Supreme Court of the United States

OCTOBER TERM, 1966

STATES OF WISCONSIN, MINNESOTA, OHIO AND PENNSYLVANIA,

Complainants,

VS

STATE OF ILLINOIS and the METRO-POLITAN SANITARY DISTRICT OF GREATER CHICAGO,

Defendants,

UNITED STATES OF AMERICA,

Intervenor.

STATE OF MICHIGAN,

Complainant,

STATE OF ILLINOIS and the METRO-POLITAN SANITARY DISTRICT OF GREATER CHICAGO,

Defendants.

UNITED STATES OF AMERICA,

Intervenor.

STATE OF NEW YORK,

Complainant,

STATE OF ILLINOIS and the METRO-POLITAN SANITARY DISTRICT OF GREATER CHICAGO,

Defendants.

UNITED STATES OF AMERICA.

Intervenor.

No. 3 Original

No. 2 Original

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No. I Original

REPLY OF THE STATE OF ILLINOIS TO RESPONSES TO MOTION FOR LEAVE TO FILE PETITION AND PETITION FOR MODIFICATION OF DECREE

WILLIAM J. SCOTT,

Attorney General of the State of Illinois.

HERBERT LEE CAPLAN,

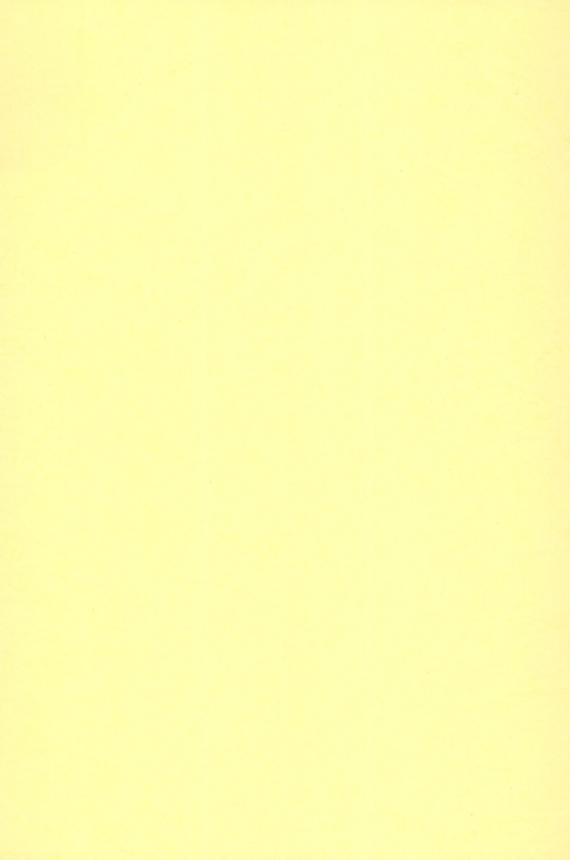
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Supreme Court of the United States

OCTOBER TERM, 1966

STATES OF WISCONSIN, MINNESOTA, OHIO AND PENNSYLVANIA,				
Complainants,				
vs				
STATE OF ILLINOIS and the METRO- POLITAN SANITARY DISTRICT OF GREATER CHICAGO,	No. 1 Original			
Defendants,				
UNITED STATES OF AMERICA,				
Intervenor.				
STATE OF MICHIGAN,				
Complainant,				
STATE OF ILLINOIS and the METRO- POLITAN SANITARY DISTRICT OF GREATER CHICAGO,	No. 2 Original			
Defendants,				
UNITED STATES OF AMERICA,				
Intervenor.	J			
STATE OF NEW YORK, Complainant, vs				
STATE OF ILLINOIS and the METRO- POLITAN SANITARY DISTRICT OF GREATER CHICAGO,	No. 3 Original			
Defendants,				
UNITED STATES OF AMERICA,				
Intervenor.	J			

REPLY OF THE STATE OF ILLINOIS TO RESPONSES
TO MOTION FOR LEAVE TO FILE PETITION AND
PETITION FOR MODIFICATION OF DECREE

REPLY TO RESPONSES TO ILLINOIS' MOTION FOR LEAVE TO FILE PETITION AND PETITION FOR MODIFICATION OF DECREE.

The State of Illinois, by William J. Scott, its Attorney General, at the direction of this Court replies to the Responses and letters submitted regarding Illinois' Motion for Leave to File Petition and Petition for Modification of Decree as follows:

I. INTRODUCTION

On August 4, 1978, the State of Illinois filed a Motion for Leave to File Petition and Petition for Modification of Decree in this cause, seeking to change the accounting procedure that this Court required in its 1967 Decree herein. Wisconsin v. Illinois, 388 U.S. 426, for measuring the amount of Lake Michigan water used by the State of Illinois. Illinois does not request any overall increase in the amount of Lake water apportioned to it in the 1967 Decree. Briefly stated. Illinois' proposal would replace the present accounting system based on estimates and calculations with a system combining accurate lakefront measurements and use of a certain historic storm water run-off factor. This limited modification will permit Illinois to make more efficient use of the same amount of water apportioned to it by the 1967 Decree and will postpone—perhaps indefinitely—the day when Illinois might be forced to apply to this Court for more Lake water to meet the essential domestic needs of its people.

Every party herein has filed a Response or sent a letter to the Clerk of this Court stating its position on the accounting change sought by Illinois.* No party has objected

All of the parties agree that Illinois has properly invoked the Court's jurisdiction; no objection has been raised to the Motion for Leave to File Petition.

to the merits of the modifications that Illinois proposes for measuring its Lake water. It is undisputed by the parties that the new accounting system is far more accurate and reliable than the old, and that it will result in more rational water management and more efficient water use.

While no party objects to the substance of Illinois' request, the State of Wisconsin has raised other matters as objections, and the United States and the State of New York have suggested conditions to their approval of the new accounting system. The examination of these objections and qualifications herein below will reveal that some are immaterial to the relief sought by Illinois and the remainder fail to raise substantial and genuine issues of fact that the Court need decide.

The additional reporting requirement suggested by the United States is impractical and would not provide the kind of information for which it was intended. New York requests reports on matters which are unrelated to the ac-

The State of Pennsylvania filed a Stipulation agreeing to the entry of Illinois' Proposed Decree. The State of Ohio submitted a letter dated Nov. 29, 1978, stating that it did not oppose Illinois' Motion for Leave to File Petition or the entry of Illinois' Amended Proposed Decree. The State of Minnesota submitted a paper dated Nov. 27, 1978, suggesting that the Court grant Illinois' Motion for Leave to File Petition and defer consideration of the Petition itself for several months. The Responses filed by the States of New York and Wisconsin and the United States did not challenge the propriety of the proposed accounting change but interjected other objections, which are discussed below. The State of Indiana is not a party in this cause: as a sister Great Lakes State it was served with the papers filed herein as a courtesy.

counting system change that is the subject of Illinois' Petition.

Wisconsin wants the Court to judge Illinois' request for a housekeeping change by the standards that should be applied only when and if Illinois asks for more Lake Michigan water. Wisconsin also questions Illinois' methods for dealing with certain hypothetical diversion flows (minor in significance and non-existent in fact), but offers no factual support or justification for its objections.

None of these objections raises any material or substantial issue of fact. In the absence of a substantial and genuine factual issue Wisconsin's extraordinary request for appointment of a Special Master to conduct time consuming and costly hearings should be denied. On the basis of the papers before the Court the Objections of the State of Wisconsin should be overruled and the further amendments to the Amended Proposed Decree suggested by the United States and by the State of New York should be rejected.

II. RESPONSE OF THE UNITED STATES

The Memorandum for the United States asserts that the Federal Government does not oppose the entry of Illinois' Amended Proposed Decree, subject to an additional annual reporting requirement. This additional report would be of little use to the parties.

Paragraph 4 of the Amended Proposed Decree already requires Illinois to submit a report on the workings of the new accounting system within five years. In addition, the Army Corps of Engineers, as supervisor and director of the diversion, requires Illinois to submit an annual Hydraulic Report of diversion measurements and calculations.

Whatever other information Illinois could compile in an additional annual report over the first four years would

not demonstrate the ultimate workings of the new system. The new accounting procedure would be put into effect as soon as the Court entered the Amended Proposed Decree. At the same time Illinois will also begin to modify and recalibrate its lakefront structures, as described in its Technical Appendix to Petition for Modification of Decree at 49-56, to improve the accuracy of measurements made. These improvements may take several years to complete. The measurements made in the interim, though far more reliable than those taken using the current procedure, would not immediately be representative of the performance of the completed system. Within five years, however, Illinois could complete its improvements and compile representative data to submit to the other parties. In the intervening years the reports proposed would needlessly duplicate the annual reports that are routinely submitted to the United States through its Army Corps of Engineers.*

^{*}Should the Court nonetheless determine that the additional annual reporting requirement proposed by the United States is necessary, Illinois suggests that the language in the Memorandum of the United States be inserted as the first sentence in Paragraph 4 of the Amended Proposed Decree, and that Paragraph 4, so revised, state as follows:

[&]quot;4. For the 4 years following the entry of this decree the State of Illinois shall submit an annual progress report on its experience under the new accounting system to each of the parties hereto. Within 5 years of the entry of this decree, the State of Illinois shall thoroughly review the effect and results of the modifications adopted herein to the diversion accounting procedure and communicate the results of its review in writing to each of the parties."

III. RESPONSE OF THE STATE OF WISCONSIN

A. Wisconsin's First and Fifth Objections.

Wisconsin raises seven different points in its Response, two of which are wholly immaterial to the relief sought by Illinois. Wisconsin objects, first, that Illinois must reduce its non-domestic water needs by constructing pollution abatement facilities and, fifthly, that Illinois must demonstrate to the parties its efforts to control water waste and leakage before the accounting system should be modified.

Wisconsin asks that the Court in considering this accounting change apply standards and conditions which can rightly be applied only when and if Illinois asks for an overall increase in its apportioned amount of Lake water. The 1967 Decree allowed Illinois to continue the Lake Michigan diversion at its then existing level—3200 cfs—without any conditions on the State's right to that water. The Court then imposed the following *prospective* condition in Paragraph 4 of the Decree:

"The State of Illinois may make application for a modification of this decree so as to permit the diversion of additional water from Lake Michigan for domestic use when and if it appears that the reasonable needs of the Northeastern Illinois Metropolitan Region . . . for water for such use cannot be met from the water resources available to the region . . . and if it further appears that all feasible means reasonably available to the State of Illinois . . . have been employed to improve the water quality in the Sanitary and Ship Canal and to conserve and manage the water resources of the region and the use of water therein in accordance with the best modern scientific knowledge and engineering practice." (emphasis added).

When and if Illinois requests an increase in its Lake Michigan diversion, it must make the showing required by Para-

graph 4 of the 1967 Decree. Until Illinois makes such a request, the prospective conditions of the 1967 Decree cannot come into play. But the State of Wisconsin is asking, in essence, that these conditions be prematurely imposed.

Its first objection suggests that Illinois' requested accounting change be conditioned on construction of pollution control and sewage treatment facilities to reduce the need for dilution and makeup water.* This objection restates one of the prospective conditions in the 1967 Decree—that Illinois employ "all feasible means reasonably available... to improve water quality." Wisconsin's fifth objection regarding water waste and leakage attempts to trigger the other condition that applies only to a request for more water: the condition that "all feasible means reasonably available" to Illinois must be employed "to conserve and manage the water resources of the region."

The Petition for Modification of Decree pending before this Court does not seek any long term change in the level

^{*} The State of Illinois is in fact reducing its need for dilution and makeup water as a result of the pollution abatement program now under construction by the Metropolitan Sanitary District of Greater Chicago. The tremendous reduction that will occur over the next few years is shown in the Technical Appendix to Petition at 35. The concept and technology of the Tunnel and Reservoir Plan, a major component of this pollution abatement program, has also been recommended by the City of Milwaukee's consultants as the most cost effective method of eliminating Milwaukee's raw sewage overflows into Lake Michigan. A Federal District Court judge has recently ordered Milwaukee to construct such a sewage collection and conveyance system. State of Illinois v. City of Milwaukee, No. 72 C 1253 (N.D. Ill., Nov. 15, 1977), appeal docketed, No. 77-2246. 7 Cir., Dec. 19, 1977.

of Illinois' diversion. Illinois wants to substitute a fixed historic long term average run-off constant for the annual guesswork used in the current system. In any one year the fixed figure will be greater or less than the annual educated guess; thus in any one year the total diversion measured by the proposed system will differ from the diversion calculated by the current system. But over a period of years Illinois will divert the same amount of Lake Michigan water under the proposed system as it does under the current system.

Wisconsin is using Illinois' request for an accounting change as a Trojan horse to reopen the larger issues of the amount of Lake water Illinois may use and the conditions that should attach to its use. These issues were vigorously litigated by all the parties in the 1960's before Special Master Maris. Those proceedings spanned a period of ten years. The hearings themselves consumed four years and over 30,000 pages of transcript. 158 witnesses testified and approximately 1,300 exhibits were received into evidence. Report of Special Master at 19, Wisconsin v. Illinois, 388 U.S. 426 (1967). That proceeding culminated in the Court's 1967 Decree fixing the diversion at 3200 cfs.

Wisconsin is asking that the time consuming, costly, and exhaustive proceedings before Special Master Maris be reenacted. None of the arguments of law or fact raised by Wisconsin justify such a burden on the other parties.

The limited relief sought by Illinois will leave the Court's 1967 resolution of the larger issues of the diversion undisturbed. The accounting change will not change the overall amount of the diversion, lower the level of the Great Lakes, or harm any interest of the State of Wisconsin* or any other

^{*}The accounting change will in fact benefit Wisconsin. Both northern Illinois and southern Wisconsin are now

party. Accordingly, Wisconsin's attempt to test the Petition for Modification against the prospective conditions in the 1967 Decree is unwarranted and premature.

B. Wisconsin's Second Objection

Wisconsin's second objection reflects a misunderstanding of the accounting procedure set forth in the 1967 Decree. The 1967 Decree does not require Illinois to account for its pumpage of ground and surface waters originating outside Lake Michigan watershed; the Decree regulates only Illinois' use of waters originating within the watershed. Any waters originating outside the watershed that ultimately reach Lockport are counted as a credit for Illinois and are not part of the total diversion. 1967 Decree, Paragraph 2(b). Wisconsin's second objection proposes, in other words, that Illinois account for water that is not part of the Lake Michigan diversion and that is not accounted for under the 1967 Decree. This objection should, therefore, be overruled as immaterial.

C. Wisconsin's Third and Fourth Objections.

Wisconsin's third and fourth objections claim that Illinois' Amended Proposed Decree omits flows that Illinois must account for under the present system: groundwater supplied by infiltration from Lake Michigan, and Lake Michigan water diverted at the Indiana Harbor Canal.

overpumping the deep sandstone aquifer that we share. The accounting change will permit Illinois to use more of its Lake diversion water for drinking water. Illinois will be able to allocate Lake water to towns whose sole supply has been from deep wells and thereby reduce pumpage of the aquifer.

The provision in Paragraph 2(a) of the 1967 Decree regarding groundwater supplied by infiltration was omitted from the proposed decree because such infiltration does not occur. All available data on the hydraulic gradient in both the shallow and the deep lake sediments in Lake Michigan demonstrate that groundwater discharges into the Lake; the lakewater does not infiltrate into the ground. This hydraulic gradient will remain the same in the future because there is very little current or projected pumpage of the Lakeside aquifers. This infiltration has, therefore, consistently been calculated as zero for diversion accounting purposes.

If this provision were retained in the Modified Decree, Illinois would simply continue to account for this diversion flow as zero. Since this provision is superfluous and factually meaningless, it should be deleted from the accounting system.

The other omission raised by Wisconsin concerns Lake Michigan water that may flow into the Indiana Harbor Canal in East Chicago, Indiana, and thence into the Grand Calumet River and the Sanitary and Ship Canal. This potential diversion factor is not mentioned in the 1967 Decree. However, since the current accounting system measures all flows reaching Lockport, any Lake Michigan water that might reach Illinois through Indiana is automatically accounted for.

The available data, however, indicate that the Grand Calumet flows reaching Illinois are not Lake Michigan water but sewage treatment plant effluent, industrial discharges, and storm run-off from neighboring northwest Indiana. Indiana sewage treatment plant effluent and industrial discharges are specifically excluded from Illinois' Lake Michigan diversion in Paragraph 2(d) of the 1967

Decree, and these flows are deducted out of the diversion calculation under the present accounting system. The storm run-off reaching the Grand Calumet River in Indiana has historically been included in computations of total run-off in the diversion watershed. Thus the 550 cfs long term average run-off figure proposed by Illinois includes Indiana run-off from the Grand Calumet watershed.

Since the Lake Michgan water referred to in Wisconsin's fourth objection does not flow into the Grand Calumet and does not reach the State of Illinois, it would be superfluous and factually meaningless to include these non-existent flows in the accounting system.

D. Wisconsin's Sixth and Seventh Objections.

Finally, Wisconsin's sixth and seventh objections question details of the accounting mechanism proposed by Illinois. Wisconsin maintains that 550 cfs is too low a long term run-off figure, and that the adjustment and flexibility provisions in Paragraph 3 of the 1967 Decree should be stricken from the new accounting system.

Run-off in an area as large and as hydrologically complex as the diversion watershed cannot be precisely measured. In its Technical Appendix to Petition for Modification of Decree at 29-30, Illinois presented to the Court and the other parties every reasonably reliable estimate and calculation of storm run-off in the diversion watershed. These figures range from 404 to 572.5 cfs. 550 cfs is the mean of these figures and, in the expert and informed opinion of Illinois engineers and hydrologists, 550 cfs is an accurate and representative choice from the range of figures presented.

Wisconsin apparently objects that Illinois chose the mean rather than the highest of the run-off figures. This objection does not raise a substantial or genuine factual issue. There is no basis for arguing that the highest estimate is more reliable than any other. These run-off figures are all based on combinations of estimate, calculation, and measurement. Because no one of these figures can be guaranteed as absolutely accurate, run-off can best be understood by looking at the range of reliable indicators. However, one figure must be selected for the purpose of the new accounting system. The best representation of this range is not the highest figure but the mean.

Wisconsin's seventh and last objection contends that the flexibility provisions in Paragraph 3 of the 1967 Decree would be unnecessary under the proposed accounting system. This argument is based on the erroneous assumption that run-off is the only variable component of the diversion. Domestic water use, the largest single component of the diversion, can and does vary from year to year. The provisions allowing 5-year averaging and use of 110% in any one year have been retained in Paragraph 3 of the proposed decree so that Illinois can handle unusual variations in domestic pumpage without having to invoke again the jurisdiction of this Court.

E. Summary.

None of Wisconsin's objections present substantial or material questions of fact that warrant the Court's further consideration. Wisconsin prays for hearings before a Special Master so that it can delve into matters that are either immaterial to the limited relief sought by Illinois or too insignificant to merit the Court's attention.

Specifically, Illinois replies to the Response of the State of Wisconsin as follows:

1. Wisconsin's first, second and fifth objections go far beyond the limited accounting modification sought by Illinois. Illinois prays that this Court overrule Wisconsin's first, second, and fifth objections as immaterial.

- 2. Wisconsin's third and fourth objections ask Illinois to account for flows that do not exist and, therefore, these objections should be overruled.*
- 3. Wisconsin's sixth objection, to the long term average run-off value proposed by Illinois, is refuted in Illinois' Technical Appendix filed herein.**
- 4. Wisconsin's seventh objection, to the flexibility provisions in Paragraph 3 of the proposed decree, is without foundation and should be overruled.
 - IV. Response Of The State Of New York.

In Paragraph 1 of its Response New York states that it "has no objection to the Petition and to the Amended Proposed Decree insofar as they concern themselves with the modification of the existing accounting system..." Modification of the existing accounting system is, indeed, the sum total of the relief requested by Illinois in its Petition and Amended Proposed Decree. The remainder of New York's argument, which asks the Court to impose a water

^{*} Should the Court determine that the third and fourth objections present substantive issues of fact, Illinois prays that a Special Master be appointed and directed to make findings on the limited issue whether Wisconsin's third and fourth objections should be sustained.

^{**} Illinois respectfully suggests that the appropriate time to review the selected run-off constant is at the end of the five-year initiation period. If at that time this issue is in dispute, a Special Master could be appointed and directed to make findings limited to the determination of an appropriate historic long term run-off value for accounting purposes.

conservation reporting requirement on the State of Illinois, is immaterial to the modification sought.

New York does not dispute that the proposed modification will leave the long term level of the diversion unchanged. Like Wisconsin, New York is using the proceedings on the Petition for Modification as an opportunity to impose new conditions on the use of water to which Illinois is entitled under the 1967 Decree. Since Illinois does not request more water, there is no legal or equitable basis for examining Illinois' water conservation practices in this proceeding.

Moreover, Illinois has expressed its willingness to make the kinds of information requested available to New York outside the confines of the Court's Decree. Illinois routinely receives requests for information on its water management practices, because its allocation and regulation of Lake Michigan water, described briefly in the Technical Appendix to Petition for Modification at 20-27, are already considered models of water management and conservation for the rest of the country. Illinois was compelled to reconsider its original oral offer to make the preparation of water conservation reports a State regulatory requirement, however, Illinois has committed itself to make the information sought by New York available on an informal basis, in letters dated December 22, 1978, attached hereto as Exhibits A and B. New York acknowledges that such an informal system has worked to its satisfaction over the last year. These exchanges of information should be left to the continued cooperation of the Sister States.

In summary, water conservation information is not material to the limited issues presented by the Petition for Modification. New York has no objection to that which

is material: the accounting change. Illinois should not be burdened with additional requirements and conditions on its use of Lake Michigan water that range far beyond the mechanical change it requests in this proceeding.

CONCLUSION

Illinois petitions this Court for a very limited modification of the 1967 Decree regulating its use of Lake Michigan water. Using the modified accounting system Illinois can conserve and manage its Lake water more effectively and allocate more of that water to satisfy the drinking water needs of its people.

The proceedings on this Petition should be confined to a consideration of the limited relief that Illinois requests. Every party has responded to the Petition and none has objected to the new accounting system that Illinois proposes. No party contends that Illinois requests an increase in its apportionment of Lake Michigan water. Consequently, none of the issues relating to such an increase may properly be raised in this proceeding.

There is no cause to hold lengthy and costly hearings on this Petition. Several of the objections and qualifications raised by the parties are immaterial to the issue whether the accounting change should be allowed. The remainder of the objections fail to raise substantial or genuine issues of fact. The objections of the parties should, therefore, be overruled and Illinois' Amended Proposed Decree adopted by the Court.

Respectfully submitted,

WILLIAM J. SCOTT,
Attorney General of the State of Illinois.
HERBERT L. CAPLAN,
First Assistant Attorney General.

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First Assistant Attorney General, 160 North LaSalle Street, Suite 900, Chicago, Illinois 60601 (312) 793-3813,

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Of Counsel.

EXHIBIT A

ILLINOIS DEPARTMENT OF TRANSPORTATION

Division of Water Resources Marina City Office Building/Room 1010 300 North State/Chicago, Illinois/60610 December 22, 1978

Honorable Louis J. Lefkowitz Attorney General of the State of New York Department of Law 2 World Trade Center Room 4772 New York, New York 10047

Attention: Cyril H. Moore, Jr.

Assistant Attorney General

Dear Attorney General Lefkowitz:

The Illinois Department of Transportation understands that the New York Attorney General has expressed an interest in learning of Illinois' future progress in management and conservation of Lake Michigan water. IDOT shall continue, as it has over the past year, to honor requests from the New York Attorney General for such technical information relating to the Lake Michigan Allocation as is available to IDOT.

We understand that the New York Attorney General has at this time specifically requested information on Illinois' progress in water conservation, including water use by sub-region and sector, measures and programs put into effect, and amounts of water saved, recycled, or recharged thereby, insofar as these amounts can be reasonably measured or estimated.

Each recipient of a Lake Michigan water allocation is currently required, as a condition of its allocation, to submit to IDOT an annual report detailing water use by sector. IDOT is preparing its own annual progress report on the Lake Michigan Allocation describing water management and conservation measures taken. Such reports as are submitted to or generated by IDOT for the years 1978 through 1982 shall be made available to the New York Attorney General.

Sincerely,

Frank Kudrna Director

cc: Attorney General of the State of Illinois

EXHIBIT B

WILLIAM J. SCOTT

Attorney General State of Illinois 160 North La Salle Street Chicago 60601

December 22, 1978

The Hon. Louis J. Lefkowitz Attorney General of the State of New York Department of Justice Two World Trade Center, Room 4772 New York, New York 10047

Attn: Cyril H. Moore,
Assistant Attorney General

Dear Attorney General Lefkowitz:

This is to assure you that the Office of the Illinois Attorney General will continue to use its best efforts, as we have done since we first presented the proposed modification to the Lake Michigan Diversion Decree, to obtain for you and the other interested Great Lake States such technical information which you may request that is available to the State of Illinois relating to Illinois' diversion and allocation of Lake Michigan water.

Very truly yours,

WILLIAM J. SCOTT Attorney General State of Illinois

BY: ----

ANNE K. MARKEY Assistant Attorney General Environmental Control Div. 188 West Randolph, Suite 2315 Chicago, Illinois 60601 (312) 793-2491

cc: Herbert Caplan
First Assistant Attorney General



