INTEGRATED COASTAL AND OCEAN OBSERVATION SYSTEM ACT AMENDMENTS OF 2018

NOVEMBER 20, 2018.—Ordered to be printed

Mr. BISHOP of Utah, from the Committee on Natural Resources, submitted the following

R E P O R T

[To accompany H.R. 237]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 237) to reauthorize the Integrated Coastal and Ocean Observation System Act of 2009, and for other purposes, having considered the same, report favorably thereon with an amendment and recommend that the bill as amended do pass.

The amendment is as follows:

Strike all after the enacting clause and insert the following:

SECTION 1. SHORT TITLE.
This Act may be cited as the “Integrated Coastal and Ocean Observation System Act Amendments of 2018”.

SEC. 2. STAGGERED TERMS FOR NATIONAL INTEGRATED COASTAL AND OCEAN OBSERVATION SYSTEM ADVISORY COMMITTEE.

(1) by striking “Members” and inserting the following:
“(i) IN GENERAL.—Except as provided in clause (ii), members”;

(2) by adding at the end the following:
“(ii) Staggered terms.—The Administrator may appoint or reappoint a member for a partial term of 1 or 2 years in order to establish a system of staggered terms. The Administrator may appoint or reappoint a member under this clause only once. A member appointed or reappointed to a partial term under this clause may not serve more than one full term.”.

SEC. 3. INTEGRATED COASTAL AND OCEAN OBSERVATION SYSTEM COOPERATIVE AGREEMENTS.
Section 12305(a) of the Integrated Coastal and Ocean Observation System Act of 2009 (33 U.S.C. 3604(a)) is amended by inserting “disburse appropriated funds to,” after “agreements, with,”.
SEC. 4. REAUTHORIZATION OF INTEGRATED COASTAL AND OCEAN OBSERVATION SYSTEM ACT OF 2009.

Section 12311 of the Integrated Coastal and Ocean Observation System Act of 2009 (33 U.S.C. 3610) is amended by striking “are authorized to be appropriated to the Secretary of Commerce for fiscal years 2009 through 2013 such sums as are necessary” and inserting “is authorized to be appropriated to the Secretary of Commerce for each of fiscal years 2019 through 2023 $42,000,000”.

PURPOSE OF THE BILL

The purpose of H.R. 237 is to reauthorize the Integrated Coastal and Ocean Observation System Act of 2009.

BACKGROUND AND NEED FOR LEGISLATION

The Integrated Ocean Observing System (IOOS) is a national-regional partnership that provides important data to improve safety, enhance the economy, and protect our environment. IOOS is a coordinated network of people and technology that generates and disseminates continuous data models and services on coastal waters, including oceans in the U.S. Exclusive Economic Zone, and the Great Lakes. Both near-real time and historical integrated ocean information is available. These data consist of standardized information on environmental variables such as temperature, salinity, currents, nutrient concentrations, and contaminant levels, as well as other critical ecological factors.

IOOS is governed by the Integrated Coastal and Ocean Observation System Act of 2009 (ICOOS Act, Title XII, Subtitle C of Public Law 111–11). The ICOOS Act establishes NOAA as the agency responsible for implementation of the Act, and directs specific tasks and requirements, including preparing budgets and cost estimates, developing non-federal asset certification standards, and drafting a public-private use policy process.

NOAA’s National Ocean Service provides support for 11 IOOS Regional Associations (RA) through a competitive merit-based grant process. The RAs fill critical ocean observing information gaps at the local and national levels. The demand for ocean, coastal and Great Lake region data is high. The IOOS Independent Cost Estimate determined that a total of approximately $534 million is needed to fulfill the nation’s identified coastal observing needs. While IOOS needs to meet national objectives, each of the 11 regions also tailors its work to local needs.

The IOOS system collects data via surface-level and deep-water gliders, which can be utilized for various situations from search-and-rescue missions to harmful algal bloom mapping near crucial water supplies. The Ocean Enterprise Study, in conjunction with high frequency shoreline radars, is used to measure current speed.
and direction up to 200 km offshore,\textsuperscript{10} aiding reliable maritime commerce.

IOOS is critical to people who rely on this consistent and accurate data for their lives and livelihoods. The data IOOS collects helps federal agencies like NOAA, the Bureau of Ocean Energy Management, and the Environmental Protection Agency perform their everyday functions serving the public. Meanwhile, data collected by IOOS is also critical to our national and local economies. Ports, fishermen and seafood growers rely on this data, as well as emergency managers and researchers. The data collected by IOOS is utilized at all levels of our nation. From local fishermen to national agencies, IOOS provides taxpayers with the data required to support economies, research, and critical maritime safety.

As ordered reported, H.R. 237 would reauthorize appropriations for the ICOOS Act through Fiscal Year (FY) 2023. Originally Congress did not limit the amount of money this program could receive. The Consolidated Appropriations Act, 2018 (Public Law 115–141) funded this program at $42.5 million for FY 2018, and as ordered reported H.R. 237 caps the authorization at $42 million. The bill would also revise the ICOOS Act to establish a system of staggered terms for members of the IOOS Advisory Committee. The bill also provides the Secretary of Commerce with additional discretion to distribute funds to States.

COMMITTEE ACTION

H.R. 237 was introduced on January 3, 2017, by Congressman Don Young (R–AK). The bill was referred primarily to the Committee on Natural Resources and within the Committee to the Subcommittee on Water, Power and Oceans. The bill was additionally referred to the Committee on Science, Space and Technology. On September 27, 2018, the Natural Resources Committee met to consider the bill. The Subcommittee was discharged by unanimous consent. Congressman Don Young offered an amendment designated 161; it was adopted by unanimous consent. No additional amendments were offered, and the bill, as amended, was ordered favorably reported to the House of Representatives by unanimous consent.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

Regarding clause 2(b)(1) of rule X and clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee on Natural Resources’ oversight findings and recommendations are reflected in the body of this report.

COMPLIANCE WITH HOUSE RULE XIII AND CONGRESSIONAL BUDGET ACT

1. Cost of Legislation and the Congressional Budget Act. With respect to the requirements of clause 3(c)(2) and (3) of rule XIII of the Rules of the House of Representatives and sections 308(a) and 402 of the Congressional Budget Act of 1974, the Committee has received the following estimate for the bill from the Director of the Congressional Budget Office:

Hon. Rob Bishop,
Chairman, Committee on Natural Resources,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 237, the Integrated Coastal and Ocean Observation System Act Amendments of 2018.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Robert Reese.

Sincerely,

THERESA GULLO
(For Keith Hall, Director).

Enclosure.

H.R. 237—Integrated Coastal and Ocean Observation System Act Amendments of 2018

Summary: H.R. 237 would authorize the annual appropriation of $42 million to operate the Integrated Coastal and Ocean Observation System over the 2019–2023 period. CBO estimates that implementing H.R. 237 would cost $188 million over the 2019–2023 period, assuming appropriation of the authorized amounts.

Enacting H.R. 237 would not affect direct spending or revenues; therefore, pay-as-you-go procedures do not apply.

CBO estimates that enacting H.R. 237 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

H.R. 237 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act (UMRA).

Estimated cost to the Federal Government: The estimated budgetary effect of H.R. 237 is shown in the following table. The costs of this legislation fall within budget function 300 (natural resources and environment).

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Basis of estimate: For this estimate, CBO assumes that H.R. 237 will be enacted near the end of 2018 and that the necessary amounts will be appropriated for each fiscal year beginning in 2019. Estimated outlays follow historical spending patterns for the program.

H.R. 237 would authorize the annual appropriation of $42 million through 2023 to carry out activities under the Integrated Coastal and Ocean Observation System Act. That act requires the federal government to monitor ocean characteristics and perform other activities, including forecasting the weather, assessing water quality, and monitoring shipping operations. In 2018, the National Oceanic and Atmospheric Administration allocated $31 million to carry out those activities. CBO estimates that implementing H.R. 237 would cost $188 million over the 2019–2023 period.
237 would cost $188 million over the 2019–2023 period and $22 million after 2023.

Pay-As-You-Go considerations: None.

Increase in long-term direct spending and deficits: CBO estimates that enacting H.R. 237 would not increase net direct spending or on-budget deficits in any of the four consecutive 10-year periods beginning in 2029.

Mandates: H.R. 237 contains no intergovernmental or private-sector mandates as defined in UMRA.


Estimate reviewed by: Kim P. Cawley, Chief, Natural and Physical Resources Cost Estimates Unit; H. Samuel Papenfuss, Deputy Assistant Director for Budget Analysis.

2. General Performance Goals and Objectives. As required by clause 3(c)(4) of rule XIII, the general performance goal or objective of this bill is to reauthorize the Integrated Coastal and Ocean Observation System Act of 2009.

**EARMARK STATEMENT**

This bill does not contain any Congressional earmarks, limited tax benefits, or limited tariff benefits as defined under clause 9(e), 9(f), and 9(g) of rule XXI of the Rules of the House of Representatives.

**COMPLIANCE WITH PUBLIC LAW 104–4**

This bill contains no unfunded mandates.

**COMPLIANCE WITH H. RES. 5**

Directed Rule Making. This bill does not contain any directed rule makings.

Duplication of Existing Programs. This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program. Such program was not included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139 or identified in the most recent Catalog of Federal Domestic Assistance published pursuant to the Federal Program Information Act (Public Law 95–220, as amended by Public Law 98–169) as relating to other programs.

**PREEMPTION OF STATE, LOCAL OR TRIBAL LAW**

This bill is not intended to preempt any State, local or tribal law.

**CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED**

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italic, and existing law in which no change is proposed is shown in roman):
INTEGRATED COASTAL AND OCEAN OBSERVATION
SYSTEM ACT OF 2009

TITLE XII—NOAA UNDERSEA RESEARCH
PROGRAM ACT OF 2009

Subtitle C—Integrated Coastal and Ocean
Observation System Act of 2009

SEC. 12304. INTEGRATED COASTAL AND OCEAN OBSERVING SYSTEM.

(a) Establishment.—The President, acting through the Council, shall establish a National Integrated Coastal and Ocean Observation System to fulfill the purposes set forth in section 12302 of this subtitle and the System Plan and to fulfill the Nation's international obligations to contribute to the Global Earth Observation System of Systems and the Global Ocean Observing System.

(b) System Elements.—

(1) In general.—In order to fulfill the purposes of this subtitle, the System shall be national in scope and consist of—

(A) Federal assets to fulfill national and international observation missions and priorities;

(B) non-Federal assets, including a network of regional information coordination entities identified under subsection (c)(4), to fulfill regional observation missions and priorities;

(C) data management, communication, and modeling systems for the timely integration and dissemination of data and information products from the System;

(D) a research and development program conducted under the guidance of the Council, consisting of—

(i) basic and applied research and technology development to improve understanding of coastal and ocean systems and their relationships to human activities and to ensure improvement of operational assets and products, including related infrastructure, observing technologies, and information and data processing and management technologies; and

(ii) large scale computing resources and research to advance modeling of coastal and ocean processes.

(2) Enhancing Administration and Management.—The head of each Federal agency that has administrative jurisdiction over a Federal asset shall support the purposes of this subtitle and may take appropriate actions to enhance internal agency administration and management to better support, integrate, finance, and utilize observation data, products, and services developed under this section to further its own agency mission and responsibilities.
(3) AVAILABILITY OF DATA.—The head of each Federal agency that has administrative jurisdiction over a Federal asset shall make available data that are produced by that asset and that are not otherwise restricted for integration, management, and dissemination by the System.

(4) NON-FEDERAL ASSETS.—Non-Federal assets shall be coordinated, as appropriate, by the Interagency Ocean Observing Committee or by regional information coordination entities.

(c) POLICY OVERSIGHT, ADMINISTRATION, AND REGIONAL COORDINATION.—

(1) COUNCIL FUNCTIONS.—The Council shall serve as the policy and coordination oversight body for all aspects of the System. In carrying out its responsibilities under this subtitle, the Council shall—

(A) approve and adopt comprehensive System budgets developed and maintained by the Interagency Ocean Observation Committee to support System operations, including operations of both Federal and non-Federal assets;

(B) ensure coordination of the System with other domestic and international earth observing activities including the Global Ocean Observing System and the Global Earth Observing System of Systems, and provide, as appropriate, support for and representation on United States delegations to international meetings on coastal and ocean observing programs; and

(C) encourage coordinated intramural and extramural research and technology development, and a process to transition developing technology and methods into operations of the System.

(2) INTERAGENCY OCEAN OBSERVATION COMMITTEE.—The Council shall establish or designate an Interagency Ocean Observation Committee which shall—

(A) prepare annual and long-term plans for consideration and approval by the Council for the integrated design, operation, maintenance, enhancement and expansion of the System to meet the objectives of this subtitle and the System Plan;

(B) develop and transmit to Congress at the time of submission of the President's annual budget request an annual coordinated, comprehensive budget to operate all elements of the System identified in subsection (b), and to ensure continuity of data streams from Federal and non-Federal assets;

(C) establish required observation data variables to be gathered by both Federal and non-Federal assets and identify, in consultation with regional information coordination entities, priorities for System observations;

(D) establish protocols and standards for System data processing, management, and communication;

(E) develop contract certification standards and compliance procedures for all non-Federal assets, including regional information coordination entities, to establish eligibility for integration into the System and to ensure compliance with all applicable standards and protocols estab-
lished by the Council, and ensure that regional observations are integrated into the System on a sustained basis;

(F) identify gaps in observation coverage or needs for capital improvements of both Federal assets and non-Federal assets;

(G) subject to the availability of appropriations, establish through one or more participating Federal agencies, in consultation with the System advisory committee established under subsection (d), a competitive matching grant or other programs—

(i) to promote intramural and extramural research and development of new, innovative, and emerging observation technologies including testing and field trials; and

(ii) to facilitate the migration of new, innovative, and emerging scientific and technological advances from research and development to operational deployment;

(H) periodically review and recommend to the Council, in consultation with the Administrator, revisions to the System Plan;

(I) ensure collaboration among Federal agencies participating in the activities of the Committee; and

(J) perform such additional duties as the Council may delegate.

(3) LEAD FEDERAL AGENCY.—The National Oceanic and Atmospheric Administration shall function as the lead Federal agency for the implementation and administration of the System, in consultation with the Council, the Interagency Ocean Observation Committee, other Federal agencies that maintain portions of the System, and the regional information coordination entities, and shall—

(A) establish an Integrated Ocean Observing Program Office within the National Oceanic and Atmospheric Administration utilizing to the extent necessary, personnel from member agencies participating on the Interagency Ocean Observation Committee, to oversee daily operations and coordination of the System;

(B) implement policies, protocols, and standards approved by the Council and delegated by the Interagency Ocean Observing Committee;

(C) promulgate program guidelines to certify and integrate non-Federal assets, including regional information coordination entities, into the System to provide regional coastal and ocean observation data that meet the needs of user groups from the respective regions;

(D) have the authority to enter into and oversee contracts, leases, grants or cooperative agreements with non-Federal assets, including regional information coordination entities, to support the purposes of this subtitle on such terms as the Administrator deems appropriate;

(E) implement a merit-based, competitive funding process to support non-Federal assets, including the development and maintenance of a network of regional information coordination entities, and develop and implement a
process for the periodic review and evaluation of all non-Federal assets, including regional information coordination entities;
(F) provide opportunities for competitive contracts and grants for demonstration projects to design, develop, integrate, deploy, and support components of the System;
(G) establish efficient and effective administrative procedures for allocation of funds among contractors, grantees, and non-Federal assets, including regional information coordination entities in a timely manner, and contingent on appropriations according to the budget adopted by the Council;
(H) develop and implement a process for the periodic review and evaluation of regional information coordination entities;
(I) formulate an annual process by which gaps in observation coverage or needs for capital improvements of Federal assets and non-Federal assets of the System are identified by the regional information coordination entities, the Administrator, or other members of the System and transmitted to the Interagency Ocean Observing Committee;
(J) develop and be responsible for a data management and communication system, in accordance with standards and protocols established by the Council, by which all data collected by the System regarding ocean and coastal waters of the United States including the Great Lakes, are processed, stored, integrated, and made available to all end-user communities;
(K) implement a program of public education and outreach to improve public awareness of global climate change and effects on the ocean, coastal, and Great Lakes environment;
(L) report annually to the Interagency Ocean Observing Committee on the accomplishments, operational needs, and performance of the System to contribute to the annual and long-term plans developed pursuant to subsection (c)(2)(A)(i); and
(M) develop a plan to efficiently integrate into the System new, innovative, or emerging technologies that have been demonstrated to be useful to the System and which will fulfill the purposes of this subtitle and the System Plan.

(4) REGIONAL INFORMATION COORDINATION ENTITIES.—
(A) IN GENERAL.—To be certified or established under this subtitle, a regional information coordination entity shall be certified or established by contract or agreement by the Administrator, and shall agree to meet the certification standards and compliance procedure guidelines issued by the Administrator and information needs of user groups in the region while adhering to national standards and shall—
(i) demonstrate an organizational structure capable of gathering required System observation data, supporting and integrating all aspects of coastal and ocean observing and information programs within a
region and that reflects the needs of State and local
governments, commercial interests, and other users
and beneficiaries of the System and other require-
mements specified under this subtitle and the System
Plan;

(ii) identify gaps in observation coverage needs for
capital improvements of Federal assets and non-Fed-
eral assets of the System, or other recommendations to
assist in the development of the annual and long-term
plans created pursuant to subsection (c)(2)(A)(i) and
transmit such information to the Interagency Ocean
Observing Committee via the Program Office;

(iii) develop and operate under a strategic oper-
ational plan that will ensure the efficient and effective
administration of programs and assets to support daily
data observations for integration into the System, pur-
suant to the standards approved by the Council;

(iv) work cooperatively with governmental and non-
governmental entities at all levels to identify and pro-
vide information products of the System for multiple
users within the service area of the regional informa-
tion coordination entities; and

(v) comply with all financial oversight requirements
established by the Administrator, including require-
ments relating to audits.

(B) PARTICIPATION.—For the purposes of this subtitle,
employees of Federal agencies may participate in the func-
tions of the regional information coordination entities.

(d) SYSTEM ADVISORY COMMITTEE.—
(1) IN GENERAL.—The Administrator shall establish or des-
ignate a System advisory committee, which shall provide ad-
vice as may be requested by the Administrator or the Inter-
agency Ocean Observing Committee.

(2) PURPOSE.—The purpose of the System advisory com-
mittee is to advise the Administrator and the Interagency
Ocean Observing Committee on—

(A) administration, operation, management, and mainte-
nance of the System, including integration of Federal and
non-Federal assets and data management and communi-
cation aspects of the System, and fulfillment of the purposes
set forth in section 12302;

(B) expansion and periodic modernization and upgrade
of technology components of the System;

(C) identification of end-user communities, their needs
for information provided by the System, and the System’s
effectiveness in disseminating information to end-user
communities and the general public; and

(D) any other purpose identified by the Administrator or
the Interagency Ocean Observing Committee.

(3) MEMBERS.—

(A) IN GENERAL.—The System advisory committee shall
be composed of members appointed by the Administrator.
Members shall be qualified by education, training, and ex-
perience to evaluate scientific and technical information
related to the design, operation, maintenance, or use of the
System, or use of data products provided through the System.

(B) TERMS OF SERVICE.—(Members)

(i) In general.—Except as provided in clause (ii), members shall be appointed for 3-year terms, renewable once. A vacancy appointment shall be for the remainder of the unexpired term of the vacancy, and an individual so appointed may subsequently be appointed for 2 full 3-year terms if the remainder of the unexpired term is less than 1 year.

(ii) Staggered terms.—The Administrator may appoint or reappoint a member for a partial term of 1 or 2 years in order to establish a system of staggered terms. The Administrator may appoint or reappoint a member under this clause only once. A member appointed or reappointed to a partial term under this clause may not serve more than one full term.

(C) CHAIRPERSON.—The Administrator shall designate a chairperson from among the members of the System advisory committee.

(D) APPOINTMENT.—Members of the System advisory committee shall be appointed as special Government employees for purposes of section 202(a) of title 18, United States Code.

(4) ADMINISTRATIVE PROVISIONS.—

(A) REPORTING.—The System advisory committee shall report to the Administrator and the Interagency Ocean Observing Committee, as appropriate.

(B) ADMINISTRATIVE SUPPORT.—The Administrator shall provide administrative support to the System advisory committee.

(C) MEETINGS.—The System advisory committee shall meet at least once each year, and at other times at the call of the Administrator, the Interagency Ocean Observing Committee, or the chairperson.

(D) COMPENSATION AND EXPENSES.—Members of the System advisory committee shall not be compensated for service on that Committee, but may be allowed travel expenses, including per diem in lieu of subsistence, in accordance with subchapter I of chapter 57 of title 5, United States Code.

(E) EXPIRATION.—Section 14 of the Federal Advisory Committee Act (5 U.S.C. App.) shall not apply to the System advisory committee.

(e) CIVIL LIABILITY.—For purposes of determining liability arising from the dissemination and use of observation data gathered pursuant to this section, any non-Federal asset or regional information coordination entity incorporated into the System by contract, lease, grant, or cooperative agreement under subsection (c)(3)(D) that is participating in the System shall be considered to be part of the National Oceanic and Atmospheric Administration. Any employee of such a non-Federal asset or regional information coordination entity, while operating within the scope of his or her employment in carrying out the purposes of this subtitle, with respect to tort liability, is deemed to be an employee of the Federal Government.
LIMITATION.—Nothing in this subtitle shall be construed to invalidate existing certifications, contracts, or agreements between regional information coordination entities and other elements of the System.

SEC. 12305. INTERAGENCY FINANCING AND AGREEMENTS.

(a) In general.—To carry out interagency activities under this subtitle, the Secretary of Commerce may execute cooperative agreements, or any other agreements, with, disburse appropriated funds to, and receive and expend funds made available by, any State or subdivision thereof, any Federal agency, or any public or private organization, or individual.

(b) Reciprocity.—Member Departments and agencies of the Council shall have the authority to create, support, and maintain joint centers, and to enter into and perform such contracts, leases, grants, and cooperative agreements as may be necessary to carry out the purposes of this subtitle and fulfillment of the System Plan.

SEC. 12311. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated to the Secretary of Commerce for fiscal years 2009 through 2013 such sums as are necessary to authorize to be appropriated to the Secretary of Commerce for each of fiscal years 2019 through 2023 $42,000,000 to fulfill the purposes of this subtitle and support activities identified in the annual coordinated System budget developed by the Interagency Ocean Observation Committee and submitted to the Congress.

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