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MICHIGAN LIGHTHOUSE AND MARITIME HERITAGE ACT

APRIL 20, 2006.—Ordered to be printed

Filed under authority of the order of the Senate of April 7, 2006

Mr. DOMENICI, from the Committee on Energy and Natural Resources, submitted the following

R E P O R T

[To accompany S. 1346]

The Committee on Energy and Natural Resources, to which was referred the bill (S. 1346) to direct the Secretary of the Interior to conduct a study of maritime sites in the State of Michigan, having considered the same, reports favorably thereon with an amendment and recommends that the bill, as amended, do pass.

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof the following:

SECTION 1. SHORT TITLE.

This Act may be cited as the “Michigan Lighthouse and Maritime Heritage Act”.

SEC. 2. DEFINITIONS.

In this Act:

- (1) SECRETARY.—The term “Secretary” means the Secretary of the Interior.
- (2) STATE.—The term “State” means the State of Michigan.

SEC. 3. STUDY.

(a) IN GENERAL.—The Secretary, in consultation with the State, the State Historic Preservation Officer, and other appropriate State and local public agencies and private organizations, shall conduct a special resource study of resources related to the maritime heritage of the State.

(b) PURPOSE.—The purpose of the study is to determine—

- (1) suitable and feasible options for the long-term protection of significant maritime heritage resources in the State; and
- (2) the manner in which the public can best learn about and experience the resources.

(c) REQUIREMENTS.—In conducting the study under subsection (a), the Secretary shall—

(1) review Federal, State, and local maritime resource inventories and studies to establish the potential for interpretation and preservation of maritime heritage resources in the State;

(2) recommend management alternatives that would be most effective for long-term resource protection and providing for public enjoyment of maritime heritage resources;

(3) address how to assist regional, State, and local partners in increasing public awareness of and access to maritime heritage resources;

(4) identify sources of financial and technical assistance available to communities for the preservation and interpretation of maritime heritage resources; and

(5) identify opportunities for the National Park Service and the State to coordinate the activities of appropriate units of national, State, and local parks and historic sites in furthering the preservation and interpretation of maritime heritage resources.

(d) REPORT.—Not later than 3 years after the date on which funds are made available to carry out the study under subsection (a), the Secretary shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Resources of the House of Representatives a report that describes—

(1) the results of the study; and

(2) any findings and recommendations of the Secretary.

SEC. 4. AUTHORIZATION OF APPROPRIATIONS.

There are authorized to be appropriated such sums as are necessary to carry out this Act.

PURPOSE OF THE MEASURE

The purpose of S. 1346 is to direct the Secretary of the Interior to conduct a study of maritime sites in the State of Michigan.

BACKGROUND AND NEED

The State of Michigan has more miles of shoreline than any State in the Continental United States. During the past 500 years, fur traders, sailing ship captains, and freighter pilots have traveled this shoreline. Cities and towns were built along the Lake, sometimes as ports or places of commerce, and sometimes as summer resorts. These people and places have left Michigan with a rich maritime heritage. The State is home to more than 120 lighthouses, historic hotels, Coast Guard stations, and other structures that reflect life on the Great Lakes.

S. 1346 would require the Secretary of the Interior, through the National Park Service, to work with the State of Michigan and local communities to study the best ways to protect Michigan's maritime resources and promote them through recreation and education.

LEGISLATIVE HISTORY

S. 1346 was introduced by Senators Stabenow and Levin on June 30, 2005. The Subcommittee on National Parks of the Committee on Energy and Natural Resources held a hearing on S. 1346 on July 28, 2005. At its business meeting on March 8, 2006, the Committee on Energy and Natural Resources ordered S. 1346 favorably reported as amended.

COMMITTEE RECOMMENDATION

The Committee on Energy and Natural Resources, in open business session on March 8, 2006, by unanimous voice vote of a quorum present, recommends that the Senate pass S. 1346, if amended as described herein.

COMMITTEE AMENDMENT

During consideration of S. 1346, the Committee adopted an amendment in the nature of a substitute. The substitute makes the objectives of the study clearer and more consistent with other National Park Service study legislation.

SECTION-BY-SECTION ANALYSIS

Section 1 entitles the bill, the “Michigan Lighthouse and Maritime Heritage Act.”

Section 2 defines key terms.

Section 3 describes the requirements for the content of the study and the process by which it should be completed and requires a report to be filed with the committee not later than 3 years after funds have been made available.

Section 4 authorizes \$500,000 to be appropriated to carry out this Act.

COST AND BUDGETARY CONSIDERATIONS

The following estimate of costs of this measure has been provided by the Congressional Budget Office.

S. 1346—Michigan Lighthouse and Maritime Heritage Act

S. 1346 would direct the Department of the Interior to conduct a special resource study of the maritime history of the state of Michigan. The legislation would direct the department to determine the potential economic and tourism benefits of preserving, protecting, and interpreting Michigan’s maritime resources. S. 1346 would require the department to report on its findings and recommendations within three years of receiving funding for the study.

Based on information from the National Park Service, CBO estimates that it would cost about \$500,000 over the next three years to complete the required study and report, assuming appropriation of the necessary amounts. Enacting S. 1346 would not affect direct spending or revenues.

S. 1346 contains no intergovernmental or private-sector mandates as defined in the Unfunded Mandates Reform Act and would impose no costs on state, local, or tribal governments.

The CBO staff contact for this estimate is Matthew Pickford. This estimate was approved by Peter H. Fontaine, Deputy Assistant Director for Budget Analysis.

REGULATORY IMPACT EVALUATION

In compliance with paragraph 11(b) of rule XXVI of the Standing Rules of the Senate, the Committee makes the following evaluation of the regulatory impact which would be incurred in carrying out S. 1346. The bill is not a regulatory measure in the sense of imposing Government-established standards or significant economic responsibilities on private individuals and businesses.

No personal information would be collected in administering the program. Therefore, there would be no impact on personal privacy.

Little, if any, additional paperwork would result from the enactment of S. 1346, as ordered reported.

EXECUTIVE COMMUNICATIONS

The views of the Administration on S. 1346 were included in testimony received by the Committee at a hearing on the bill on July 28, 2005. This testimony follows:

STATEMENT OF STEPHEN P. MARTIN, DEPUTY DIRECTOR,
U.S. DEPARTMENT OF THE INTERIOR

Mr. Chairman, thank you for the opportunity to present the views of the Department of the Interior on S. 1346, a bill to authorize the Secretary of the Interior to conduct a special resource study of the maritime heritage sites in the state of Michigan.

The Department does not support S. 1346. While Michigan is rich in historic treasures linked to its Great Lakes' heritage and the coastlines of the state are home to important resources such as wetlands, dunes, and threatened and endangered species and plants, we believe the best of these cultural and natural resources are already being conserved and interpreted for the enjoyment of the public.

S. 1346 would authorize a study to determine the potential economic and tourism benefits of preserving, protecting, and interpreting the State's maritime resources. It would recommend management alternatives for the most effective long-term protection and interpretation of the resources. The study also would address ways to link communities, waterways, monuments, parkways, national and state parks, and state historic sites on the national, regional, state and local levels into a Michigan Maritime Heritage Destination Network. S. 1346 would require a report to be submitted to Congress not later than 18 months after funds are made available that describes the results of the study. The bill would authorize funding of \$500,000 for the study.

All four National Park Service (NPS) units in Michigan, Pictured Rocks National Lakeshore, Keweenaw National Historical Park, Isle Royale National Park, and Sleeping Bear Dunes National Lakeshore already preserve and interpret historic maritime resources identified in the provisions of S. 1346. These parks contain historic maritime landscapes of a size and quality unique on the Great Lakes and rare elsewhere on the United States coastlines. The maritime heritage resources at all four NPS sites are interpreted and presented to the public in a variety of ways. Symbols of the maritime history of Lake Superior are preserved at Pictured Rocks National Lakeshore at three former Coast Guard stations and the Au Sable Light Station, which is perhaps the finest example on the Great Lakes of late 1800's vintage masonry lighthouses. At Keweenaw National Historical Park, the majority of cultural resources are related to copper mining. Some of the success of that industry was attributed to the waterways of Lake Superior and the role that copper played in building ships and boats to this day. Thus, this site adds another dimension to the maritime heritage of the area.

Copper mining on the island of Isle Royale and the growth of Lake Superior shipping led to the establishment of four lighthouses around Isle Royale National Park. These lighthouses, three of which are listed on the National Register of Historic Places, and numerous shipwrecks of both national and state significance scattered throughout Isle Royale National Park give clear indication of the traffic and danger the waters of Lake Superior posed to sailing vessels throughout history. The area was a base for a thriving commercial fishing industry from the 1830's until the park's establishment in 1931.

The maritime resources at Sleeping Bear Dunes National Lakeshore include an 1858 lighthouse, three original Life-Saving Service/Coast Guard stations, eight historic rescue boats, and hundreds of museum artifacts. Cultural landscapes highlight the maritime and agricultural resources of the area. The waters of Lake Michigan have played a key role in the settlement of the state.

There are indoor and outside exhibits, walking tours, living history, boat tours and audio-visual programs at these park sites. Scores of school groups make trips to these sites where history comes alive to enhance their social science studies. During the summers, national park rangers, Volunteers-in-Park (VIPs), and various park partners staff museums, visitor centers, and historic structures to provide the general public with enthusiasm and knowledge of the maritime heritage resources.

The state of Michigan also has made great efforts to preserve and protect important cultural and natural resources. Michigan has listed over one thousand sites on the National Register of Historic Places, which includes state parks, historic houses, commercial and residential areas, farm and factory complexes, cemeteries, monuments, as well as ships and shipwreck sites. The state has developed a database that includes the stories and details of wrecks and rescues of 1,500 shipwrecks as well as information on the 11 underwater preserves and other important historical facts. There are 120 lighthouses along the coastline, the oldest ones being over 180 years old. And Michigan established the first fresh water marine sanctuary in the Great Lakes area, the Thunder Bay National Marine Sanctuary and Underwater Preserve, to maintain stewardship over and interpret a large collection of shipwrecks. There are numerous museums, hotels, historic ships and boats, locks and ports, and underwater preserves related to the maritime industry.

The Great Lakes are a critical part of Michigan's economy and quality of life. Millions of people use the Great Lakes each year to enjoy beaches, good fishing and boating. Pictured Rocks National Lakeshore, Keweenaw National Historical Park, Isle Royale National Park, and Sleeping Bear Dunes National Lakeshore will continue to ensure that outstanding natural and cultural resources will be protected for generations to come.

Mr. Chairman, this concludes my prepared testimony. I would be pleased to answer any questions you or the committee may have.

CHANGES IN EXISTING LAW

In compliance with paragraph 12 of rule XXVI of the Standing Rules of the Senate, the Committee notes that no changes in existing law are made by the bill S. 1346, as ordered reported.

