e. The states should assist citizen input by acting as clearing houses for county, municipal and regional viewpoints on proposed plans and projects.

- f. Where appropriate, the river basin commissions, with state concurrence, may contract with local planning agencies for input to the planning process.

2. The states must have more funding under Title III of the Water Resources Act to enable them to fully participate in studies that affect them.

- a. Title III should be extended indefinitely after its expiration date of July, 1976.

- b. The appropriations under Title III should be increased to keep up with inflation and to allow expansion of the states' participation in water and related land resources.

- c. The states should show their support for water resources planning by budgeting equivalently increased matching funds for cooperation with the river basin commissions and development of policy analysis for that state's water plan.

3. Studies should be designed in a format which makes them easier to update, eliminates collection of unnecessary data, makes data available in a format useful to various governmental planning needs, and facilitates early and meaningful participation by the public.

- a. Data should be standardized in a format useful to states and other planning entities. This would facilitate updating as well as adoption of

data by states for their water plans.
b. Guidelines for organizing and pursuing studies and criteria for evaluating planning should be developed.

4. River basin commissions should exercise their authority to better manage all special studies such as Level B planning studies. Better management will facilitate participation by state and local governments, prevent specialized and biased interests from dominating a study, and improve adherence to

the plan of study and time schedule.

a. The study manager should be from the state whose water and related land resources are being studied.

b. All federal funds appropriated for specific special studies should be allocated directly to the river basin commission rather than some funds being allocated separately to federal agencies.

c. The river basin commission, in consultation with the state study manager, should then contract with

states and with federal agencies to carry out the work elements under the plan of study.

If all these recommendations are implemented, states will find it much easier to use commission data and plans to develop their own water and related land resource policies and plans. Citizen support should also increase. The goal of wiser and more efficient management of water and related resources will then be closer to realization to the greater benefit of us all.

SUMMARY

This report has described the Water Resources Council and the Great Lakes and Upper Mississippi River Basin Commissions. It has enumerated their duties and accomplishments with

special emphasis on Wisconsin's contributions to the commissions and the value of the commissions' work to the state. The conclusion lists several recommendations for making river basin

commissions more effective in managing water and related land resources.

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