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THE WHITE HOUSE

ACTION MEMORANDUM

WASHINGTON

LOG NO.: 662

Date: October 21, 1974

Time: 11:30 a.m.

FOR ACTION: ✓ Michael Duval
Phil Buchen
Bill Timmons
Paul Theis
NSC/S

cc (for information): Warren K. Hendriks
Jerry Jones
Norm Ross

FROM THE STAFF SECRETARY

DUE: Date: Friday, October 25, 1974

Time: 2:00 p.m.

SUBJECT: Statement on Ocean Policy Committee

ACTION REQUESTED:

___ For Necessary Action

XX For Your Recommendations

___ Prepare Agenda and Brief

___ Draft Reply

___ For Your Comments

___ Draft Remarks

REMARKS:

Please return to Kathy Tindle - West Wing



PLEASE ATTACH THIS COPY TO MATERIAL SUBMITTED.

If you have any questions or if you anticipate a delay in submitting the required material, please telephone the Staff Secretary immediately.

Warren K. Hendriks
For the President

EXECUTIVE OFFICE OF THE PRESIDENT

OFFICE OF MANAGEMENT AND BUDGET

WASHINGTON, D.C. 20503

OCT 18 1974

MEMORANDUM FOR MR. WARREN K. HENDRIKS

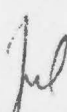
SUBJECT: Presidential Statement on Ocean Policy Committee

I understand, through staff contacts, that the purpose of the Ocean Policy Committee is to examine the domestic resource aspects of U.S. ocean policy. The Committee would have an unlimited mandate to develop policy on U.S. management of its ocean resources, and would also provide a significant input into the NSC Under Secretaries' Committee Task Force on Law of the Sea.

I have the following specific comments on the proposed statement:

- Treasury should be a member of the Committee.
- The focus on domestic resource considerations, as opposed to international policy, should be made more explicit. Domestic Council staff say that State Department approves establishment of the Committee, and State would certainly want to avoid any apparent fragmentation of its responsibility for international considerations. In some cases--page 2, paragraph 2, "... examine all of our ocean policies..." and page 1, paragraph 4, "...re-examine its ocean policies..."--the language is very broad, and could cause confusion.

I hope that the Ocean Policy Committee will act quickly to specify its immediate objectives and contribute to ongoing preparations for international negotiations.


Frank G. Zarb
Associate Director



THE WHITE HOUSE

WASHINGTON

September 30, 1974

MEMORANDUM FOR: NORM ROSS
FROM: DAVE GERGEN
SUBJECT: STATEMENT ON OCEAN POLICY
COMMITTEE

I have revised and shortened the suggested Presidential statement. Would you please review it, Norm, and then return it with your suggestions? I will give it to Paul Theis, and I would presume that NSC, OMB and Secretary Dent might then want to review.

Thanks.



(DGergen - edit)

DRAFT
September 30, 1974

STATEMENT ON CREATION OF OCEAN POLICY COMMITTEE

High on the list of world concerns today is how well we can develop and share the earth's natural resources.

In recent months there have been international conferences on energy and on the law of the sea. This November the world's nations will gather again in an important conference on food.

The United States welcomes these attempts to solve the very tough problems of natural resources through international cooperation. We are committed to a full-scale effort both at home and in our diplomatic policies to finding better ways of coping with the world's growing needs.

While the problems of energy and food dominate the headlines, we must not overlook the questions arising from the potential uses of our seabeds. The recent United Nations Conference on the Law of the Sea, attended in Caracas by some 150 nations, makes it clear that the United States should re-examine its ocean policies in order to insure the preservation of national interests, grasp new opportunities, and meet the new obligations which we can expect to be ours.



To provide for an orderly review of our ocean policies, I am today establishing within the Domestic Council a cabinet-level Committee on Ocean Policy, under the chairmanship of the Secretary of Commerce. The committee's membership will consist of the heads of the Departments of State, Defense, Transportation and Interior, the National Science Foundation, the Environmental Protection Agency, the Council on Environmental Quality and the Office of Management and Budget.

As its first order of business, I am asking the committee to examine all of our ocean policies and to provide me with institutional, legislative and programmatic recommendations which can sustain and foster our interests in the future.

Our use of the seas is sharply rising. Their food, energy and minerals are urgently needed. We now realize that the fisheries, shorelines and clean water are not inexhaustible. Through the work of this new committee, I am hopeful that we can learn to conserve and manage these resources more wisely and to create a climate in which all nations can share these resources fairly and harmoniously.

#



Marine Technology Society

1730 M Street, N.W., Washington, D.C. 20036 (202) 659-3251



30 October 1974

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Mr. Norman E. Ross, Jr.
Assistant Director
Domestic Council
White House (Room 218)
Washington, D. C. 20500

Dear Norman,

The Marine Technology Society will, with the January issue of the Journal, start to report monthly on national ocean policy developments.

The primary purpose of this brief note is to introduce to you Mr. Edward J. Linky. He is a lawyer by training as well as a graduate in marine affairs. Mr. Linky has agreed to write these monthly articles for MTS. In doing so, I expect he will be contacting you personally.

These reports on ocean policy developments will be a valuable service to the marine community. Your help and cooperation is greatly appreciated.

Sincerely,

Stewart B. Nelson
Director for Public Education



FEDERAL COUNCIL FOR SCIENCE AND TECHNOLOGY
Interagency Committee on Marine Science and Engineering
U.S. DEPARTMENT OF COMMERCE
6010 Executive Boulevard
Rockville, Maryland 20852

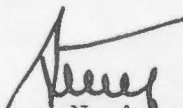
November 6, 1974

Mr. Norman Ross
Assistant Director
Domestic Council
White House
Room 218
Washington, D.C. 20500

Dear Norm:

Attached hereto is a revised version of the memorandum proposed for Secretary Dent to send out setting up the first meeting of a new Domestic Council Committee on Ocean Policy. Any suggestions for change you have are welcome.

Yours truly,


Steven N. Anastasion
Executive Secretary

Attachment



11/8

MEMORANDUM TO _____

SUBJECT Domestic Council Committee on Ocean Policy

As you know, on _____ the President announced the formation of a Domestic Council Committee on Ocean Policy under my chairmanship. He designated membership for this cabinet-level Committee as follows:

I believe that the purpose for which this Committee has been established and the domestic issues in which it will have impact are among the most critical for the long-term future of our Country and the welfare of its citizens. Attached hereto for your reference is a copy of the President's announcement.

The Domestic Council Committee on Ocean Policy will hold its first meeting on _____ at 2 p.m. in Room _____ of the Old Executive Office Building. The agenda for this meeting is also attached. Please notify _____ at _____ of alternates and staff who will be accompanying you.

At this meeting, I would welcome your views on the scope of activity with which our Committee should concern itself and the domestic ocean policy issues which you believe to be critical to our national interests and appropriate for consideration by our Committee. In order to open our discussions in this regard, I have asked my staff to prepare for us a draft Committee charter and proposals for Committee policy review addressing three pressing areas: Fisheries, Deep Ocean Mining, and Enforcement and Surveillance. These documents are also attached.

I look forward to working with you in this new opportunity which our Committee on Ocean Policy provides to evolve policies on domestic ocean issues of importance to the Administration.

Secretary of Commerce

Attachments



FEDERAL COUNCIL FOR SCIENCE AND TECHNOLOGY
Interagency Committee on Marine Science and Engineering
U.S. DEPARTMENT OF COMMERCE
6010 Executive Boulevard
Rockville, Maryland 20852

f.le
Ocean Policy

November 8, 1974

TO: Distribution

FROM: John H. Clotworthy
NOPS/SCOPS Liaison

JHC

SUBJECT: National Ocean Policy Study - Status Report No. 2

The Ocean Data Resources report has been delivered to the Ocean Policy Study staff and it is expected to go to the printer within the next week.

Over the past month and a half NOPS has had a supporting staff member from the Library of Congress developing an outline of suggested tasks (including studies, hearings, and the development of policy papers and legislation) to be conducted over the next two or more years. A very general draft in the form of a briefing paper for oral presentation and discussion has been completed and a first cut has been made by the NOPS staff to establish priorities. This is still in very preliminary form and lacks any detail as to precisely how the tasks will be dealt with or the level of effort that might be required. Twenty-three tasks have been identified.

Quite aside from this planning effort, it appears that the Great Lakes area will be singled out by NOPS for a detailed look at Federal agency activities, the manner in which interagency coordination is carried out and the degree to which they are responsive to the needs of the States bordering the lakes. John Hussey, the staff director, has heard from a number of sources that problems exist in interagency coordination and that there is some overlap of activities among several Federal agencies. It is presently anticipated that ICMSE will be asked to initiate and coordinate a study of Federal agency activities in the Great Lakes area.

The OTA assessment of coastal zone impacts of outer continental shelf resource development, deepwater ports, and offshore nuclear power plants in the Delaware/New Jersey area is moving toward the contract award stage. The response to their RFP was excellent.



edu

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U.S. DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
Rockville, Md. 20852

file

Date : November 25, 1974

Reply to Attn. of:

To : Members of the Select Committee on Ocean Policy Study

From : *JH* John H. Clotworthy
NOPS/SCOPS Liaison

Subject:

At the meeting on November 21st a request was made that a copy of the OTA statement of work for the recently awarded New Jersey/Delaware coastal zone impacts contract be sent to the membership.

Attached is enclosure 1 from the RFP (the statement of work) and the press release announcing the contract award.

Attachments

Distribution:

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Dr. Jack Posner

Cmdr. John W. Duenzi
Mr. Henry Anderson
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Cmdr. Richard de Cor



1129

NEW USE DEMANDS ON THE COASTAL ZONE AND
OFFSHORE AREAS OF NEW JERSEY AND DELAWARE

A Regional Assessment of the Potential Effects of Proposed Offshore
Petroleum Production, Deepwater Ports and Nuclear Power Plants

STATEMENT OF WORK

I. GENERAL INSTRUCTIONS

This assessment will examine certain projected uses of the coastal zone and offshore areas, extending to the seaward limits of the Outer Continental Shelf, off the states of New Jersey and Delaware. The proposed introduction of three major offshore technologies, hereafter referred to as "the proposed new uses," related to petroleum development, nuclear power and deepwater ports, including primary and secondary impacts, both onshore and offshore, of these options, and alternatives to their introduction, shall be assessed.

The pressure to utilize the new offshore technologies stems from three primary sources: (1) proposed exploration and development of petroleum resources in the Baltimore Canyon, (2) the projected siting of nuclear power plants offshore, and (3) the use of deep draft tankers which may require construction of port facilities in deepwater offshore.

This area is now used for commercial shipping, fisheries, recreation, cable runs, waste disposal, and its coastal zone has intensive commercial development. It also has wetlands, parklands, and a high population density with attendant pressure on quality of life. The protection of traditional uses such as fisheries and recreation and the potential environmental and social risks weighed against these possible new demands have created substantial requirements for new Federal and state legislation regarding the continental shelf and the coastal zone for its protection and use. While some of the necessary legislation has been enacted, additional action by the Congress will be necessary. The product of this assessment will be used to provide a foundation for proposed new legislation, and for likely amendments and Congressional oversight related to such Acts as the Coastal Zone Management Act (16 USC 1451-1464), the Outer Continental Shelf Lands Act (43 USC 1331-43), and other related legislation.

Progress has been made in environmental, technical and economic studies of specific uses of this offshore area and others, and these will be valuable in conducting this assessment. The problems of multiple offshore uses, their interactions, and their direct and secondary impacts on adjacent coastal states have not been addressed in an overall assessment.



This assessment will address the physical, biological, environmental, economic, social and political effects of introducing these technologies in this specific geographic region. And in so doing will:

1. Provide the Congress with suitable unbiased information on benefits, risks, compatibilities and conflicts associated with permitting or prohibiting technology applications offshore of one or more of the proposed new uses of petroleum production, port construction and power plant siting in the assessment region.
2. Evaluate the technological options available to accomplish each proposed new use and the effects of using them in various combinations.
3. Identify the onshore requirements and alternatives for support facilities such as terminals, refineries and pipelines for the proposed new uses and their onshore effects and impacts.
4. Identify the legislative options, management and regulation options and needs in Federal or state jurisdictions to achieve the desired benefits at the lowest possible cost.
5. Identify information not presently available and evaluate relative significance, as it relates to technical and legislative decision-making.
6. Assure maximum benefits and elimination of duplication in this effort through comprehensive search, evaluation and critical analysis of applicable reports, studies, and other data available from Federal and other sources.

II. PRODUCTS

The major products of this assessment sought by the Congress include, but are not necessarily limited to, the following:

- A. Impacts created offshore and onshore by each proposed new use.
- B. Needs served by each proposed new use.
- C. Alternatives to permitting each proposed new use in the impacted areas.
- D. Analysis of the proposed new uses' and their alternatives' combined impacts, which may indicate whether one or more should be encouraged or discouraged.
- E. Optimum locations, technologies and rates of development if one or more of the proposed new uses is implemented. (Locations defined in existing studies will be the basis for this analysis.)



- F. Opportunities to increase benefits or decrease detriments through combined or interrelated utilization of the three proposed new uses and indication of regulatory options to encourage or require such advantageous interrelationships as identified.
- G. Benefits and costs (e.g., social, environmental and economic), if any, that would ensue, and for whom, if one or more of the proposed new uses is permitted. Ways these costs might be controlled or eliminated by new legislation or other action at Federal, state and local levels.

III. STUDY FACTORS

Each of the following factors should be considered by the bidder in responding to this request for proposals:

A. Technology Options

Offshore oil production, offshore ports and offshore nuclear power plants have all been accomplished or proposed in several basically different physical configurations. They are:

- (i) Oil production: Conventional platforms and subsea production systems;
- (ii) Ports: Mono-buoys, fixed structures, and artificial islands;
- (iii) Nuclear plants: Floating hulls, fixed structures and artificial islands.

The variations are the result of different physical environments, economic or safety considerations, innovation and other factors. The advantages and disadvantages of each as they relate to impact factors and the unique geographic features of the region should be analyzed.

B. Economic Factors

The economics related to technical options, impact factors, alternatives to permitting the proposed new uses, and the economic benefits and costs associated with the proposed new uses and traditional uses, must be developed from historical and forecast data.

C. Legislative, Legal and Institutional Considerations

The bidder will identify the existing and pending Federal and state legislation as it defines jurisdiction, management, and regulation of the affected onshore and offshore areas, and the specific technologies considered in this assessment. For purposes of this study.



which is an examination of alternatives, it will be necessary for the bidder to consider the uses and alternatives in the coastal zone under varying patterns of state legislation.

D. Impacts

An assessment methodology, which will include, but not necessarily be limited to, impacts on society, environment, economy, aesthetics, land use, and natural resources is required.

E. Comparisons

Comparisons should be made between permitting and not permitting the proposed new uses with alternative means of supplying the product of services that would be derived from the new uses. An analysis of the effects of the impact factors both onshore and offshore if alternative means are employed should also be made.

F. Assessment Constraints

To make this assessment most useful to the Congress, the constraints outlined below will be applied.

1. Geographic

Seaward area:

The area south of a line extended due east from Sandy Hook, New Jersey, to the 100 fathom contour, and the area north of a line extended due east of the southern state boundary of Delaware to the 100 fathom curve.

Onshore area:

In defining the areas for assessment of onshore impacts, the bidder must provide a comprehensive study plan, including a geographic framework, within which to examine both primary and secondary impacts.

2. Technological

Since action to permit or discourage offshore and related onshore development for the proposed new uses defined herein apparently will be taken in the near future, technological alternatives should be limited to those which are in use elsewhere or which have been proposed to be accomplished without significant additional research and development.

3. Level of Effort

Total level of effort is estimated to be approximately



4. Information Sources

For purposes of this assessment, the bidder should limit himself to available information sources and they should be clearly identified.

5. Time Frame

Impacts should be analyzed in detail through 1985. Impacts that can be forecast from 1985 to 1995 should also be included.

IV. REPORT

The principal product of this effort will be a final report in two volumes. The first volume will be a comprehensive summary document, with conclusions, written for a non-technical audience. The second will be a complete report supporting and substantiating the statements and conclusions summarized in Volume I. Volume II should also document and evaluate: the analytical and assessment methodology used and its applicability to other geographic regions; details of the physical and social feasibility and impact data used; the identification of major related investigations of this type in progress or recently completed. It should include also an annotated bibliography critiquing source materials used.

V. SCHEDULE OF REPORTS

The project's reports will be due in three phases as follows:

Phase A: Detailed Problem Definition and Approach. Written report (100 copies) due forty-five (45) days after date of contract; oral presentation to be made approximately two weeks thereafter.

Phase B: Preliminary Analysis. Written preliminary report (100 copies) due eight (8) months from date of contract; oral presentation to follow within two weeks.

Phase C: Final Report. Final report draft due ten (10) months from date of contract; final report (100 copies) due two months later.

Highlight reports will be due each month of the contract period.



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DANIEL V. DE SIMONE
Deputy DirectorFor Immediate Release
November 18, 1974For Further Information
Contact Dick Kirschten
(202) 224-0731

OTA ANNOUNCES STUDY OF IMPACTS OF OFFSHORE OIL AND GAS DEVELOPMENT

A half-million-dollar contract for an evaluation of the potential risks and benefits of oil and gas development in the waters off the New Jersey-Delaware coast has been awarded by the Congressional Office of Technology Assessment.

The OTA study will advise Congress on proposed oil and gas drilling in the Outer Continental Shelf area known as the Baltimore Canyon; the advantages of alternative methods of recovery of such resources if they are found, and the means by which exploration and production--if deemed advisable--can be undertaken with least harm to the environment.

In addition, the assessment will examine the probable effects, both onshore and offshore, of the introduction or non-introduction of two other energy-related technologies currently being proposed off the New Jersey and Delaware coasts; deepwater ports for supertankers and offshore siting of nuclear power plants.

Senator Edward M. Kennedy and Congressman Charles A. Mosher, Chairman and Vice Chairman of the Technology Assessment Board, announced that the \$523,261 OTA assessment contract has been awarded to the firm of Braddock, Dunn and McDonald, Vienna, Virginia, which will be assisted by two

subcontractors, Hittman Associates, Columbia, Maryland, and Ecological Analysts, Inc., Baltimore, Maryland.

The study was requested by Senator Warren G. Magnuson, Chairman of the Senate Commerce Committee, and by Senator Ernest F. Hollings, Chairman of the Senate National Ocean Policy Study and Chairman of the Subcommittee on Oceans and Atmosphere of the Senate Commerce Committee.

The New Jersey-Delaware coastal region was selected as the site for the assessment in anticipation of possible Congressional consideration of imminent plans for the leasing of oil and gas exploration rights in the Baltimore Canyon. The simultaneously pending proposals for development of deepwater ports and offshore sites for nuclear power plants in the same general area add to the timeliness of the OTA study.

The onshore portion of the study area includes centers of high population density and extensive commercial and industrial development, as well as widely used recreational beaches and ecologically sensitive marshes and wetlands. Accordingly, the onshore impacts of the three proposed technologies -- including their potential for serving increased energy demands -- will be given major emphasis in the assessment.

Possible impacts on existing offshore uses, which include commercial and sport fishing, shipping, and waste disposal, also will be appraised. While many features of the New Jersey-Delaware coastal region are unique, it is expected that findings from this assessment will have application to other coastal areas as well.

The specific offshore technological equipment and techniques to be assessed include, conventional platforms and subsea production systems



used for oil production; mono-buoys, fixed structures and artificial islands to provide deepwater port facilities, and floating hulls, fixed structures and artificial islands for nuclear plant sites. Possible combined usages of these physical configurations are to be examined.

The study also will appraise the potential impacts of ancillary and support facilities likely to be constructed onshore in the event the proposed offshore technologies are put into place. These include terminals, shipyards, pipelines, fabrication and staging facilities, tank farms, electrical transmission lines, refineries, petro-chemical plants and other industrial activities which might be located in the vicinity to take advantage of new energy supplies.

The principal focus of the assessment report to Congress will center on the identification of policy alternatives which might encourage, inhibit or regulate the development of each of the proposed offshore technologies. These findings will be pertinent to Congressional deliberations in the areas of coastal zone management legislation, offshore oil and gas leasing policy, and the development of a comprehensive national energy policy.

The OTA assessment is to be conducted over an 11-month period with a preliminary draft of the final report due in August 1975, and the final version in October 1975.



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WASHINGTON, D.C. 20510

EMILIO Q. DADDARIO

DIRECTOR

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DEPUTY DIRECTOR

For Further Information
Contact Dick Kirschten
202-224-0731

FACT SHEET

The Office of Technology Assessment is an advisory arm of the United States Congress. Its basic function is to help legislative policy-makers anticipate and plan for the consequences of technological changes and to examine the many ways, expected and unexpected, in which technology affects people's lives. The assessment of technology calls for exploration of the physical, biological, economic, social and political impacts which can result from applications of scientific knowledge. OTA provides Congress independent and timely information about the potential effects and side-effects -- both beneficial and harmful -- of technological applications.

OTA consists of a nonpartisan Congressional board, comprised of six Senators and six House Members, which sets policy; a Director, who also is a member of the board; a Deputy Director and other officers and employees; and a 12-member citizens advisory council, which includes as ex-officio members the Comptroller General of the United States and the Director of the Congressional Research Service of the Library of Congress.

The chairmanship of OTA's Congressional board rotates between the Senate and the House in alternate Congresses. The current Board Chairman is Senator Edward M. Kennedy, Democrat of Massachusetts. The Vice Chairman is Congressman Charles A. Mosher, Republican of Ohio.

The Director of OTA is Emilio Q. Daddario, a former Member of Congress who was instrumental in the development of the Technology Assessment Act. The Deputy Director is Daniel De Simone, a former White House science policy assistant. The Chairman of the citizens advisory council is Harold Brown, President of the California Institute of Technology. The Vice Chairman is Edward Wenk, Jr., of the University of Washington.

Established by Public Law 92-484, OTA opened for business in January 1974 and soon thereafter was asked by Congress to undertake assessments in six areas; food, energy, the oceans, materials resources, health, and urban mass transportation.



got
sent cc's to Cmdr. Flynn and Paul Thies, 1-17,

asking them for their comments

November 20, 1974

PROPOSED STATEMENT

BY THE PRESIDENT

ON

ESTABLISHMENT OF THE DOMESTIC COUNCIL COMMITTEE ON

OCEAN POLICY

During the past decade, our national concern for the ocean and its resources have been shaped by realization of the growing role that wise use of the seas plays in the welfare of our people. We have created institutions and adopted laws which have provided our Nation with arrangements for the protection and use of the oceans and its resources. Through this process, we have defined ocean policies which have enabled us to develop the energy resources of our continental shelves, improve the management of our fisheries, protect and manage our coastal zones, and improve the quality of our ocean waters.

In recent years, however, the oceans have markedly increased in importance as a source for alleviating a number of critical problems facing our nation. Our use of the seas is sharply rising. Its food, energy, and minerals are urgently needed. Pressures grow on it as a medium for recreation and transportation.

We now realize that the fisheries, shorelines, and clean water are not inexhaustible. Many natural resources are already inadequate for present demands.



We must conserve and manage these resources in the public interest, and we must insure the fair distribution of resources among users.

We are beginning to comprehend the complexity of the marine environment, especially the coastal zone, and the interplay of economic, social, political, and ecological factors which generate conflicts.

This increased realization of the value of the oceans to our society makes urgent our need to reexamine our domestic ocean policies. This has been recognized by the Congress, the National Advisory Committee on Oceans and Atmosphere, and many other concerned elements of our society. Furthermore, a reexamination will contribute to our policies for a new order of ocean affairs, with new opportunities and obligations, which will result from the United Nations Law of the Sea Conference.

For these reasons, and to provide for the orderly review of these policies as they affect our domestic ocean activities, I am today establishing within the Domestic Council a cabinet-level Committee on Ocean Policy, under the chairmanship of the Secretary of Commerce. This Committee's membership will consist of the heads of the Departments of State, Defense, Transportation, and Interior, the National Science Foundation, the Environmental Protection Agency, the Council on Environmental Quality, and the Office of Management and Budget.



5732

rec'd Jan 27

Sent copies to Cmdr Flynn, NSC and
Paul Thies, asking for their comments (1-17-75)

1
rec'd Thies.

November 20, 1974

PROPOSED STATEMENT

BY THE PRESIDENT

ON

ESTABLISHMENT OF THE DOMESTIC COUNCIL COMMITTEE ON

OCEAN POLICY

During the past decade, our national concern for the ocean and its resources have been shaped by realization of the growing role that wise use of the seas plays in the welfare of our people. We have created institutions and adopted laws which have provided our Nation with arrangements for the protection and use of the oceans and its resources. Through this process, we have defined ocean policies which have enabled us to develop the energy resources of our continental shelves, improve the management of our fisheries, protect and manage our coastal zones, and improve the quality of our ocean waters.

In recent years, however, the oceans have markedly increased in importance as a source for alleviating a number of critical problems facing our nation. Our use of the seas is sharply rising. Its food, energy, and minerals are urgently needed. Pressures grow on it as a medium for recreation and transportation.

We now realize that the fisheries, shorelines, and clean water are not inexhaustible. Many natural resources are already inadequate for present demands.



We must conserve and manage these resources in the public interest, and we must insure the fair distribution of resources among users.

We are beginning to comprehend the complexity of the marine environment, especially the coastal zone, and the interplay of economic, social, political, and ecological factors which generate conflicts.

This increased realization of the value of the oceans to our society makes urgent our need to reexamine our domestic ocean policies. This has been recognized by the Congress, the National Advisory Committee on Oceans and Atmosphere, and many other concerned elements of our society. Furthermore, a reexamination will contribute to our policies for a new order of ocean affairs, with new opportunities and obligations, which will result from the United Nations Law of the Sea Conference.

For these reasons, and to provide for the orderly review of these policies as they affect our domestic ocean activities, I am today establishing within the Domestic Council a cabinet-level Committee on Ocean Policy, under the chairmanship of the Secretary of Commerce. This Committee's membership will consist of the heads of the Departments of State, Defense, Transportation, and Interior, the National Science Foundation, the Environmental Protection Agency, the Council on Environmental Quality, and the Office of Management and Budget.



THE WHITE HOUSE
WASHINGTON

January 17, 1975

OH RR

TO: Paul Thies

FROM: Norman E. Ross, Jr. *[Signature]*

Attached is the revised statement
on the establishment of the Domestic
Council Committee on Ocean Policy.

I would appreciate your comments
on this statement.

gc 1/17/75



Return to Research
ROOM 128
November 20, 1974

PROPOSED STATEMENT

BY THE PRESIDENT

ON

ESTABLISHMENT OF THE DOMESTIC COUNCIL COMMITTEE ON

OCEAN POLICY

During the past decade, our national concern ~~for the ocean~~ *about the world's oceans*
~~their~~ *has grown significantly.* ~~We are concerned~~
and its resources have been shaped by realization of the growing role
about intelligent ~~that wise use of the seas plays in the welfare of our people.~~ *As a result,*
~~we~~ *to provide* have created institutions and adopted laws ~~which have provided~~ our
Nation with arrangements for the protection and use of the oceans
~~their~~ *slu* and its resources. ~~Through~~ this process, we have defined ocean
Enabling policies ~~which have enabled~~ us to develop the energy resources of
our continental shelves, improve the management of our fisheries,
protect and manage our coastal zones, and improve the quality of
our ~~offshore~~ waters.

more
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we face as a problems ~~facing our~~ nation. Our use of the seas is sharply rising

Its food, energy, and minerals are urgently needed. Pressures
means of grow on it as a ~~medium for recreation and transportation and recreation.~~ *recreation.*

We ~~now~~ realize that the fisheries, shorelines, and clean water
are not inexhaustible. Many natural resources are already inadequate
for present demands.



We must conserve and manage these resources in the public interest, and we must insure the fair distribution of resources among users.

We are beginning to comprehend the complexity of the marine environment, especially the coastal zone, and the interplay of economic, social, political, and ecological factors which generate conflicts.

This increased realization of ~~the value of~~ ^(value) the oceans to our society ~~requires urgent reexamination of~~ ^{requires urgent reexamination of} our domestic ocean policies.

This has been recognized by the Congress, the National Advisory Committee on Oceans and Atmosphere, and many other concerned elements of our society. Furthermore, ^{such} a reexamination will contribute to our policies for a new order of ocean affairs, with new opportunities and obligations, which will result from the United Nations Law of the Sea Conference.

For these reasons, and to provide for the orderly review of these policies as they affect our domestic ocean activities, I am today establishing within the Domestic Council a cabinet-level Committee on Ocean Policy, under the chairmanship of the Secretary of Commerce. This Committee's membership will consist of the heads of the Departments of State, Defense, Transportation, and Interior, the National Science Foundation, the Environmental Protection Agency, the Council on Environmental Quality, and the Office of Management and Budget.

[Handwritten signature]



MEMORANDUM

NATIONAL SECURITY COUNCIL

File

January 27, 1975

MEMORANDUM FOR NORM ROSS

FROM:

Gerrish C. Flynn *A*

SUBJECT:

Domestic Council Ocean Policy Committee

In reply to your memorandum of January 17, I have reviewed the proposed Presidential statement on establishment of the Domestic Council's Committee on Ocean Policy. The following comments and recommendations, keyed to the draft text, are designed to draw a clear distinction between the domestic ocean policy concerns of the Domestic Council and the international ocean policy concerns of the National Security Council:

Page 2, paragraph 1. Change to read as follows: "We must conserve and manage these domestic resources in the public interest, and insure their fair distribution among users."

Page 2, paragraph 2, line 3. Change to read as follows: ". . . economic, social, political, and ecological factors which affect our policy on domestic ocean use."

Page 2, paragraph 3, lines 6-7. Change to read as follows: ". . . for a new order of domestic ocean affairs, with new opportunities and added responsibilities."

Page 2, after paragraph 3, insert following new paragraph: "This renewed attention to our domestic oceans interests parallels the United States' attention together with other nations to international oceans issues including those currently being addressed in the United Nations Law of the Sea Conference. Accordingly, the work of the new Domestic Council Committee will parallel on domestic ocean issues the work of the National Security Council and its committees on international oceans policy and the Law of the Sea negotiations."



Page 2, paragraph 4, lines 3-4. Change to read as follows: ". . . today establishing, at cabinet level, the Domestic Council Committee on Ocean Policy, under the chairmanship. . ."

I hope that these informal comments and recommendations are of assistance. In keeping with our October 19 memorandum on this subject, we look forward to reviewing formally at the principals' level the final draft of the President's proposed statement on the establishment of the Ocean Policy Committee.



THE WHITE HOUSE
WASHINGTON

March 8, 1975

MEMORANDUM FOR: DICK DUNHAM
FROM: NORM ROSS *NR*
SUBJECT: Proposed Domestic Council
Committee on Ocean Policy

The following background information and request are presented for your consideration prior to responding to Senator Hollings and Representative Mosher's recommendation that the Domestic Council establish a National Ocean Policy Committee.

On August 1, 1974, Secretary Dent recommended that there be established a new Domestic Council Committee on Ocean Policy (Tab A). The Committee would be chaired by the Secretary of Commerce and would include State, Defense, Transportation, Interior, National Science Foundation, EPA, Council on Environmental Quality and OMB.

In staffing Secretary Dent's proposal, the challenge has been in clearly and specifically delineating the scope of the proposed Domestic Council Committee from that of the existing National Security Council Law of the Sea Task Force.

The Domestic Council Committee would concern itself with three specific policy studies.

Fisheries Policy Study

- Policies for management of fisheries under new regimes arising from LOS or unilateral decisions
- Changing roles of State-Federal and international management bodies
- Principles for granting access to foreign vessels to extended zone of economic resource jurisdiction



Deep Ocean Mining Policy Study

- Policies and institutional arrangements to assist the development of a U.S. deep seabed mining industry
- Accommodations to probable international regulations arising from LOS
- Means for developing deepsea mining in an environmentally sound manner

Enforcement and Surveillance Policy Study

- Federal/State division of responsibility resulting from increase of territorial limits from 3 to 12 miles
- Requirements resulting from a 200 mile economic resource zone
- Enforcement requirements for control of fisheries for highly migratory and anadromous species outside the economic resource zone
- Coastal State responsibilities for pollution controls in the economic resource zone

Details of the policy studies including objectives and expectations are provided at Tab B.

I would like to discuss this with you at your convenience.



A



AUG 1 - 1974



THE SECRETARY OF COMMERCE
Washington, D.C. 20230

MEMORANDUM FOR THE HONORABLE KENNETH R. COLE, JR.
DIRECTOR, DOMESTIC COUNCIL
THE WHITE HOUSE

SUBJECT: Review of National Ocean Policies

Following our discussions, I have been reviewing potential ocean policy initiatives by the Administration. The opportunities and obligations of the post "Law of the Sea" (LOS) world offer a unique framework for revising and strengthening our ocean policies. The statement last week by Ambassador Stevenson, our chief delegate to the LOS Conference, publicly declares key elements of U. S. views and offers us an opportunity to now move on some issues.

In particular, I refer to our public acceptance of a 12-mile territorial sea, and a 200-mile coastal state economic resource zone of jurisdiction. The U. S. acceptance of these is conditioned on the satisfactory negotiation of many other issues. It seems certain, nevertheless, that these key elements of our position and interests match closely with those of an overwhelming majority of nations. These concepts have far-reaching implications and now require a thorough examination of our institutional, legislative, and programmatic arrangements and activities. Each will clearly involve new approaches for fisheries management as well as enforcement and surveillance.

Our position on seabeds and the mining of manganese nodules still remains far apart from the majority with respect to the degree of authority vested in an international organ vis-a-vis individual nations. Nevertheless, we should begin now to devise institutional and legal arrangements which will enhance the opportunities and reduce the risks of developing an economically viable U. S. manganese nodule mining industry. Also, whatever the final outcome, we have an important obligation to prevent or minimize damage to the marine environment from deep sea mining operations.

There are, of course, other aspects of LOS which I have not touched upon--vessel-source pollution and pollution regulation with which we must eventually deal. There are the problems of straits, scientific research, freedom of navigation and others. All of these need to be considered as we review ocean policy. However, until the likely outcome is clearer, we can defer consideration.

I have not addressed herein oil and gas development on the continental shelf. For the moment, I believe that the President's energy program

and Project Independence provide an adequate statement of our policies. However, as we go along, we will want to examine the adequacy of the energy policy in light of the LOS treaty which finally emerges.

I recommend, therefore, that the Domestic Council initiate a review of our national ocean policies in the context of the post-LOS world. The initial efforts would be directed toward fisheries, enforcement, and surveillance, as these may be affected by a 12-mile territorial sea and by a 200-mile economic zone, and toward deep seabed mining.

I have attached for your review the following:

1. A proposed announcement by the President stating the need for a re-examination of our ocean policies, and the establishment for this purpose of a cabinet-level committee of the Domestic Council under the chairmanship of the Secretary of Commerce. (Attachment #1)
2. Outlines for three Policy Studies. (Attachment #2)
Each outline specifies:
 - a. Purpose and Objectives
 - b. Expectations
 - c. Measures of Effectiveness
 - d. Proposed Membership for the Study

You will note that the outline for the fisheries policy study is more detailed and specific than the other two. This is because of our Department's deeper involvement in this issue than the others and because we have had to consult with the departments which are heavily impacted.

3. A tentative schedule of events, leading to final consideration of initiatives by the Domestic Council. (Attachment #3)

If you find the foregoing an acceptable approach to a review of the Administration's ocean policies, I would appreciate the opportunity to discuss further action with you.

(Signed) Frederick B. Dent

Secretary of Commerce

Attachments



B

FISHERIES POLICY STUDY

PURPOSE

To revise policies and programs for the management, conservation, and development of United States fisheries which will respond effectively to the results of the Law of the Sea Conference, and to highlight the legislative, institutional, and programmatic needs which will be necessary to implement these.

OBJECTIVES

1. To develop policies for management programs for fisheries which will be required under the new regime, especially where inter-State, Federal/State, or international cooperation is required, in order to optimize catches and economic returns within a conservation framework.
2. To examine the roles of the Federal and State Governments in management of fishery resources in the extended territorial sea and in the zone of extended economic jurisdiction, with a view to providing suitable institutional arrangements involving these levels of government.
3. To develop principles for granting access to foreign nations to fishery resources within the new zone of extended economic jurisdiction.
4. To examine the impact of extended jurisdiction on imports and exports of fishery products.
5. To study the impact of Law of the Sea actions on the United States distant water and anadromous fisheries, and measures to ensure their economic health.
6. To examine the impact of Law of the Sea actions on the capital investment and technical development of the U.S. fishing industry, and the possible changes necessary in Government assistance programs.



7. To examine the needs for fishery surveillance and enforcement which might result from extended territorial limits and a new zone of extended economic jurisdiction. (This item will receive attention in the Enforcement and Surveillance Study.)
8. To examine the research and assessment required in fisheries matters to support new United States fishery policies.

EXPECTATIONS

The actions and decisions which will emerge from the Law of the Sea Conference now underway in Caracas will offer excellent prospects for U.S. fisheries. If a 200-mile economic zone is agreed upon, fisheries resources that will come under U.S. control could yield 40.7 billion pounds of catch each year, valued at \$610 million--ten times larger than the present domestic catch. For various biological, institutional, and economic reasons, it would be unrealistic to expect all of this impressive potential to be gained, but expectations are substantial.

- o Foreign fishing fleets now operating off the U.S. coast within 200 miles would be excluded from these waters except with explicit United States permission. This could eliminate one of the most difficult problems facing the domestic fishing industry. United States fleets would have priority access to a harvest of 3.2 billion additional pounds, the amount of U.S. marketable fish now caught in these waters by foreign vessels, and those not taken by U.S. fleets could yield substantial economic returns through rents and fees from allowed foreign operations.
- o The United States would control the development and management of coastal fisheries, and have increased control over anadromous species of fish. This would permit the rational management of coastal fisheries. Instead of the present weak international management authorities, the U.S. could manage to optimize



conservation measures and economic returns. Restoration of depleted stocks could take place, and an estimated 402 million pounds of added catch could result if damaged resources were brought up to the level of maximum sustainable yields.

- o Better management and enforcement will insure availability of resources and a new climate would be created for the flow of capital into an improved fishing industry, since uncertainties would be reduced. Expansion of fishing, processing, distribution, and marketing capacity within the fisheries industry would result. The attractiveness of developing the additional 2.1 billion pounds of under-utilized seafood would be enhanced.
- o The unfavorable competitive economic position of the United States fishing industry would be improved by increasing its productivity through technological improvements that would be a concomitant of the above changes.
- o The removal of institutional barriers to satisfactory development and management of multiple use of the oceans would be made easier. Inter-state, Federal/State, and international responsibilities and powers could be more clearly and equitably set forth, and more effective and forceful management could result from increased cooperative action and by assumption of appropriate aspects of research and regulatory functions now performed by international commissions.

MEASURES OF FISHERIES POLICY EFFECTIVENESS

What we seek to achieve by adopting new fisheries policies should be measurable. Some measures of effectiveness that should be considered are:

- o Improved protection of fish stocks and restoration of stocks damaged through over-exploitation by domestic and foreign fishermen.



- o Stable or increased catches of useful species.
- o Utilization of resources now wasted or now used by foreign fishermen only.
- o A profitable U.S. fishing industry.
- o Development of improved biological and economic data to erect and support management and allocation programs in fisheries involving highly migratory and anadromous species.
- o Assurance that laws and regulations on fishing and related matters can be enforced.
- o Protection and enhancement of U.S. national interests in respect to allocation of seafood resources controlled by this country, and to the monetary returns from their use by other nations.
- o Increased employment opportunities throughout the U.S. fish harvesting and processing industries.

PROPOSED MEMBERSHIP FOR A FISHERIES POLICY STUDY

Department of Commerce -- Chairman
Department of State
Department of Transportation
Department of the Interior



OCEAN MINING POLICY STUDY

PURPOSE

To revise policies and programs needed under emerging Law of the Sea regimes for the development of a viable United States deep seabed mining industry, and to highlight legislative, institutional, and programmatic measures necessary thereto.

OBJECTIVES

1. To ensure adequate institutional and legislative programs to facilitate the offshore mining of manganese nodules by United States industry.
2. To define policies and programs required to develop deepsea mineral resources in an environmentally sound manner.

EXPECTATIONS

The world supplies of key minerals are short. The ocean floor contains widespread deposits of mineral nodules rich in copper, nickel, cobalt, and manganese--all metals of significant strategic and economic interest. The United States has inadequate supplies of the last three of these metals, producing less than 10 percent of the nation's needs. The U.S. also imports some copper. It is anticipated that world needs for the four metals will double by the year 2000. Seabed nodule deposits are reliably estimated in the billions of tons, and those which lend themselves to commercial exploitation could satisfy world demand for many years.

New technology of deep ocean mining for nodules places the harvest of this rich lode within grasp. The United States is at the forefront of these technological developments. The opportunity, therefore, exists to assure a supply of key minerals from the ocean floor by domestic industry. Three



American companies are presently engaged in the development of mining systems for operations as deep as 17,000 feet, and two of the firms have been operating pilot scale shore-based refining plants for the last three years. Commercial operations seem feasible as early as 1977 to 1980.

- o Success of these and similar ventures would be the equivalent of the discovery of major mineral reserves on U.S. soil.
- o Commercial development of the seabed nodules could reduce our present import requirements and dependence on overseas supplies of manganese, nickel, copper, and cobalt.
- o Our present net import deficit of these metals is over \$300 million annually.
- o Successful development of seabed resources will increase income and government revenues, and generate new employment.

MEASURES OF OCEAN MINING POLICY EFFECTIVENESS

The measures of effectiveness of an ocean mining policy should include:

1. Establishment of a profitable United States deepsea mining industry.
2. Increase in the proportion of key minerals essential to the United States produced by domestic industry.
3. Increased revenues to the United States Government.
4. Development of environmentally acceptable deepsea mineral mining technology.



PROPOSED MEMBERSHIP FOR AN OCEAN MINING POLICY STUDY.

Department of the Interior -- Chairman
Department of Commerce
Department of State
Department of Defense
National Science Foundation



OCEAN ENFORCEMENT AND SURVEILLANCE

POLICY STUDY

PURPOSE

To revise policies and programs for ocean enforcement and surveillance which will be required for the discharge of U.S. responsibilities as they may be defined by the Law of the Sea Conference.

OBJECTIVE

To define the legislative, institutional, and programmatic requirements of a system of enforcement and surveillance capable of meeting national and international requirements and obligations emerging from the Law of the Sea Conference.

EXPECTATIONS

Ocean enforcement and surveillance involves a large and complex range of activities. Adequate enforcement and surveillance is a sine qua non of sound ocean management and policy execution. Clearly, our national program of enforcement and surveillance will have to be changed and augmented as our national responsibilities and obligations are redefined by the Law of the Sea. Implementing legislation for new treaty obligations will require careful attention to enforcement and surveillance provisions. Present institutional arrangements and facilities will need to be geared to the increased responsibilities. Relative roles of Federal agencies require review, and State/Federal relationships in this field need examination. Collateral functions of air and sea facilities engaged in enforcement and surveillance as a primary duty require study. Such ancillary functions could involve environmental observations, fish stock assessment, etc.



Adequate enforcement and surveillance should lead to the following expectations:

- o An enforceable and credible system of fisheries management which can assure the conservation of fish stocks and suitable levels of economic return to our fishermen.
- o Improved compliance by foreign fishing fleets who will have access to fisheries resources within the 200-mile zone.
- o Improved quality of the marine environment through enforcement of pollution-related regulations.
- o Increased safety of all marine operations.

MEASURES OF OCEAN ENFORCEMENT AND SURVEILLANCE POLICY EFFECTIVENESS

Measures of effectiveness in this area require definition. Direct measures, such as compliance levels, numbers of infractions, etc., and their relationship to the objectives of programs for which regulations have been promulgated require more study.

PROPOSED MEMBERSHIP FOR AN ENFORCEMENT AND SURVEILLANCE POLICY STUDY

Department of Transportation -- Chairman
Department of Commerce
Department of the Interior
Department of Defense
Department of State
Environmental Protection Agency



MEMORANDUM

OFFICE OF THE VICE PRESIDENT
WASHINGTON

February 28, 1975

MEMO

TO: Dick Dunham

FM: Dick Allison *A*

RE: MATERIALS CURRENTLY HELD

FYI I am currently holding the following, uncertain as to what to do with them; unless otherwise instructed, I shall gladly continue to hold them, but I thought you should know they were here:

1. Memo for VP, undated, from Senator Hollings and Rep. Mosher recommending that the Domestic Council establish a National Ocean Policy Committee, with the VP as chmn; includes discussion of issues relating to the outer shelf, fisheries, transportation, and the coastal zone, as well as draft "action statement" by the VP. I have acknowledged receipt to Sen. Hollings's staff man in charge.

2. Copy of huge document from Zarb to Energy Resources Council; it is a commissioned study evaluating U.S. options re U.S. firms in international energy affairs.





UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
Rockville, Md. 20852

June 18, 1975

MEMORANDUM

TO: Members of the Select Committee on Ocean Policy Study

FROM: John H. Clotworthy
NOPS/SCOPS Liaison

Attached for your information is a copy of the National Ocean Policy Study: Planning Guidelines and Work Schedule for the 94th Congress.

It might be well in reviewing this document to note for discussion those tasks which might provide an opportunity for significant input by ICMSE/SCOPS. We can discuss the task statement at the July 31st meeting and develop plans for our interaction with NOPS at that time.

Attachment

Distribution:

Dr. Robert M. White
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Miss Janice K. Barnes



94th Congress }
1st Session }

COMMITTEE PRINT

NATIONAL OCEAN POLICY STUDY:
PLANNING GUIDELINES AND WORK
SCHEDULE FOR THE 94TH
CONGRESS

PREPARED AT THE REQUEST OF
HON. WARREN G. MAGNUSON, *Chairman*
COMMITTEE ON COMMERCE

AND

HON. ERNEST F. HOLLINGS, *Chairman*
NATIONAL OCEAN POLICY STUDY

FOR THE USE OF THE
COMMITTEE ON COMMERCE

AND

MEMBERS OF THE NATIONAL OCEAN
POLICY STUDY

PURSUANT TO

S. Res. 222

NATIONAL OCEAN POLICY STUDY



MAY 1975

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United States Senate

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WASHINGTON : 1975

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(II)

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(III)

MEMORANDUM OF EXPLANATION

U.S. SENATE,
SENATE COMMITTEE ON COMMERCE,
Washington, D.C., April 8, 1975.

DEAR COLLEAGUE: On February 19, 1974, the United States Senate adopted Senate Resolution 222, authorizing a National Ocean Policy Study. The Committee on Commerce, was directed to conduct the Study because of its long-standing jurisdictional interest over national and international issues involving the oceans and coastal zones.

This is a planning document for the use of the National Ocean Policy Study of the Committee on Commerce and its staff. Its purpose is to provide guidelines and work schedule goals for the Study activities during the 94th Congress, particularly the first session.

The Committee may wish to modify the guidelines and schedule to reflect general Senate concerns not evaluated or considered at this time but which may become greater priorities during the future.

This schedule of Ocean Policy Study activities for the 94th Congress reflects an extensive legislative program, involving not only the Committee on Commerce, but other Committees as well. The Ocean Policy Study will be assisted in this program by the Congressional Research Service (CRS) of the Library of Congress, the Office of Technology Assessment (OTA) and the General Accounting Office (GAO) by support of hearings, conduct of in-depth research, analyses and studies in specified areas.

The following sections of this document contain the planning guidelines and work schedule goals for the NOPS effort. Section I discusses activities related to coastal zone management and outer continental shelf affairs. Section II discusses activities related to fisheries. Two aspects of the reorganization of Federal ocean-related activities are discussed in Section III. Special studies are discussed in Section IV.

The enclosed planning guidelines and work schedule was submitted to all members and ex officios of NOPS. It reflects their comments and suggestions, as well as their approval, for the proposed work of the NOPS and its staff for the 94th Congress.

WARREN G. MAGNUSON,
Chairman, Committee on Commerce.
ERNEST F. HOLLINGS,
Chairman, National Ocean Policy Study.

I. COASTAL ZONE MANAGEMENT AND OUTER CONTINENTAL SHELF ACTIVITIES

Legislative activities related to Coastal Zone Management and the Outer Continental Shelf activities with which the Committee will deal during the 94th Congress, particularly the first session, include the following:

- General oversight of the Coastal Zone Management Act of 1972 and Federal activities thereunder;
- Committee interest in legislation to increase the supply of energy from the outer continental shelf;
- Examination of current attitudes of State executive and legislative personnel in regard to offshore oil and gas developments;
- Examination of the environmental and socio-economic impact of offshore oil and gas developments on the coastal zone;
- Consideration of non-petroleum, ocean-related energy sources to complement the oil and gas resources of the continental shelf;
- Consideration of the issues of public access to beaches and islands, and their recreational use;
- Examination of certain provisions of the Marine Protection, Research, and Sanctuaries Act of 1972 as they relate to other concerns of the Committee discussed in this paper;
- Oversight of deepwater port activities;
- Committee interest in land use policy and planning legislation and energy facilities siting.

These Committee activities are discussed in detail in the following sections of the report.

1. GENERAL OVERSIGHT OF THE COASTAL ZONE MANAGEMENT ACT OF 1972

The Coastal Zone Management Act of 1972¹ became effective in October, 1972, but its implementation was delayed for almost a year due to lack of funding support from the Administration. After extensive negotiations between members of the Committee on Commerce and the Administration, it was agreed that appropriations would be made available for implementing the Act. Subsequently \$12 million was appropriated, and in 1974, 31 of 34 coastal States and territories were awarded grants to begin the development of their coastal zone management programs.

In January of 1975, some technical amendments to the Act were approved as Public Law 93-612. These amendments made several changes in authorization levels and allocation formulas for program development, program administration, and estuarine sanctuaries grant programs in order to provide greater flexibility in the administration of grants.

¹ Public Law 92-583, 86 Stat. 1280, 92nd Congress, S. 3507, October 27, 1972.

During the 94th Congress, NOPS will continue its oversight of the Coastal Zone Management Act to assure that it is administered to serve the needs of the coastal States with proper implementation of the Congressional intent. Oversight review in the nature of NOPS hearings or Commerce Committee hearings on legislation are contemplated during the first session to deal with the following problem areas:

A. Extension of Sections 305 and 306 grant authority

While NOPS finds that NOAA's Office of Coastal Zone Management has done an excellent job in reviewing and approving section 305 grant applications in the short time funding has been available, the unforeseen delay in funding the Act has caused significant delays in beginning the development of coastal zone management programs in many coastal states. This means that whereas a State originally had a maximum of 5 years from the date of enactment to be eligible for section 305 development grants to complete its program, in reality that time has been reduced to less than 4 years. In the same vein the State's ability to take full advantage of section 306 administrative grants upon completion and approval of its program is diminished considerably.

This loss of more than a year in potential grant assistance is further complicated by increased energy development pressures on the coastal zone which have thrust additional planning requirements on some coastal states, pressures which were also foreseen at the time the Act was passed.

Oversight on this issue will focus on the need for additional time for coastal States to complete their planning process and to assure availability of grant assistance for management of a program once it has been approved.

B. Need for interstate coordination grant assistance program

At the present time the Act requires that coastal States coordinate their coastal zone programs with those of other coastal States. However, no funding exists to encourage regional or interstate agencies to develop interstate coastal plans which mesh with programs of two or more adjacent coastal States. With OCS development, deepwater ports, and increased energy siting activity in the coastal zone, interstate planning for large scale facilities assumes much greater importance because the impacts of these activities are, more often than not, regional in impact. S. 586, the Coastal Zone Environmental Act of 1975, includes provisions authorizing \$5,000,000 for interstate coordination. Hearings on this bill, and in joint Commerce Committee-Interior Committee hearings on offshore oil and gas development legislation planned for March and April, will serve as a forum for discussion of this particular problem.

C. Coastal research assistance

The National Advisory Committee on Oceans and Atmosphere (NACOA) has recommended that a grant program be established under the Act to provide coastal States with funds to undertake specific research projects, either in-house or through contract, asso-

ciated with the development of a coastal zone management program.² S. 586 includes a provision to establish such a program, and it will be closely considered in Commerce Committee hearings on that bill.

The National Oceanic and Atmospheric Administration, which is responsible for administering the Coastal Zone Management Act, also lacks the funding, but not the authority, to do impact studies of energy-related activities in the coastal zone. NOPS will give attention to enhancing the effectiveness of NOAA in doing research on the impacts of OCS development, deepwater ports, and other energy activity on the marine and coastal environment. It is expected that such information can be funneled into environmental impact statements and State coastal zone management programs so as to improve their acceptability to the general public and their applicability to decision-making.

D. National interest and Federal consistency

Two questions concerning the Coastal Zone Management Act that are expected to become important as coastal States move to complete their coastal zone programs and submit them for Commerce approval concern (1) the nature of the "national interest" in coastal zone management and (2) the meaning of the so-called "federal-consistency" provision contained in section 307 of the Act.

The Coastal Zone Management Act clearly states that there are certain aspects of coastal zone management that reflect a national interest. The Office of Coastal Zone Management has attempted to define national interest through regulations for the purpose of reviewing the adequacy of state programs. It is incumbent upon NOPS and the Senate Committee on Commerce to practice close oversight of the review of state programs to assure that an arbitrary definition of the national interest does not prevent any State's coastal zone management program from being approved. On the other hand, NOPS oversight will assure that national interest standards are not so lax as to be meaningless.

With regard to the "federal consistency" provision, many coastal states faced with offshore oil and gas development off their shores view this as the major Federal "carrot" for developing a coastal zone program. This provision provides that once a state's coastal zone program has been completed and approved, all Federal licenses and permits affecting that program shall be consistent with the state's approved coastal zone program. It is generally agreed that the term "licenses and permits" applies to energy development on the Outer Continental Shelf beyond the 3-mile limit, however it is expected that this will eventually be the subject of court proceedings to determine clarifications. In view of this emerging conflict, NOPS plans to examine the applicability of the federal consistency provision to OCS development to determine if more specific language is required in the Act. One proposal, which has been included in S. 586, the Coastal Zone Environment Act of 1975, would make the Act specific with regard to leases and the development, production, and energy facilities siting activities which directly or indirectly affect the coastal zone. This pro-

² National Advisory Committee on Oceans and Atmosphere. A Report to the President and the Congress: Third Annual Report, Washington, June 28, 1974: 34.

vision will be the subject of discussion by the Commerce Committee and the National Ocean Policy Study in upcoming Senate hearings on S. 586.

2. NOPS INTEREST IN IMPROVING LEASING POLICIES FOR FEDERAL OFFSHORE OIL AND GAS RESOURCES

A. NOPS Offshore development/coastal zone legislation

Last year NOPS devoted most of its time and efforts to a study of the environmental, social, and economic impacts of Outer Continental Shelf oil and gas development, and published four reports, with recommendations, which addressed ways in which present Administration leasing policies can be improved without delaying development. These recommendations formed the basis for S. 426, "The Outer Continental Shelf Lands Act Amendments of 1975," which was introduced by Senator Hollings and 21 other Senators on January 27, 1975. The major features of this legislation are the separation of exploration from development, the creation of a government-sponsored exploration program prior to leasing, designation of NOAA as the lead agency for environmental monitoring and Environmental Impact Statements for specific lease tracts, the creation of a \$200 million oil spill liability fund, and State and Congressional approval of Interior's leasing program.

A complementary proposal, S. 586, has also been introduced by Senator Hollings. Based also on the Study's hearings and report, this bill amends the Coastal Zone Management Act of 1972 to provide greater assistance to coastal States in ameliorating onshore impacts of OCS development. While this legislation includes other provisions than OCS-related ones, its principal feature is the creation of a Coastal Impact Fund of up to \$200 million a year for use by coastal states in planning and managing the impacts of OCS development. In addition, it would be used to compensate state and local governments for public services and facilities required to support the influx of new working populations and economic dislocations resulting from energy related activity.

The Senate Interior and Insular Affairs Committee, which has jurisdiction over OCS legislation, has invited the National Ocean Policy Study to participate in hearings on S. 426, S. 586, S. 521 (the "Energy Supply Act" which passed the Senate last year and which has been reintroduced by Senator Jackson), and S. 740, a bill to create an Energy Resource Production Board to explore and develop energy resources on the OCS. These hearings, which will cover a whole realm of issues not previously considered last year, were to be held March 14, 17, 18 and April 8 and 9.

In addition, it is expected that separate Commerce Committee hearings will be held on S. 586 and various other bills which propose to amend the Coastal Zone Management Act so as to provide better protection and planning of coastal growth and development impacts.

B. Examination of the impact of offshore oil and gas development on the coastal zone; case studies

NOPS has employed the case study approach in examining and understanding the impacts of oil and gas development on the coastal

zone. During 1974 the Study held hearings in Santa Monica, California to examine the impact of the proposed Southern California lease sale and the role of state and local governments and coastal zone management in OCS decisionmaking. These hearings led to the preparation of a report entitled "Outer Continental Shelf Oil and Gas Leasing Off Southern California: Analysis of Issues," which has been used along with other NOPS reports as a basis for drafting S. 426 and S. 586.

Another major case study has been undertaken at the National Ocean Policy Study's request by the Office of Technology Assessment. This study, which is being done under contract, will look at the various types of energy facilities proposed in the New Jersey and Delaware coastal zones to determine their impact on the local tax base, economy, and environment. This study is the first of its kind and should prove invaluable in congressional decisionmaking with regard to such issues as OCS development, energy facilities siting, land use and growth policy, and coastal zone management. It is expected that the final draft of the study will be ready by the summer of 1975.

Other case studies already on the books are being analyzed closely by the NOPS staff and the Ocean Policy Study Group in the Congressional Research Service, Library of Congress. One, recently completed by the Texas Coastal and Marine Council, has found that accelerated development of the South Texas leasing area could cost Texas upwards of \$32 million annually in revenues over the amount oil companies are expected to contribute. (This study indicates costs of benefits of OCS development that may be atypical of the norm due in a large measure to the tax structure in the State of Texas.)

Such case studies would provide the Study with informational feedback on the actual effects of oil and gas development presently being experienced by oil producing states. These studies will be used to supplement the hearing process and to add to the growing body of data on this subject.

C. Examination of current state attitudes about offshore oil and gas development

Public attitudes about current and anticipated offshore oil and gas and other facility developments are an important factor in the success of coastal zone development, management, and planning. Public acceptance of offshore developments, such as deepwater ports and floating power plants, and the onshore support facilities, such as tank farms and refineries, has a direct bearing upon how expeditiously and effectively an accelerated offshore development program in frontier areas can be realized.

The attitudes of State governmental personnel both reflect and focus these public attitudes. NOPS will continue to survey and monitor the attitudes of State and local governments in an effort to develop policies which will assure adequate consideration of the problems that will be thrust upon coastal communities as a result of increased energy-related development in the coastal zone.

The NOPS staff has worked closely with the Coastal States Organization and the National Governor's Conference Energy Policy Project in formulating its recommendations on offshore development and coastal zone management. A major effort will be made prior to hearings on bills to amend the OCS Lands Act to assure that every State is given an opportunity to comment on S. 426, S. 586 and other proposals being

considered in joint Interior-NOPS hearings proposed for March and April. If successful, this practice will continue to be employed on other issues before the Study to assure that NOPS recommendations and proposals are subjected to the closest possible scrutiny and criticism.

3. CONSIDERATION OF NON-PETROLEUM, OCEAN-RELATED ENERGY SOURCES TO COMPLEMENT THE OIL AND GAS RESOURCES OF THE CONTINENTAL SHELF

It is apparent that the development of the Nation's oil and gas resources in the continental shelf is not without real dangers to the coastal and marine environment. In addition to finding petroleum substitutes for continental shelf oil and gas resources, NOPS plans to examine the feasibility of developing nonpetroleum energy alternatives to complement continental shelf oil and gas resources, coal and other traditional forms of energy.

Non-petroleum ocean-related energy sources include thermal gradients (a form of solar energy); offshore wind-powered generators; tides, waves, and currents; hydrogen production; salinity gradients; and osmotic pressure effects. Of these, probably only thermal gradients and wind power have potential for significant intermediate-term (to the year 2000) contributions to national energy supply requirements.

The House Committee on Science and Astronautics (now the Committee on Science and Technology) held hearings in 1974³ on the technological aspects of solar sea thermal energy. Existing technological problems are not insurmountable, in fact, technology apparently exists to produce solar sea thermal energy in commercially-acceptable amounts, although working engineering systems have not as yet been demonstrated. Thus, development of a feasible national program in solar sea thermal energy production requires the development of workable demonstration programs and, then, commercial systems.

Because ocean thermal gradient energy production could conceivably contribute up to about ten percent or more of national electricity demands by the year 2000, and because such an energy supply could complement or substitute for oil and gas energy production in the continental shelf, the Committee now may wish to investigate more thoroughly the potentials of this and related ocean energy sources, particularly wind energy production.

NOPS examination of the intermediate-term potential for commercial development of non-petroleum, ocean related energy sources could be preceded by preliminary background analyses of the state of present technology, key issues of congressional concern, and summaries of current research efforts in this area.

4. CONSIDERATION OF THE ISSUES OF ACCESS TO BEACHES AND ISLANDS AND THEIR RECREATIONAL USE

Over the past several years Congressional legislative proposals and hearings have dealt with the issue of public access to the Nation's pub-

³ U.S. Congress. House. Committee on Science and Astronautics. Subcommittee on Energy. Solar Sea Thermal Energy. Hearing, 93d Congress, 2d Session, May 23, 1974. Washington, U.S. Govt. Print. Off., 1974. 134 p.

lic beach areas and preservation of coastal islands. These issues will become increasingly critical as the demand for residential and recreational space continues to increase and conflicts arise between the plethora of competing uses. New demands for energy facilities sites forebode even a further decrease in accessible beach areas, and islands likely targets for staging areas.

The Committee may wish to consider amendments to the Coastal Zone Management Act to encourage States to develop plans to ensure the right of access to public beach areas, and preservation of islands. The Coastal Zone Management Act already provides the framework to which such a program could be attached without interrupting the schedule of coastal States for completion of their coastal zone programs. Funds of up to \$50 million could be made available for acquisition of threatened areas. Such legislation could be considered as part of the general oversight of the Coastal Zone Management Act, or in hearings specifically concerned with beach access and recreation.

The NOPS staff and CRS could provide support for hearings on beach access and recreation by collecting and analyzing previous hearings and legislative proposals on this subject. Following such hearings, CRS could conduct in-depth analyses of testimony and related matters, if requested by the Committee, in support of legislative proposals related to beach access and recreation.

5. EXAMINATION OF CERTAIN PROVISIONS OF THE MARINE PROTECTION, RESEARCH, AND SANCTUARIES ACT OF 1972

NOPS will examine certain provisions of the Marine Protection, Research, and Sanctuaries Act of 1972.⁴

Title III of the Act, dealing with marine sanctuaries, provides that the Secretary of Commerce, after consultation with other Departments and with the approval of the President, may designate as marine sanctuaries those areas "which he determines necessary for the purpose of preserving or restoring such areas for their conservation, recreational, ecological, or esthetic values." Under the Act, marine sanctuaries may be designated in ocean waters as far seaward as the outer edge of the continental shelf, in other coastal waters where the tide ebbs and flows, or in the Great Lakes and their connecting waters.

Thus the Act, on its surface, would appear to be broad enough to be used as a vehicle for preserving oil and gas reserves in the outer continental shelf (and for the beneficial development of the other ocean areas where aquaculture might be promoted under a national program).

The Committee will examine possible widespread uses for marine sanctuary areas and the importance to national development of a comprehensive program of setting aside marine areas for salutary purposes before the conservation, recreation, ecological, or esthetic values of such areas were irreparably damaged or destroyed through coastal zone and outer continental shelf developmental activities.

NOPS could ask the CRS to analyze the relationship of this Act to possible marine sanctuary areas of interest to the Senate, such

⁴ P.L. 92-532, approved Oct. 23, 1972.

as those discussed above. Such an analysis could also investigate the need for amendments to the Marine Protection, Research, and Sanctuaries Act vis-a-vis the need for new legislative provisions under, perhaps, the Coastal Zone Management Act of 1972.

As a corollary to the activities mentioned in the preceding paragraphs, the NOPS will examine how the National Seashore program and possibly other programs of the Department of the Interior relate to the Coastal Zone Management program, and how such functions of the Department of the Interior related to these programs could be better coordinated with programs administered by the Office of Coastal Zone Management of the Department of Commerce or other organizations.

6. OVERSIGHT OF DEEPWATER PORT ACTIVITIES

The Deepwater Port Act of 1974 (P.L. 93-627) was enacted during the closing days of the 93d Congress and approved by the President on January 3, 1975. The Committee shared responsibility for the consideration of this Act with the Senate Committees on Public Works and Interior and Insular Affairs.

The Committee may schedule hearings, possibly joint hearings, to determine if the purposes of the Act are being fulfilled; to determine how many licenses have been issued for port development; how many, if any, deepwater ports are under construction; what problems have developed in the administration of the Act, and so on.

7. COMMITTEE INTEREST IN LAND USE POLICY AND PLANNING LEGISLATION

NOPS will monitor the progress of National Land Use Policy legislation as it pertains to the Coastal Zone Management Act and its implementation.

Legislation has been introduced in both Houses of Congress which would establish a national land use program to be administered by the Department of the Interior. A version of the land use bill passed the Senate in June of 1973 but failed to gain acceptance by the House prior to adjournment of the 93rd Congress.⁵ This year, the new version of the "Land Resource Management Act" contain appropriate language requiring coordination of state land use programs with ongoing coastal zone programs, insuring the integrity of the Commerce Department's coastal zone program and assuring that any state land use program developed in accordance with the bill will be consistent with an approved state coastal zone management program. The bills also contains language which would give the Department of Commerce joint review authority over any state land use program for a coastal state.

Land use decisions for coastal and inland areas cannot be made in a vacuum. There will, by necessity, be many areas of overlap. The Coastal Zone Management Act is the nation's only land use policy and planning program for the coastal areas of the nation, with the definition of coastal zone (and hence the jurisdiction of each State's program) being left to the individual states to determine according to their own

⁵ See, S. 268 of the 93rd Congress, the Land Use Policy and Planning Assistance Act; H.R. 10294, the Land Use Planning Act of 1974; and H.R. 13790, the Land Use Planning Assistance Act.

needs. The Federal land use program will be structured similar to the Coastal Zone Management Act in that it would create a system of grants to encourage states to develop and implement a land use planning program within a given period of time. The legislation proposes that the Department of the Interior would have jurisdiction over the program.

In view of the fact that many coastal states will have completed their coastal zone plans before land use legislation is passed by the Congress, it is essential that this legislation not compromise in any way what has already been accomplished in the coastal zone. Close coordination is therefore essential at all levels of government, but essentially at the state level.

This does not mean that the two programs should be combined at either the Federal or State levels in order to be effectively administered. The coastal zone is an ecosystem quite different from inland areas, and in most cases, under much greater development pressures. By its very nature it needs the special attention that the Coastal Zone Management Act provides. And the expertise of an ocean-coastal zone oriented agency like NOAA, which currently administers the program, is an important aspect of the program's success.

Because of the implications of land use legislation for the future of the coastal zone management program, NOPS will continue to follow the land use legislation as it moves through the Congress and to make necessary recommendations to appropriate committees as necessary to improve the coordination and administration of the two programs.

Another critical point of interface between land use legislation and the Coastal Zone Management Act in the 94th Congress concerns the designation of areas both suitable and unsuitable for energy facilities siting and to improve methods for the siting of such facilities. Senator Jackson's new Land Use bill addresses this need in a new Energy Facilities Planning title, which would require a state energy facilities siting plan to be reviewed and approved by the Federal Energy Administration.

NOPS recognizes that coastal areas are prime targets for a variety of energy facilities, primarily because of increasing oil imports and accelerated development of oil and gas lands on the OCS. Two studies are presently underway at NOP's request in the Office of Technology Assessment which NOPS hopes will provide information as to how energy facilities siting decisions can be made in the coastal zone using the management structure provided in the Coastal Zone Management Act. The first study is an assessment of the impacts of proposed energy facilities on the states of New Jersey and Delaware, scheduled for completion in the summer. The second is an assessment of the growth and land use implications of energy facilities in the coastal zone, which should be completed in the fall. NOPS will use the finding of these reports to make recommendations in the form of legislation to the Congress for dealing with the energy facilities siting problem in coastal areas. In addition, NOPS will study the possibility of broadening the "Coastal Impact Fund" in S. 586, to encourage proper siting of energy facilities to accommodate regional and state energy needs. These issues were aired in a series of hearings in March and April held jointly with the Committee on Interior and Insular Affairs and the Committee on Commerce and NOPS.

II. FISHERIES

Legislative activities related to fisheries with which the NOPS will conduct during the 94th Congress, particularly the first session, include the following:

- Reconsideration of the 200-mile emergency marine fisheries legislation;
- Examination of the need for Federal-State management of marine fisheries and marine fishing industries;
- Review of and hearings on the National Fisheries Plan; and
- Hearings to consider a national program in aquaculture.

These possible Committee activities are discussed in detail below:

1. RECONSIDERATION OF EMERGENCY MARINE FISHERIES PROTECTION LEGISLATION

The Commerce Committee held 15 days of hearings on the Emergency Marine Fisheries Protection Act of 1974 (S. 1988) during the 93d Congress. Following referral and consideration by the Senate Committees on Foreign Relations and Armed Services, the Senate passed the bill on December 11, 1974. The following day the bill was referred to the House Committee on Merchant Marine and Fisheries, but no House action was taken before the 93d Congress adjourned sine die.

Emergency marine fisheries legislation has been reintroduced early in the 94th Congress. Consequently, the Committee, early in the first session, will evaluate the need for further hearings on the subject in terms of the likely outcome of the 1975 Geneva Law of the Sea Conference and the actual status of the U.S. marine fisheries industry by midyear 1975. The NOPS staff will prepare studies on specific aspects of fisheries management and a 200-mile fishery management zone. For example, before June 1975 (the approximate completion of the Geneva session of the U.N. Law of the Sea Conference) the staff will examine how both U.S. domestic and distant-water marine fisheries are being affected by foreign fishing and how the existing situation might change either through (1) the unilateral assertion of U.S. fishery management jurisdiction over fish within a 200 nautical mile zone or (2) the outcome of the 1975 Geneva Conference on the Law of the Sea.

2. EXAMINATION OF MARINE FISHERIES AND MARINE FISHING INDUSTRIES

NOPS will examine several other aspects of marine fisheries and marine fishing industries during the 94th Congress, including the economic climate of the fishing industry and management in the contiguous fishery zone. The staff plans to seek the assistance of the National Academy of Sciences in conducting an analysis of this subject.

The CRS will be asked to conduct economic analyses of specific fishing industries and examine how those fishing industries which are in

financial and other difficulties might be assisted by new Federal legislation or improved administration of existing laws and programs.

3. REVIEW OF THE NATIONAL FISHERIES PLAN

The National Marine Fisheries Service of the Department of Commerce is in the process of preparing a comprehensive National Fisheries Plan. A preliminary report,¹ for review purposes only, was circulated to interested parties in the latter part of 1974. After comments are received from reviewers and the plan completed, the final version will be published in early 1975.

The goals which the National Fisheries Plan are to address are the following:

- Restore and maintain fishstocks of interest to the United States;
- Develop and maintain a healthy commercial and recreational fishing industry;
- Improve the contribution of marine resources to recreation and other social benefits; and
- Increase the supply of wholesome, competitively priced fisheries products to the consumer.

These goals also represent the special competence and interests of NOPS. NOPS will review the National Fisheries Plan in depth and also hold hearings to examine specific aspects of the Plan which represent special national problems or areas of legislative concern which are particularly amenable to legislative redress at this time.

NOPS, with the assistance of the CRS, OTA and GAO, will provide preliminary background materials and analyses to help the Committee evaluate the National Fisheries Plan, to examine ways in which fisheries management can be improved, and to formulate necessary legislative remedies.

4. HEARINGS TO CONSIDER A NATIONAL PROGRAM IN AQUACULTURE

Legislation was introduced in the 93d Congress to provide for a national program for aquaculture development.² The planned cultivation and harvest of marine resources is becoming an increasingly important aspect of the development of national marine fisheries in light of the increasing world demand for food from the oceans and the overfishing of and damage to some of the world's best marine fishing stocks.

While aquaculture³ is currently being practised to some extent, it is apparent that a great deal more scientific and technical support, and more information, is required if the industry is to make a significant contribution to national fishery production.

The Committee, probably during the second session, plans to examine what contribution the Federal Government can make to the development of a viable national aquaculture industry.⁴

¹ U.S. Department of Commerce, National Marine Fisheries Service, *A Draft Outline for the National Fisheries Plan*, Washington, U.S. Department of Commerce, National Marine Fisheries Service, August 1974.

² H.R. 12518, the National Aquaculture Development Act of 1974.

³ "Aquaculture" in the context of this paper includes the term "mariculture".

⁴ The National Fisheries Plan (see Subsection 3, above) will consider what Federal actions may be required to assist in the development of a national aquaculture capability, specifically in regard to salmon, oysters, shrimp, lobster, other mollusks, other marine species, and freshwater species.

III. REORGANIZATION OF FEDERAL OCEAN-RELATED ACTIVITIES

Government organization in oceanic affairs and the Federal ocean budget will receive close attention from the National Ocean Policy Study in the 94th Congress. The Study will work closely with the Committee on Government Operations to examine proposals for improving agency programs. This effort will focus on the National Oceanic and Atmospheric Administration (NOAA) in the Department of Commerce and marine-related functions of the Department of the Interior, the U.S. Coast Guard of the Department of Transportation, the National Science Foundation, the U.S. Army Corps of Engineers, the Oceanographer of the Navy, and others. One goal of the Study will be to recommend alternative arrangements in Government organization in order to improve the efficiency of the Federal government's efforts in the areas of marine science and oceanic affairs.

At the request of the National Ocean Policy Study, the General Accounting Office has undertaken an extensive survey of all Federal ocean programs and their budgets. The first of two volumes to emerge from GAO's study was released in February 1975. It contains a detailed breakdown of all marine activities in the Federal structure and itemized budgets for those activities covering fiscal years 1972 through 1975. The second volume, a GAO analysis of the problems inherent in current organization and funding practices, is expected in May 1975.

Additionally, the Congressional Research Service of the Library of Congress is preparing a paper tracing the evolution of the current Federal organization in marine affairs and examining two alternative reorganization proposals. The first alternative is the establishment of an independent oceanic agency with NOAA as the central core but comprised also of several important oceanic programs currently housed within other agencies and departments. The second alternative is the creation of a new Cabinet department combining important oceanic, atmospheric and environmental functions.

The Study plans to solicit the views and ideas of members of the marine affairs and environmental communities as well as experts in organization and intergovernmental relations through one or more symposia to be held in cooperation with the Library of Congress. If appropriate, these fact-finding efforts will be followed by the introduction of legislation and the scheduling of joint hearings with the Committee on Government Operations.

IV. SPECIAL STUDIES

In addition to the various analyses and Committee support activities discussed in the preceding sections, the NOPS will undertake additional studies in special areas of concern. Some special studies which the Committee may require, including one already requested in part and another approved in principle, are the following:

- Foreign ocean programs (comparative studies relating to domestic programs);
- Relationship of national ocean policy to national economic security and international ocean affairs;
- Evaluation of the National Sea Grant Program and the International Decade of Ocean Exploration (IDOE);
- Evaluation of deep seabed hard minerals development following the 1975 Law of the Sea Conference; and
- Examination of the issues involved in Federal atmospheric science and weather programs.

These special studies are discussed in detail in the following paragraphs.

1. FOREIGN OCEAN PROGRAMS

The Committee has requested CRS to conduct a preliminary analysis of the Russian ocean program. This preliminary analysis, which was completed in early February, 1975, may lead to a full in-depth analysis of foreign, particularly Russian, ocean programs.

A full analysis of the Russian ocean program would be particularly important to NOPS. It would highlight, perhaps better than anything else could do, the vital importance that the U.S.S.R. attaches to the ocean; and it would emphasize the vast resources that Russia has devoted to the scientific, technological, commercial, political, and military aspects of ocean development.

The full analysis will also include important aspects of the ocean programs of other nations.

Following this report, the NOPS may hold hearings, on the subject of Russian and other foreign ocean programs. CRS could provide background materials for such hearings and, following the hearings, analyze the testimony and other materials in support of further Committee legislative actions.

2. RELATIONSHIP OF NATIONAL OCEAN POLICY TO NATIONAL ECONOMIC SECURITY AND INTERNATIONAL OCEAN AFFAIRS

NOPS has already approved in principle a study to be conducted by CRS on the relationship of national ocean policy to national economic security and international ocean relations.

The study would analyze (1) what national economic security means in terms that are meaningful to the mandate of the National Ocean

Policy Study, (2) the basic issues involved in the Nation's international ocean relations, (3) the ways in which national economic security and international ocean relations represent conflicting national goals, and (4) how a balanced national ocean policy could contribute to improving both national economic security and international ocean relations.

The purpose of this study would be to quantify in some way and to make explicit the importance of national ocean policy to the Nation. Hopefully, the study would also set the tone and benchmarks for the conduct of the National Ocean Policy Study and in this sense it could be thought of as the basic philosophical document for the entire NOPS program.

The final part of the study would be the preparation of draft policy alternatives to assist the Committee in the conduct of the National Ocean Policy Study.

3. EVALUATION OF THE NATIONAL SEA GRANT PROGRAM AND THE INTERNATIONAL DECADE OF OCEAN EXPLORATION

The National Sea Grant College Program was established by Congressional initiative in 1963. Based on the extraordinary success of our land grant college system in developing the agricultural resources of the Nation, the Sea Grant College Program was designed to apply the same system of education, applied research, and extension and advisory services to the development of our marine resources.

Although appropriations for the program have lagged far behind the levels authorized by the Congress, the program has been a major factor in developing and strengthening centers of oceanographic and marine competence at universities and non-profit institutions in 20 states.

The Sea Grant Act was broadly written by the Congress to avoid narrow categorical approaches to marine resource development and to emphasize cohesive, multi-disciplinary approaches to development of marine resources. It has contributed substantially to a restructuring of university marine programs in order to focus them more effectively on ocean and coastal zone resource problems.

Although the Sea Grant Program was established before environmental concerns, coastal zone management, and energy problems emerged as ocean program considerations in the 1970's, a major portion of current Sea Grant supported work is devoted to these important areas. In some states, Sea Grant institutions have become either the officially designated or de facto research centers for state coastal zone management programs.

As the Sea Grant College Program approaches its tenth anniversary, it may be timely to consider a full evaluation of the program, and to determine how it may be strengthened. Among the questions that might be considered in such an evaluation are the following:

(1) How effective have the Sea Grant Program and the Sea Grant institutions been in responding to the changing national needs by providing information, education, and advisory services required to deal with environmental and energy problems. An important facet of this question is how the Sea Grant College Program relates to and works with the Coastal Zone Management Program within NOAA, and the relationship of the Sea Grant institutions in the field to the development of state plans.

(2) The current authorization level for the Sea Grant College Program was established in 1973 based on administration projections, outlined in Committee hearings, for establishment of Sea Grant Programs to serve the educational, applied research, and extension services needs of each of the coastal and Great Lakes states. That objective has not been met, primarily because of budgetary restraints. NOPS might wish to consider how Sea Grant can be strengthened to meet those needs in areas still lacking adequate marine education, research, and extension services.

(3) The relationship of Sea Grant sponsored research, conducted by Sea Grant institutions, to the overall federal government ocean research program. For example, the National Advisory Committee on Oceans and Atmosphere (NACOA) recommended in its June, 1974 report full funding of the Sea Grant Program as one way of meeting research needs in the coastal zone.

The staff will conduct an analysis to provide inputs to the Committee for its determination of whether or not to hold oversight hearings on the program.

The International Decade of Ocean Exploration has been subject to annual review as part of the Congress' consideration of authorizations for the National Science Foundation. IDOE is designed to improve understanding of the oceans' influence on man's activities and of man's impact on the marine environment through a cooperative international scientific effort. The Committee may wish to consider a review of this program during the 94th Congress to determine how well it is fulfilling its legislative mandate in the broad context of Federal ocean-related activities. The staff will work with the staff of the Special Subcommittee on the National Science Foundation in providing information to the Committee to be used in determining whether to hold oversight hearings on this program.

4. EXAMINATION OF DEEP SEABED HARD MINERALS DEVELOPMENT FOLLOWING THE 1975 LAW OF THE SEA CONFERENCE

Legislation was introduced in the 93d Congress (S. 1134) and referred to the Senate Committee on Interior and Insular Affairs and the Committee on Commerce on the subject of deep seabed hard minerals development. Although no legislation was enacted during the 93d Congress, the situation could change following the 1975 Law of the Sea Conference in Geneva, scheduled for March through May 1975, since the development of deep seabed resources is currently one of the major aspects of international ocean relations.

The Committee and NOPS, in cooperation with the Committees on Interior and Insular Affairs and Foreign Relations, may wish to evaluate the outcome of the Law of the Sea Conference in regard to deep seabed hard minerals to assist the Committees in determining whether to hold hearings on the development of these deep seabed resources.

5. EXAMINATION OF THE ISSUES INVOLVED IN FEDERAL ATMOSPHERIC SCIENCE AND WEATHER PROGRAMS

A major area of ocean-related concern that has not received a great deal of attention from the National Ocean Policy Study to date is Fed-

eral activity related to atmospheric sciences, weather programs, and the Weather Service.

The ocean is generally recognized as being perhaps the major "engine" of the world's weather. Attempts to predict weather, particularly on a long-term basis, to predict natural disasters, and to modify weather are all within the purview of the National Ocean Policy Study.

The Committee may wish CRS to prepare an issues paper to define for Committee consideration those areas related to atmospheric science and weather programs which the Committee could most profitably investigate during the 94th Congress. The issues paper could also provide preliminary analyses of those aspects of atmospheric science and weather programs which would seem to be the most likely candidates for Committee interest and perhaps legislative activity in the 94th Congress.

