103D CONGRESS 2D SESSION

H. R. 4668

To make improvements in the protection of coastal waters, to enhance implementation of the Marine Plastic Pollution Research and Control Act of 1987, and for other purposes.

IN THE HOUSE OF REPRESENTATIVES

June 28, 1994

Mr. Hughes (for himself and Mr. Pallone) introduced the following bill; which was referred to the Committee on Merchant Marine and Fisheries

A BILL

To make improvements in the protection of coastal waters, to enhance implementation of the Marine Plastic Pollution Research and Control Act of 1987, and for other purposes.

- 1 Be it enacted by the Senate and House of Representa-
- 2 tives of the United States of America in Congress assembled,
- 3 SECTION 1. SHORT TITLE.
- 4 This Act may be cited as the "Marine Plastic Pollu-
- 5 tion Research and Control Act of 1994".
- 6 SEC. 2. POLLUTION FROM SHIPS.
- 7 (a) Definition of Operator.—

1	(1) IN GENERAL.—Subparagraph (B) of section
2	2(a)(5) of the Act to Prevent Pollution from Ships
3	(33 U.S.C. 1901(a)(5)(b)) is amended by striking ",
4	except the owner" and all that follows through the
5	end of the subparagraph and inserting the following:
6	"who by law, lease, contract, or other arrangement,
7	provides a berth at a port or terminal or other moor-
8	ing arrangement for the ship to transfer cargo to or
9	from shore;".
10	(2) TECHNICAL AMENDMENTS.—Section 6 of
11	such Act (33 U.S.C. 1905) is amended—
12	(A) in subsection (a)—
13	(i) in paragraph (1), by striking "a
14	person in charge" and inserting "an opera-
15	tor"; and
16	(ii) in the second sentence of para-
17	graph (2), by striking "Persons in charge"
18	and inserting "Operators"; and
19	(B) in subsection $(c)(2)$, by striking "per-
20	son in charge" and inserting "operator".
21	(b) Prevention of Pollution From Ships.—
22	(1) IN GENERAL.—Section 6 of such Act (33
23	U.S.C. 1905) is amended—
24	(A) in subsection (c)—
25	(i) in paragraph (2)—

1	(I) by striking "(2) If" and in-
2	serting the following: "(2)(A) Subject
3	to subparagraph (B), if"; and
4	(II) by adding at the end the fol-
5	lowing new subparagraph:
6	"(B) The Secretary may issue a certificate attesting
7	to the adequacy of reception facilities under this para-
8	graph only if, prior to the issuance of the certificate, the
9	Secretary conducts an inspection of the reception facilities
10	of the port or terminal that is the subject of the certifi-
11	cate."; and
12	(ii) in paragraph (3), by striking sub-
13	paragraph (A) and inserting the following
14	new subparagraph:
15	"(A) is valid for the 5-year period beginning on
16	the date of issuance of the certificate, except that
17	if—
18	"(i) the charge for operation of the port or
19	terminal is transferred to a person or entity
20	other than the person or entity that is the oper-
21	ator on the date of issuance of the certificate—
22	"(I) the certificate shall expire on the
23	date that is 30 days after the date of the
24	transfer; and

1	"(II) the new operator shall be re-
2	quired to submit an application for a cer-
3	tificate before a certificate may be issued
4	for the port or terminal; or
5	"(ii) the certificate is suspended or revoked
6	by the Secretary, the certificate shall cease to
7	be valid; and";
8	(B) by striking subsection (d) and insert-
9	ing the following new subsection:
10	``(d)(1) The Secretary shall maintain a list of ports
11	or terminals with respect to which a certificate issued
12	under this section—
13	"(A) is in effect; or
14	"(B) has been revoked or suspended.
15	"(2) The Secretary shall make the list referred to in
16	paragraph (1) available to the general public.";
17	(C) in subsection (e)—
18	(i) in paragraph (1), by striking "Ex-
19	cept in the case" and inserting "Except as
20	provided in paragraph (3) and in the
21	case'';
22	(ii) in paragraph (2), by striking "The
23	Secretary" and inserting "Except as pro-
24	vided in paragraph (3), the Secretary';
25	and

(iii) by adding at the end the follow-1 2 ing new paragraph: "(3)(A) Not later than 18 months after the date of 3 enactment of this paragraph, the Secretary shall, by regu-4 lation, establish a procedure by which the Secretary may assess a civil penalty against the operator of a port or terminal in lieu of denying the entry of a ship to the port or terminal pursuant to paragraph (1) or (2). 8 "(B) The amount of a penalty referred to in subpara-9 graph (A) shall not exceed the maximum amount allowable 10 per day of violation that the Secretary may assess under this Act. 12 "(C) If a port or terminal remains in violation of an 13 applicable requirement of a regulation referred to in para-14 graph (1) or (2) on the date that is 30 days after the date on which the Secretary initially determines that the port or terminal is in violation of an applicable require-17 ment of a regulation, the Secretary shall revoke the certificate of the port or terminal. 19 20 "(D) In addition to carrying out the duties specified in subparagraphs (A) through (C), not later than 18 21 months after the date of enactment of this paragraph, the Secretary shall develop, and issue regulations for, revocation and reinstatement procedures that the Secretary shall

apply in carrying out this paragraph.";

1	(D) in subsection (f)—
2	(i) by inserting "(1)" before "The
3	Secretary"; and
4	(ii) by adding at the end the following
5	new paragraph:
6	"(2)(A) Not later than 18 months after the date of
7	enactment of this paragraph, the Secretary shall promul-
8	gate regulations that require the operator of each port or
9	terminal that is subject to any requirement of the
10	MARPOL Protocol relating to reception facilities to post
11	a placard in a location that can easily be seen by port
12	and terminal users. The placard shall state, at a mini-
13	mum, that a user of a reception facility of the port or
14	terminal should report to the Secretary any inadequacy
15	of the reception facility.
16	"(B) The Secretary shall promulgate regulations to
17	carry out this paragraph, including specifications for the
18	placards referred to in subparagraph (A).
19	"(C) The Secretary shall make available to the gen-
20	eral public any report received by the Secretary under this
21	paragraph.''; and
22	(E) by adding at the end the following new
23	subsection:
24	"(g) The Secretary shall—

- "(1) establish a program to ensure that the owner, operator, or person in charge of each port or terminal that is not required to apply for a certificate under this section makes available a reception facility that meets the requirements for reception facilities under the regulations promulgated under subsection (a)(2); and
 - "(2) not later than 2 years after the date of enactment of this subsection, and every 2 years thereafter, submit a report to Congress on Coast Guard activities regarding the ports and terminals described in paragraph (1)."
 - (2) Refuse record books; waste management plans; notification of crew and passengers.—Section 4(b) of such Act (33 U.S.C. 1903(b)) is amended—
 - (A) in paragraph (2), by inserting before subparagraph (A) the following new subparagraph and redesignating the subsequent subparagraphs accordingly:
 - "(A) not later than 1 year after the date of enactment of the Marine Plastic Pollution Research and Control Act of 1994, issue regulations that require each ship described in section 3(a)(1) of this

1	Act to which the Secretary determines these regula-
2	tions shall apply to—
3	"(i) maintain refuse records (either as part
4	of the log book of the ship or in a separate
5	record book);
6	"(ii) establish shipboard waste manage-
7	ment plans; and
8	"(iii) display a placard and conduct a
9	briefing that notifies the crew and passengers
10	of the ship of the requirements of Annex V of
11	the Convention;"; and
12	(B) by adding at the end the following new
13	paragraph:
14	"(3)(A) The Secretary of Agriculture, acting through
15	the Administrator of the Animal and Plant Health Inspec-
16	tion Service, shall assist the Secretary in carrying out the
17	enforcement of this Act, to the extent that the assistance
18	provided under this subparagraph does not impede the
19	ability of the Secretary of Agriculture, acting through the
20	Administrator of the Animal and Plant Health Inspection
21	Service, to carry out the functions of the Animal and Plant
22	Health Inspection Service.
23	"(B) The Secretary of Agriculture, in coordination
24	with the Secretary, shall review and revise boarding proce-

dures of the Animal and Plant Health Inspection Service to improve the enforcement of this Act. 3 "(C) The review and revision of the boarding procedures referred to in subparagraph (B) shall include— "(i) a revision of any boarding forms used by 5 the Secretary (including adding questions) to provide 6 7 information in sufficient detail to enable the Secretary to adequately enforce this Act; 8 "(ii) the coordination of efforts of inspectors of 9 10 the Animal and Plant Health Inspection Service to 11 facilitate the tracking of ships suspected to be in violation of this Act from port to port; 12 13 "(iii) the coordination of the inspection activities of the Animal and Plant Health Inspection 14 15 Service with the animal and plant inspection activities of the Coast Guard, to ensure that any violation 16 17 of this Act may be easily determined, and that an 18 appropriate penalty is assessed for the violation; and 19 "(iv) methods for using inspectors of the Ani-20 mal and Plant Health Inspection Service to determine compliance with the regulations promulgated 21 22 under section 6(a)(2).". 23 (3) Size and use.—Section 3(a) of such Act (33 U.S.C. 1902(a)) is amended— 24

1	(A) in paragraph (3), by striking "and" at
2	the end;
3	(B) in paragraph (4), by striking the pe-
4	riod at the end and inserting "; and; and
5	(C) by adding at the end the following new
6	paragraph:
7	"(5) with respect to section $4(b)(2)(A)$ —
8	"(A) to—
9	"(i) a manned oceangoing United
10	States ship of 40 feet or more in length
11	that is engaged in commerce and is docu-
12	mented under the laws of the United
13	States or numbered by a State; and
14	"(ii) a manned fixed or floating plat-
15	form subject to the jurisdiction of the
16	United States, or operated under the au-
17	thority of the United States, wherever lo-
18	cated; and
19	"(B) to any other ship of a size and use
20	specified by the Secretary not later than 18
21	months after the date of enactment of this
22	paragraph.''.
23	(4) Penalties for violations.—Section 9 of
24	such Act (33 ILS C. 1908) is amended—

1	(A) by redesignating subsections (c)
2	through (f) as subsections (d) through (g), re-
3	spectively;
4	(B) by inserting after subsection (b) the
5	following new subsection:
6	$\mbox{``(c)(1)}$ If an appropriate official of the Coast Guard
7	determines that a ship does not comply with a requirement
8	established under section 4 relating to the maintenance
9	of refuse records, the posting of a placard, the briefing
10	of a crew and passengers, or the implementation of a
11	waste management plan, the official may issue a citation
12	for the violation that requires a civil penalty, in an amount
13	determined pursuant to this section, to be payable not
14	later than 30 days after the issuance of the citation, unless
15	by such date, the recipient of the citation submits a writ-
16	ten request for a hearing on the assessment of the civil
17	penalty pursuant to the citation.
18	"(2) A citation for a violation that requires a civil
19	penalty may be issued by the appropriate Coast Guard of-
20	ficial if, on the inspection of a ship, an appropriate official
21	of the Coast Guard determines that—
22	"(A) the person in charge of the ship has no re-
23	ceipts documenting—
24	"(i) the disposal of garbage; or

1	"(ii) in any case in which an incinerator is
2	on board the ship, the disposal of plastic resi-
3	due, if any, from the incinerator;
4	"(B) there is no incinerator on board the ship;
5	or
6	"(C) the quantity of plastic waste materials on
7	board the ship is too small with respect to the quan-
8	tity of plastic waste materials estimated to have
9	been generated on board the ship (on the basis of
10	documentation from the last legal disposal of plastic
11	waste materials from the ship).
12	"(3) Not later than 30 days after the issuance of a
13	citation pursuant to paragraph (2), the recipient of the
14	citation shall either—
15	"(A) pay the amount of the civil penalty; or
16	"(B) submit a written request for a hearing on
17	the assessment of the civil penalty.
18	"(4) The Secretary shall consult with the Secretary
19	of Agriculture to ensure that the record in a log book of
20	the disposal of waste materials alone may not, for the pur-
21	poses of this subsection, constitute proof of legal disposal
22	of waste materials."; and
23	(C) in subsection (g), as redesignated by
24	paragraph (1)—

1	(i) by inserting "(1)" before "Not-
2	withstanding";
3	(ii) by striking "or (d)" and inserting
4	"or (e)"; and
5	(iii) by adding at the end the follow-
6	ing new paragraphs:
7	"(2) If the Secretary—
8	"(A) conducts an investigation and refers a
9	matter pursuant to paragraph (1) to the appropriate
10	official of a foreign country that is a party to the
11	MARPOL Protocol relating to a violation or sus-
12	pected violation by an owner, operator, or person in
13	charge of a ship that is registered in the foreign
14	country of a requirement of the MARPOL Protocol;
15	and
16	"(B) the official of the foreign country does not
17	provide a response that the Secretary determines ap-
18	propriate;
19	paragraph (3) shall apply.
20	"(3) If the conditions referred to in subparagraphs
21	(A) and (B) of paragraph (2) are met, the Secretary of
22	the Treasury, on the request of the Secretary, may, with
23	respect to the ship referred to in paragraph (2), refuse
24	or revoke—

"(A) a permit to proceed under section 4367 of 1 2 the Revised Statutes (46 U.S.C. App. 313); or "(B) a permit to depart (as required under sec-3 tion 443 of the Tariff Act of 1930 (19 U.S.C. 5 1443)); whichever is applicable. 6 7 "(4) The Secretary shall, not later than 1 year after the date of enactment of this paragraph, and annually thereafter, publish a list of any referral described in paragraph (1) including, with respect to each referral— 10 "(A) the date of transmittal; and 11 "(B) the date and nature of any response by 12 the appropriate official of the foreign country to 13 whom the referral is sent.". 14 15 SHIP INSPECTIONS; REPORTS TO SEC-RETARY.—Section 8(c) of such Act (33 U.S.C. 16 17 1907(c)) is amended by adding at the end the fol-18 lowing new paragraphs: 19 "(3)(A) The Secretary shall make available to the public a toll-free telephone number for reporting violations 21 of the MARPOL Protocol and this Act. 22 "(B) In carrying out this paragraph, the Secretary 23 may-"(i) enter into a cooperative agreement with the 24 appropriate official of the National Response Center 25

- to use the telephone reporting service of the Center
- 2 to provide for the reporting of the violations referred
- 3 to in subparagraph (A) under the telephone report-
- 4 ing service; or
- 5 "(ii) establish a separate telephone reporting
- 6 system.
- 7 "(C) The Secretary shall report to Congress annually
- 8 on the effectiveness of the toll-free telephone reporting
- 9 system. Each report shall include—
- 10 "(i) the number and types of referral calls re-
- lated to Annex V of the MARPOL Protocol received;
- 12 and
- 13 "(ii) information regarding any investigations
- 14 conducted and enforcement actions taken in re-
- sponse to a call described in clause (i).
- 16 "(4) On receipt of a report from an appropriate offi-
- 17 cial of the Animal and Plant Health Inspection Service
- 18 of the Department of Agriculture of a ship in violation
- 19 of this Act, the Secretary shall take such action as is nec-
- 20 essary to ensure a followup inspection of the ship.".
- 21 (6) Conforming Amendment.—Section
- 22 11(a)(3) of such Act (33 U.S.C. 1910(a)(3)) is
- amended by striking "section 9(e)" and inserting
- 24 "section 9(f)".

1	(c) Marine Plastic Pollution Research and
2	Control.—
3	(1) COMPLIANCE REPORTS.—Section 2201(a) of
4	the Marine Plastic Pollution Research and Control
5	Act of 1987 (Public Law 100-220; 33 U.S.C. 1902
6	note) is amended—
7	(A) by striking "for a period of 6 years";
8	and
9	(B) by inserting before the period at the
10	end the following: "and, not later than 1 year
11	after the date of enactment of the Marine Plas-
12	tic Pollution Research and Control Act of 1994,
13	and annually thereafter, shall publish in the
14	Federal Register a list of the enforcement ac-
15	tions taken against any domestic or foreign ship
16	(including any commercial or recreational ship)
17	pursuant to the Act to Prevent Pollution from
18	Ships (33 U.S.C. 1901 et seq.)".
19	(2) Public outreach program.—Section
20	2204(a) of such Act (Public Law 100–220; 42
21	U.S.C. 6981 note) is amended—
22	(A) in paragraph (1)—
23	(i) in the matter preceding subpara-
24	graph (A), by striking "for a period of at
25	least 3 years,";

1	(ii) in subparagraph (C), by striking
2	"and" at the end;
3	(iii) in subparagraph (D), by striking
4	the period at the end and inserting ";
5	and"; and
6	(iv) by adding at the end the following
7	new subparagraph:
8	"(E) the requirements under this Act and
9	the Act to Prevent Pollution from Ships (33
10	U.S.C. 1901 et seq.) with respect to ships and
11	ports, and the authority of citizens to report
12	violations of this Act and the Act to Prevent
13	Pollution from Ships (33 U.S.C. 1901 et
14	seq.)."; and
15	(B) by striking paragraph (2) and insert-
16	ing the following new paragraph:
17	"(2) Authorized activities.—
18	"(A) Public outreach program.—A
19	public outreach program under paragraph (1)
20	may include—
21	"(i) developing and implementing a
22	voluntary boaters' pledge program;
23	''(ii) workshops with interested
24	groups;
25	"(iii) public service announcements;

1	"(iv) distribution of leaflets and post-
2	ers; and
3	"(v) any other means appropriate to
4	educating the public.
5	"(B) Consultation.—In developing out-
6	reach initiatives targeted at the interested
7	groups that are subject to the requirements of
8	this title and the Act to Prevent Pollution from
9	Ships (33 U.S.C. 1901 et seq.), the Secretary
10	of the department in which the Coast Guard is
11	operating, in consultation with the Secretary of
12	Commerce, acting through the Administrator of
13	the National Oceanic and Atmospheric Admin-
14	istration, and the Administrator of the Environ-
15	mental Protection Agency, shall consult with-
16	"(i) the heads of State agencies re-
17	sponsible for implementing State boating
18	laws; and
19	"(ii) the heads of other enforcement
20	agencies that regulate boaters or commer-
21	cial fishermen.
22	"(C) Grants and cooperative agree-
23	MENTS.—To carry out this section, the Sec-
24	retary of the department in which the Coast
25	Guard is operating, the Secretary of Commerce,

and the Administrator of the Environmental 1 Protection Agency are authorized to award 2 3 grants, enter into cooperative agreements with appropriate officials of other Federal agencies 4 and agencies of States and political subdivisions 5 of States, and provide other financial assistance 6 7 to eligible recipients.". 8 (3) Miscellaneous provisions.— (A) IN GENERAL.—The Marine Plastic 9 Pollution Research and Control Act of 1987 10 11 (Public Law 100–220) is amended by adding at the end the following new subtitle: 12 "Subtitle D—Miscellaneous 13 **Provisions** 14 15 "SEC. 2401. APPLICABILITY OF WHISTLE BLOWER PROVI-16 SIONS. 17 "Section 2302 of title 5, United States Code, shall apply to any employee of the Department of Transpor-18 tation, the Department of Defense, or the Department of Agriculture, as described in subsection (a)(2)(B) of such section, who carries out any requirement of this Act or the Act to Prevent Pollution from Ships (33 U.S.C. 1901 23 et seq.).

1 "SEC. 2402. REPORTS TO CONGRESS.

- 2 "If the Secretary of the department in which the
- 3 Coast Guard is operating fails to meet a deadline specified
- 4 in this Act or the Act to Prevent Pollution from Ships
- 5 (33 U.S.C. 1901 et seq.), the Secretary shall submit a
- 6 written report to Congress that explains the reasons for
- 7 the failure.

8 "SEC. 2403. WASTE MANAGEMENT STUDY.

- 9 "Not later than 2 years after the date of enactment
- 10 of this subtitle, the Secretary of the department in which
- 11 the Coast Guard is operating, in consultation with the Ad-
- 12 ministrator of the Environmental Protection Agency, shall
- 13 submit to Congress a written report that identifies poten-
- 14 tial improvements of the waste management practices at
- 15 port facilities. The study shall—
- 16 "(1) characterize wastes as a function of the
- type, size, number of crew and passengers, and
- length of voyage of ships;
- 19 "(2) identify incentives to promote onboard
- waste management practices on ships, including the
- use of source reduction, reuse and recycling strate-
- 22 gies, incinerators, compactors, pulpers, and shred-
- 23 ders:
- 24 "(3) recommend organizational and business
- processes required to establish effective and efficient
- waste management programs, including the design

of the roles and responsibilities of all entities involved (including ports and terminals) that would improve the management of shipborne waste; and

"(4) investigate positive incentives to including the use of port reception facilities, including potentially prohibiting separate fees for waste disposal.

7 "SEC. 2404. SENSE OF CONGRESS REGARDING INSURANCE.

8 "It is the sense of Congress that—

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- "(1) certain insurance policies or rules of protection and indemnity clubs that provide insurance for shippers should not provide for the payment of a penalty under the Act to Prevent Pollution from Ships (33 U.S.C. 1901 et seq.); and
 - "(2) the Secretary of the department in which the Coast Guard is operating, acting through the Commandant of the Coast Guard, should consult with the International Maritime Organization to seek to establish international standards prohibiting the issuance of a contract of insurance for the sale of a policy that would provide for the payment of any penalty under the MARPOL Protocol (as defined in section 2(a) of the Act to Prevent Pollution from Ships (33 U.S.C. 1901(a))) to carry out the MARPOL Protocol.

1 "SEC. 2405. NOTICE OF ARRIVAL.

- 2 "The owner, master, agent, or person in charge of
- 3 a vessel shall include in the notice of arrival required to
- 4 be submitted to the Captain of the Port of the port or
- 5 place of destination pursuant to the Ports and Waterways
- 6 Safety Act (33 U.S.C. 1221 et seq.) information concern-
- 7 ing the intention of the owner, master, or person in charge
- 8 of the vessel with respect to the disposal of onboard waste
- 9 at the port or place of destination.
- 10 "SEC. 2406. COORDINATION.
- 11 "(a) Establishment of Marine Debris Coordi-
- 12 NATING COMMITTEE.—The Administrator of the Environ-
- 13 mental Protection Agency shall establish a Marine Debris
- 14 Coordinating Committee (referred to in this section as the
- 15 'Committee').
- 16 "(b) Membership.—The Committee shall include a
- 17 senior official from—
- 18 "(1) the Environmental Protection Agency, who
- shall serve as the Chairperson of the Committee;
- 20 "(2) the National Oceanic and Atmospheric Ad-
- 21 ministration;
- "(3) the United States Coast Guard;
- 23 "(4) the United States Navy; and
- "(5) such other Federal agencies that have an
- interest in ocean issues or water pollution prevention

- and control as the Administrator of the Environ-1 2 mental Protection Agency determines appropriate. "(c) Meetings.—The Committee shall meet at least 3 twice a year to provide a forum to ensure the coordination of national and international research, monitoring, education, and regulatory actions addressing the persistent marine debris problem. 8 "SEC. 2407. MONITORING. 9 "The Administrator of the Environmental Protection Agency, in cooperation with the Secretary of Commerce, 10 acting through the Administrator of the National Oceanic and Atmospheric Administration, shall utilize the marine 12 debris data derived under title V of the Marine Protection. Research, and Sanctuaries Act of 1972 (33 U.S.C. 2801 et seq.) to assist the United States Coast Guard in assessing the effectiveness of this Act.". 17 (B) AMENDMENTS TO TABLE OF CON-TENTS.—The table of contents in section 2 of 18 19 the United States-Japan Fishery Agreement 20 Approval Act of 1987 (101 Stat. 1458) is amended by adding at the end of the items re-21
 - "Subtitle D-Miscellaneous Provisions

lating to title II of such Act the following new

items:

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[&]quot;Sec. 2401. Applicability of whistle blower provisions.

[&]quot;Sec. 2402. Reports to Congress.

[&]quot;Sec. 2403. Waste management study.

SEC. 3. REGIONAL MARINE RESEARCH.

- 2 Section 407(a) of the Marine Protection, Research,
- 3 and Sanctuaries Act of 1972 (16 U.S.C. 1447f(a)) is
- 4 amended by striking "1996" and inserting "2000".

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HR 4668 IH——2

HR 4668 IH——3

[&]quot;Sec. 2404. Sense of Congress regarding insurance.

[&]quot;Sec. 2405. Notice of arrival.

[&]quot;Sec. 2406. Coordination.

[&]quot;Sec. 2407. Monitoring.".