# S. 1213

## IN THE HOUSE OF REPRESENTATIVES

January 27, 1998

Referred to the Committee on Resources, and in addition to the Committees on Science, and Transportation and Infrastructure, for a period to be subsequently determined by the Speaker, in each case for consideration of such provisions as fall within the jurisdiction of the committee concerned

# AN ACT

To establish a National Ocean Council, a Commission on Ocean Policy, 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.
- This Act may be cited as the "Oceans Act of 1997".

#### 1 SEC. 2. CONGRESSIONAL FINDINGS; PURPOSE AND OBJEC-

TIVES.

- 3 (a) FINDINGS.—The Congress makes the following4 findings:
  - (1) Covering more than two-thirds of the Earth's surface, the oceans and Great Lakes play a critical role in the global water cycle and in regulating climate, sustain a large part of Earth's biodiversity, provide an important source of food and a wealth of other natural products, act as a frontier to scientific exploration, are critical to national security, and provide a vital means of transportation. The coasts, transition between land and open ocean, are regions of remarkably high biological productivity, contribute more than 30 percent of the Gross Domestic Product, and are of considerable importance for recreation, waste disposal, and mineral exploration.
    - (2) Ocean and coastal resources are susceptible to change as a direct and indirect result of human activities, and such changes can significantly impact the ability of the oceans and Great Lakes to provide the benefits upon which the Nation depends. Changes in ocean and coastal processes could affect global climate patterns, marine productivity and biodiversity, environmental quality, national security,

- economic competitiveness, availability of energy, vulnerability to natural hazards, and transportation safety and efficiency.
  - (3) Ocean and coastal resources are not infinite, and human pressure on them is increasing. One half of the Nation's population lives within 50 miles of the coast, ocean and coastal resources once considered inexhaustible are now threatened with depletion, and if population trends continue as expected, pressure on and conflicting demands for ocean and coastal resources will increase further as will vulnerability to coastal hazards.
  - (4) Marine transportation is key to United States participation in the global economy and to the wide range of activities carried out in ocean and coastal regions. Inland waterway and ports are the link between marine activities in ocean and coastal regions and the supporting transportation infrastructure ashore. International trade is expected to triple by 2020. The increase has the potential to outgrow—
  - (A) the capabilities of the marine transportation system to ensure safety; and
- 24 (B) the existing capacity of ports and waterways.

- (5) Marine technologies hold tremendous promise for expanding the range and increasing the utility of products from the oceans and Great Lakes, improving the stewardship of ocean and coastal resources, and contributing to business and manufacturing innovations and the creation of new jobs.
  - (6) Research has uncovered the link between oceanic and atmospheric processes and improved understanding of world climate patterns and forecasts. Important new advances, including availability of military technology, have made feasible the exploration of large areas of the ocean which were inaccessible several years ago. In designating 1998 as "The Year of the Ocean", the United Nations highlights the value of increasing our knowledge of the oceans.
  - (7) It has been 30 years since the Commission on Marine Science, Engineering, and Resources (known as the Stratton Commission) conducted a comprehensive examination of ocean and coastal activities that led to enactment of major legislation and the establishment of key oceanic and atmospheric institutions.
  - (8) A review of existing activities is essential to respond to the changes that have occurred over the

- past three decades and to develop an effective new policy for the twenty-first century to conserve and use, in a sustainable manner, ocean and coastal resources, protect the marine environment, explore ocean frontiers, protect human safety, and create marine technologies and economic opportunities.
  - (9) Changes in United States laws and policies since the Stratton Commission, such as the enactment of the Coastal Zone Management Act, have increased the role of the States in the management of ocean and coastal resources.
  - and coastal programs are underway, those Federal programs would benefit from a coherent national ocean and coastal policy that reflects the need for cost-effective allocation of fiscal resources, improved interagency coordination, and strengthened partnerships with State, private, and international entities engaged in ocean and coastal activities.
- 20 (b) Purpose and Objectives.—The purpose of this
  21 Act is to develop and maintain, consistent with the obliga22 tions of the United States under international law, a co23 ordinated, comprehensive, and long-range national policy
  24 with respect to ocean and coastal activities that will assist
  25 the Nation in meeting the following objectives:

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1	(1) The protection of life and property against
2	natural and manmade hazards.
3	(2) Responsible stewardship, including use, or
4	fishery resources and other ocean and coastal re-
5	sources.
6	(3) The protection of the marine environment
7	and prevention of marine pollution.
8	(4) The enhancement of marine-related com
9	merce and transportation, the resolution of conflicts
10	among users of the marine environment, and the en
11	gagement of the private sector in innovative ap
12	proaches for sustainable use of marine resources.
13	(5) The expansion of human knowledge of the
14	marine environment including the role of the oceans
15	in climate and global environmental change and the
16	advancement of education and training in fields re
17	lated to ocean and coastal activities.
18	(6) The continued investment in and develop
19	ment and improvement of the capabilities, perform
20	ance, use, and efficiency of technologies for use in
21	ocean and coastal activities.
22	(7) Close cooperation among all government
23	agencies and departments to ensure—
24	(A) coherent regulation of ocean and coast

al activities;

1	(B) availability and appropriate allocation
2	of Federal funding, personnel, facilities, and
3	equipment for such activities; and
4	(C) cost-effective and efficient operation of
5	Federal departments, agencies, and programs
6	involved in ocean and coastal activities.
7	(8) The enhancement of partnerships with
8	State and local governments with respect to oceans
9	and coastal activities, including the management of
10	ocean and coastal resources and identification of ap-
11	propriate opportunities for policy-making and deci-
12	sion-making at the State and local level.
13	(9) The preservation of the role of the United
14	States as a leader in ocean and coastal activities,
15	and, when it is in the national interest, the coopera-
16	tion by the United States with other nations and
17	international organizations in ocean and coastal ac-
18	tivities.
19	SEC. 3. DEFINITIONS.
20	As used in this Act—
21	(1) The term "Commission" means the Com-
22	mission on Ocean Policy.
23	(2) The term "Council" means the National
24	Ocean Council.
25	(3) The term "marine environment" includes—

1	(A) the oceans, including coastal and off-
2	shore waters and the adjacent shore lands;
3	(B) the continental shelf;
4	(C) the Great Lakes; and
5	(D) the ocean and coastal resources there-
6	of.
7	(4) The term "ocean and coastal activities" in-
8	cludes activities related to oceanography, fisheries
9	and other ocean and coastal resource stewardship
10	and use, marine aquaculture, energy and mineral re-
11	source extraction, marine transportation, recreation
12	and tourism, waste management, pollution mitiga-
13	tion and prevention, and natural hazard reduction.
14	(5) The term "ocean and coastal resource"
15	means, with respect to the oceans, coasts, and Great
16	Lakes, any living or non-living natural resource (in-
17	cluding all forms of animal and plant life found in
18	the marine environment, habitat, biodiversity, water
19	quality, minerals, oil, and gas) and any significant
20	historic, cultural or aesthetic resource.
21	(6) The term "oceanography" means scientific
22	exploration, including marine scientific research, en-
23	gineering, mapping, surveying, monitoring, assess-
24	ment, and information management, of the oceans,

coasts, and Great Lakes—

1	(A) to describe and advance understanding
2	of—
3	(i) the role of the oceans, coasts and
4	Great Lakes in weather and climate, natu-
5	ral hazards, and the processes that regu-
6	late the marine environment; and
7	(ii) the manner in which such role,
8	processes, and environment are affected by
9	human actions;
10	(B) for the conservation, management and
11	sustainable use of living and nonliving re-
12	sources; and
13	(C) to develop and implement new tech-
14	nologies related to sustainable use of the ma-
15	rine environment.
16	SEC. 4. NATIONAL OCEAN AND COASTAL POLICY.
17	(a) Executive Responsibilities.—The President,
18	with the assistance of the Council and the advice of the
19	Commission, shall—
20	(1) develop and maintain a coordinated, com-
21	prehensive, and long-range national policy with re-
22	spect to ocean and coastal activities consistent with
23	obligations of the United States under international
24	law; and

1	(2) with regard to Federal agencies and depart-
2	ments—
3	(A) review significant ocean and coastal
4	activities, including plans, priorities, accom-
5	plishments, and infrastructure requirements;
6	(B) plan and implement an integrated and
7	cost-effective program of ocean and coastal ac-
8	tivities including, but not limited to, oceanog-
9	raphy, stewardship of ocean and coastal re-
10	sources, protection of the marine environment,
11	maritime transportation safety and efficiency,
12	marine recreation and tourism, and marine as-
13	pects of weather, climate, and natural hazards;
14	(C) designate responsibility for funding
15	and conducting ocean and coastal activities; and
16	(D) ensure cooperation and resolve dif-
17	ferences arising from laws and regulations ap-
18	plicable to ocean and coastal activities which re-
19	sult in conflicts among participants in such ac-
20	tivities.
21	(b) Cooperation and Consultation.—In carrying
22	out responsibilities under this Act, the President may use
23	such staff, interagency, and advisory arrangements as the
24	President finds necessary and appropriate and shall con-

1	sult with non-Federal organizations and individuals in-
2	volved in ocean and coastal activities.
3	SEC. 5. NATIONAL OCEAN COUNCIL.
4	(a) Establishment.—The President shall establish
5	a National Ocean Council and appoint a Chairman from
6	among its members. The Council shall consist of—
7	(1) the Secretary of Commerce;
8	(2) the Secretary of Defense;
9	(3) the Secretary of State;
10	(4) the Secretary of Transportation;
11	(5) the Secretary of the Interior;
12	(6) the Attorney General;
13	(7) the Administrator of the Environmental
14	Protection Agency;
15	(8) the Director of the National Science Foun-
16	dation;
17	(9) the Director of the Office of Science and
18	Technology Policy;
19	(10) the Chairman of the Council on Environ-
20	mental Quality;
21	(11) the Chairman of the National Economic
22	Council;
23	(12) the Director of the Office of Management
24	and Budget; and

(13) such other Federal officers and officials as
 the President considers appropriate.

### (b) Administration.—

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- (1) The President or the Chairman of the Council may from time to time designate one of the members of the Council to preside over meetings of the Council during the absence or unavailability of such Chairman.
- (2) Each member of the Council may designate an officer of his or her agency or department appointed with the advice and consent of the Senate to serve on the Council as an alternate in the event of the unavoidable absence of such member.
- (3) An executive secretary shall be appointed by the Chairman of the Council, with the approval of the Council. The executive secretary shall be a permanent employee of one of the agencies or departments represented on the Council and shall remain in the employ of such agency or department.
- (4) For the purpose of carrying out the functions of the Council, each Federal agency or department represented on the Council shall furnish necessary assistance to the Council. Such assistance may include—

1	(A) detailing employees to the Council to
2	perform such functions, consistent with the pur-
3	poses of this section, as the Chairman of the
4	Council may assign to them; and
5	(B) undertaking, upon request of the
6	Chairman of the Council, such special studies
7	for the Council as are necessary to carry out its
8	functions.
9	(5) The Chairman of the Council shall have the
10	authority to make personnel decisions regarding any
11	employees detailed to the Council.
12	(c) Functions.—The Council shall—
13	(1) assist the Commission in completing its re-
14	port under section 6;
15	(2) serve as the forum for developing an imple-
16	mentation plan for a national ocean and coastal pol-
17	icy and program, taking into consideration the Com-
18	mission report;
19	(3) improve coordination and cooperation, and
20	eliminate duplication, among Federal agencies and
21	departments with respect to ocean and coastal activi-
22	ties; and
23	(4) assist the President in the preparation of
24	the first report required by section 7(a).

1	(d) Sunset.—The Council shall cease to exist one
2	year after the Commission has submitted its final report
3	under section 6(h).
4	(e) Savings Provision.—
5	(1) Council activities are not intended to super-
6	sede or interfere with other Executive Branch mech-
7	anisms and responsibilities.
8	(2) Nothing in this Act has any effect on the
9	authority or responsibility of any Federal officer or
10	agency under any other Federal law.
11	SEC. 6. COMMISSION ON OCEAN POLICY.
12	(a) Establishment.—
13	(1) In general.—The President shall, within
14	90 days after the enactment of this Act, establish a
15	Commission on Ocean Policy. The Commission shall
16	be composed of 16 members including individuals
17	drawn from State and local governments, industry,
18	academic and technical institutions, and public inter-
19	est organizations involved with ocean and coastal ac-
20	tivities. Members shall be appointed for the life of
21	the Commission as follows:
22	(A) 4 shall be appointed by the President
23	of the United States.
24	(B) 4 shall be appointed by the President
25	chosen from a list of 8 proposed members sub-

- mitted by the Majority Leader of the Senate in consultation with the Chairman of the Senate Committee on Commerce, Science, and Transportation.
  - (C) 4 shall be appointed by the President chosen from a list of 8 proposed members submitted by the Speaker of the House of Representatives in consultation with the Chairman of the House Committee on Resources.
  - (D) 2 shall be appointed by the President chosen from a list of 4 proposed members submitted by the Minority Leader of the Senate in consultation with the Ranking Member of the Senate Committee on Commerce, Science, and Transportation.
  - (E) 2 shall be appointed by the President chosen from a list of 4 proposed members submitted by the Minority Leader of the House in consultation with the Ranking Member of the House Committee on Resources.
  - (2) FIRST MEETING.—The Commission shall hold its first meeting within 30 days after it is established.
- 24 (3) Chairman.—The President shall select a 25 Chairman from among such 16 members. Before se-

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- lecting the Chairman, the President is requested to consult with the Majority and Minority Leaders of the Senate, the Speaker of the House of Representa-
- 4 tives, and the Minority Leader of the House of Rep-
- 5 resentatives.
- 6 (4) Advisory Members.—In addition, the 7 Commission shall have 4 Members of Congress, who 8 shall serve as advisory members. One of the advisory 9 members shall be appointed by the Speaker of the 10 House of Representatives. One of the advisory mem-11 bers shall be appointed by the minority leader of the 12 House of Representatives. One of the advisory mem-13 bers shall be appointed by the majority leader of the 14 Senate. One of the advisory members shall be ap-15 pointed by the minority leader of the Senate. The 16 advisory members shall not participate, except in an 17 advisory capacity, in the formulation of the findings 18 and recommendations of the Commission.
- 19 (b) FINDINGS AND RECOMMENDATIONS.—The Com20 mission shall report to the President and the Congress on
  21 a comprehensive national ocean and coastal policy to carry
  22 out the purpose and objectives of this Act. In developing
  23 the findings and recommendations of the report, the Com-
- 24 mission shall—

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- (1) review and suggest any necessary modifications to United States laws, regulations, and practices necessary to define and implement such policy, consistent with the obligations of the United States under international law;
  - (2) assess the condition and adequacy of investment in existing and planned facilities and equipment associated with ocean and coastal activities including human resources, vessels, computers, satellites, and other appropriate technologies and platforms;
  - (3) review existing and planned ocean and coastal activities of Federal agencies and departments, assess the contribution of such activities to development of an integrated long-range program for oceanography, ocean and coastal resource management, and protection of the marine environment, and identify any such activities in need of reform to improve efficiency and effectiveness;
  - (4) examine and suggest mechanisms to address the interrelationships among ocean and coastal activities, the legal and regulatory framework in which they occur, and their inter-connected and cumulative effects on the marine environment, ocean and coast-

- 1 al resources, and marine productivity and biodiver-2 sity;
  - (5) review the known and anticipated demands for ocean and coastal resources, including an examination of opportunities and limitations with respect to the use of ocean and coastal resources within the exclusive economic zone, projected impacts in coastal areas, and the adequacy of existing efforts to manage such use and minimize user conflicts;
    - (6) evaluate relationships among Federal, State, and local governments and the private sector for planning and carrying out ocean and coastal activities and address the most appropriate division of responsibility for such activities;
    - (7) identify opportunities for the development of or investment in new products, technologies, or markets that could contribute to the objectives of this Act;
    - (8) consider the relationship of the ocean and coastal policy of the United States to the United Nations Convention on the Law of the Sea and other international agreements, and actions available to the United States to effect collaborations between the United States and other nations, including the development of cooperative international programs

- 1 for oceanography, protection of the marine environ-
- 2 ment, and ocean and coastal resource management;
- 3 and
- 4 (9) engage in any other preparatory work
- 5 deemed necessary to carry out the duties of the
- 6 Commission pursuant to this Act.
- 7 (c) Duties of Chairman.—In carrying out the pro-
- 8 visions of this subsection, the Chairman of the Commis-
- 9 sion shall be responsible for—
- 10 (1) the assignment of duties and responsibilities
- among staff personnel and their continuing super-
- vision; and
- 13 (2) the use and expenditures of funds available
- to the Commission.
- 15 (d) Compensation of Members.—Each member of
- 16 the Commission who is not an officer or employee of the
- 17 Federal Government, or whose compensation is not pre-
- 18 cluded by a State, local, or Native American tribal govern-
- 19 ment position, shall be compensated at a rate equal to the
- 20 daily equivalent of the annual rate payable for Level IV
- 21 of the Executive Schedule under section 5315 of title 5,
- 22 United States Code, for each day (including travel time)
- 23 during which such member is engaged in the performance
- 24 of the duties of the Commission. All members of the Com-
- 25 mission who are officers or employees of the United States

- 1 shall serve without compensation in addition to that re-
- 2 ceived for their services as officers or employees of the
- 3 United States.

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- 4 (e) Staff.—
- (1) The Chairman of the Commission may, 6 without regard to the civil service laws and regula-7 tions, appoint and terminate an executive director 8 who is knowledgeable in administrative management 9 and ocean and coastal policy and such other addi-10 tional personnel as may be necessary to enable the 11 Commission to perform its duties. The employment 12 and termination of an executive director shall be 13 subject to confirmation by a majority of the mem-14 bers of the Commission.
  - (2) The executive director shall be compensated at a rate not to exceed the rate payable for Level V of the Executive Schedule under section 5316 of title 5, United States Code. The Chairman may fix the compensation of other personnel without regard to the provisions of chapter 51 and subchapter III of chapter 53 of title 5, United States Code, relating to classification of positions and General Schedule pay rates, except that the rate of pay for such personnel may not exceed the rate payable for GS–15,

- step 7, of the General Schedule under section 5332 of such title.
  - (3) Upon request of the Chairman of the Commission, after consulting with the head of the Federal agency concerned, the head of any Federal Agency shall detail appropriate personnel of the agency to the Commission to assist the Commission in carrying out its functions under this Act. Federal Government employees detailed to the Commission shall serve without reimbursement from the Commission, and such detailee shall retain the rights, status, and privileges of his or her regular employment without interruption.
    - (4) The Commission may accept and use the services of volunteers serving without compensation, and to reimburse volunteers for travel expenses, including per diem in lieu of subsistence, as authorized by section 5703 of title 5, United States Code. Except for the purposes of chapter 81 of title 5, United States Code, relating to compensation for work injuries, and chapter 171 of title 28, United States Code, relating to tort claims, a volunteer under this section may not be considered to be an employee of the United States for any purpose.

1 (5) To the extent that funds are available, and 2 subject to such rules as may be prescribed by the 3 Commission, the executive director of the Commission may procure the temporary and intermittent 5 services of experts and consultants in accordance 6 with section 3109 of title 5, United States Code, but 7 at rates not to exceed the daily rate payable 8 for GS-15, step 7, of the General Schedule under 9 section 5332 of title 5, United States Code.

# (f) Administration.—

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- (1) All meetings of the Commission shall be open to the public, except that a meeting or any portion of it may be closed to the public if it concerns matters or information described in section 552b(c) of title 5, United States Code. Interested persons shall be permitted to appear at open meetings and present oral or written statement on the subject matter of the meeting. The Commission may administer oaths or affirmations to any person appearing before it.
- (2) All open meetings of the Commission shall be preceded by timely public notice in the Federal Register of the time, place, and subject of the meeting.

- 1 (3) Minutes of each meeting shall be kept and 2 shall contain a record of the people present, a de-3 scription of the discussion that occurred, and copies of all statements filed. Subject to section 552 of title 5 5, United States Code, the minutes and records of 6 all meetings and other documents that were made 7 available to or prepared for the Commission shall be 8 available for public inspection and copying at a sin-9 gle location in the offices of the Commission.
- (4) The Federal Advisory Committee Act (5
   U.S.C. App.) does not apply to the Commission.
- 12 (g) Cooperation with Other Federal Enti-13 ties.—
  - (1) The Commission is authorized to secure directly from any Federal agency or department any information it deems necessary to carry out its functions under this Act. Each such agency or department is authorized to cooperate with the Commission and, to the extent permitted by law, to furnish such information to the Commission, upon the request of the Chairman of the Commission.
    - (2) The Commission may use the United States mails in the same manner and under the same conditions as other departments and agencies of the United States.

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- 1 (3) The General Services Administration shall 2 provide to the Commission on a reimbursable basis 3 the administrative support services that the Commis-4 sion may request.
  - (4) The Commission may enter into contracts with Federal and State agencies, private firms, institutions, and individuals to assist the Commission in carrying out its duties. The Commission may purchase and contract without regard to section 303 of the Federal Property and Administration Services Act of 1949 (41 U.S.C. 253), section 18 of the Office of Federal Procurement Policy Act (41 U.S.C. 416), and section 8 of the Small Business Act (15 U.S.C. 637), pertaining to competition and publication requirements, and may arrange for printing without regard to the provisions of title 44, United States Code. The contracting authority of the Commission under this Act is effective only to the extent that appropriations are available for contracting purposes.
- 21 (h) Report.—The Commission shall submit to the 22 President, via the Council, and to the Congress not later 23 than 18 months after the establishment of the Commis-24 sion, a final report of its findings and recommendations.

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- 1 The Commission shall cease to exist 30 days after it has
- 2 submitted its final report.
- 3 (i) AUTHORIZATION OF APPROPRIATIONS.— There
- 4 are authorized to be appropriated to support the activities
- 5 of the Commission a total of up to \$6,000,000 for fiscal
- 6 years 1998 and 1999. Any sums appropriated shall remain
- 7 available without fiscal year limitation until the Commis-
- 8 sion ceases to exist.

#### 9 SEC. 7. REPORT AND BUDGET COORDINATION.

- 10 (a) BIENNIAL REPORT.—Beginning in January,
- 11 1999, the President shall transmit to the Congress bienni-
- 12 ally a report, which shall include—
- 13 (1) a comprehensive description of the ocean
- and coastal activities (and budgets) and related ac-
- 15 complishments of all agencies and departments of
- the United States during the preceding two fiscal
- 17 years; and
- 18 (2) an evaluation of such activities (and budg-
- ets) and accomplishments in terms of the purpose
- and objectives of this Act. Reports made under this
- 21 section shall contain such recommendations for legis-
- lation as the President may consider necessary or
- desirable.
- 24 (b) Budget Coordination.—

1	(1) Each year the President shall provide gen-
2	eral guidance to each Federal agency or department
3	involved in ocean or coastal activities with respect to
4	the preparation of requests for appropriations.
5	(2) Each agency or department involved in such
6	activities shall include with its annual request for
7	appropriations a report which—
8	(A) identifies significant elements of the
9	proposed agency or department budget relating
10	to ocean and coastal activities; and
11	(B) specifies how each such element con-
12	tributes to the implementation of a national
13	ocean and coastal policy.
14	SEC. 8. REPEAL OF 1966 STATUTE.
15	The Marine Resources and Engineering Development
16	Act of 1966 (33 U.S.C. 1101 et seq.) is repealed.
	Passed the Senate November 13, 1997.
	Attest: GARY SISCO,
	Secretary.