TO AMEND THE COASTAL ZONE MANAGEMENT ACT OF 1972 TO AUTHORIZE GRANTS TO INDIAN TRIBES TO FURTHER ACHIEVEMENT OF TRIBAL COASTAL ZONE OBJECTIVES, AND FOR OTHER PURPOSES

NOVEMBER 16, 2022.—Committed to the Committee of the Whole House on the State of the Union and ordered to be printed

Mr. GRIJALVA, from the Committee on Natural Resources, submitted the following

REPORT

together with

DISSENTING VIEWS

[To accompany H.R. 1415]

[Including cost estimate of the Congressional Budget Office]

The Committee on Natural Resources, to whom was referred the bill (H.R. 1415) to amend the Coastal Zone Management Act of 1972 to authorize grants to Indian Tribes to further achievement of Tribal coastal zone objectives, and for other purposes, 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 all after the enacting clause and insert the following:

SECTION 1. GRANTS TO FURTHER ACHIEVEMENT OF TRIBAL COASTAL ZONE OBJECTIVES.

(a) Grants Authorized.—The Coastal Zone Management Act of 1972 (16 U.S.C. 1451 et seq.) is amended by adding at the end the following:

"SEC. 320. GRANTS TO FURTHER ACHIEVEMENT OF TRIBAL COASTAL ZONE OBJECTIVES.

"(a) Grants Authorized.—The Secretary may award competitive grants to Indian Tribes to further achievement of the objectives of such a Tribe for such Tribe’s Tribal coastal zone.

"(b) Cost Share.—

"(1) In general.—The Federal share of the cost of any activity carried out with a grant of $200,000 or more under this section shall not exceed 95 percent of such cost, except as provided in paragraph (2).

"(2) Waiver.—The Secretary may waive the application of paragraph (1) with respect to a grant to an Indian Tribe, or otherwise reduce the portion of the share of the cost of an activity required to be paid by an Indian Tribe under such paragraph."
“(c) COMPATIBILITY.—The Secretary may not award a grant under this section unless the Secretary determines that the activities to be carried out with the grant are compatible with this title.

“(d) AUTHORIZED OBJECTIVES AND PURPOSES.—Amounts awarded as a grant under this section shall be used for 1 or more of the objectives and purposes authorized under subsections (b) and (c), respectively, of section 306A.

“(e) FUNDING.—There is authorized to be appropriated to the Secretary $5,000,000 to carry out this section for each of fiscal years 2022 through 2026, of which up to 5 percent may be retained by NOAA to administer this section.

“(f) DEFINITIONS.—In this section, the following definitions apply:

“(1) INDIAN LAND.—The term ‘Indian land’ has the meaning given such term in section 2601 of the Energy Policy Act of 1992 (25 U.S.C. 3501) and the Indian Tribe is within a coastal state, as that term is defined in section 304(4) (16 U.S.C. 1453(4)).

“(2) INDIAN TRIBE.—The term ‘Indian Tribe’ has the meaning given such term in section 4 of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 5304).

“(3) TRIBAL COASTAL ZONE.—The term ‘Tribal coastal zone’ means any Indian land that is within the coastal zone, as that term is defined in section 304(1) (16 U.S.C. 1453(1)).

“(4) TRIBAL COASTAL ZONE OBJECTIVE.—The term ‘Tribal coastal zone objective’ means, with respect to an Indian Tribe, any of the following objectives:

“(A) Protection, restoration, or preservation of areas in the Tribal coastal zone of such Tribe that hold—

“(i) important ecological, cultural, or sacred significance for such Tribe; or

“(ii) traditional, historic, and aesthetic values essential to such Tribe.

“(B) Preparing and implementing a special area management plan and technical planning for important coastal areas.

“(C) Any coastal or shoreline stabilization measure, including any mitigation measure, for the purpose of public safety, public access, or cultural or historical preservation.”.

“(b) GUIDANCE.—Not later than 180 days after the date of the enactment of this Act, the Administrator shall issue guidance for the program established under the amendment made by subsection (a), including the criteria for awarding grants under such program based on consultation with Indian Tribes.

“(c) USE OF STATE GRANTS TO FULFILL TRIBAL OBJECTIVES.—Section 306A(c)(2) of the Coastal Zone Management Act of 1972 (16 U.S.C. 1455a(c)(2)) is amended by striking “and” after the semicolon at the end of subparagraph (D), by striking the period at the end of subparagraph (E) and inserting “; and”, and by adding at the end the following:

“(F) fulfilling any Tribal coastal zone objective (as that term is defined in section 320).”.

“(d) OTHER PROGRAMS NOT AFFECTED.—Nothing in this section and the amendments made by this section may be construed to limit the ability of an Indian Tribe to apply for, receive assistance under, or participate in any program authorized by any section of the Coastal Zone Management Act of 1972 (16 U.S.C. 1451 et seq.) other than section 320 of such Act or other related Federal laws.

PURPOSE OF THE BILL

The purpose of H.R. 1415 is to amend the Coastal Zone Management Act of 1972 to authorize grants to Indian Tribes to further achievement of Tribal coastal zone objectives.

BACKGROUND AND NEED FOR LEGISLATION

While most communities are at risk from the adverse impacts of climate change, Indigenous peoples are disproportionately vulnerable because of public health, food security, and infrastructure threats.1 Throughout Indian Country, an increase in flooding, wild-

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fire, drought, and rising sea levels threaten Indigenous peoples’ ways of life, affecting their traditional subsistence hunting and fishing rights, and negatively impacting their commercial activities and tourism enterprises. Tribal lands in coastal areas are changing due to extreme weather, erosion, and impacts on natural resources. Indigenous peoples have proactively identified and addressed climate impacts but face institutional barriers. The primary obstacle is limited access to programs and funding streams that account for the unique situations of Indigenous communities.

H.R. 1415 would provide a funding mechanism for Indian Tribes to help build their coastal resiliency. Specifically, the bill includes funding under the Coastal Zone Management Act for Indian Tribes within coastal zones. The bill would expand Coastal Zone Management Act grant eligibility to tribes and Alaska Native Corporations and remove the need for tribes, as sovereign entities, to channel requests through a state.

COMMITTEE ACTION

H.R. 1415 was introduced on February 26, 2021, by Representative Derek Kilmer (D–WA). The bill was referred to the Committee on Natural Resources, and within the Committee to the Subcommittee on Water, Oceans, and Wildlife and the Subcommittee for Indigenous Peoples of the United States. On June 22, 2021, the full Committee held a hearing on the bill. On January 19, 2022, the Natural Resources Committee met to consider the bill. The Subcommittees were discharged by unanimous consent. Chair Raúl M. Grijalva (D–AZ) offered an amendment in the nature of a substitute. Ranking Member Bruce Westerman (R–AR) offered an amendment designated Westerman #3 to the amendment in the nature of a substitute. The amendment was not agreed to by voice vote. No additional amendments were offered. The amendment in the nature of a substitute was agreed to by voice vote. The bill, as amended, was adopted and ordered favorably reported to the House of Representatives by a roll call vote of 24 yeas and 16 nays, as follows:
Date: January 19, 2022

COMMITTEE ON NATURAL RESOURCES
117TH CONGRESS — ROLL CALL

Bill / Motion:  H.R. 1415

Amendment:

Disposition:  Final Passage: H.R. 1415, as amended, was ordered favorably reported to the House of Representatives by a roll call vote of 24 yeas and 16 nays.

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TOTALS: YEAS 24, NAYS 16, PRESENT 19
HEARINGS

For the purposes of clause 3(c)(6) of House rule XIII, the following hearing was used to develop or consider this measure: hearing by the full Committee held on June 22, 2021.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

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

COMPLIANCE WITH HOUSE RULE XIII AND CONGRESSIONAL BUDGET ACT

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

   U.S. CONGRESS,
   CONGRESSIONAL BUDGET OFFICE,

Hon. RAÚL M. GRIJALVA,
Chairman, Committee on Natural Resources,
House of Representatives, Washington, DC.

DEAR MR. CHAIRMAN: The Congressional Budget Office has prepared the enclosed cost estimate for H.R. 1415, a bill to amend the Coastal Zone Management Act of 1972 to authorize grants to Indian Tribes to further achievement of Tribal coastal zone objectives, and for other purposes.

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

Sincerely,

PHILLIP L. SWAGEL,
Director.

Enclosure.
H.R. 1415 would amend the Coastal Zone Management Act of 1972 and authorize the appropriation of $5 million annually over the 2022–2026 period for the National Oceanic and Atmospheric Administration (NOAA) to provide competitive grants to Indian tribes. Those grants could be used to:

- Protect, preserve, or restore coastal land that tribes consider to have important ecological, cultural, or sacred significance or traditional, historic, or aesthetic values;
- Create or implement area management plans for coastal land; and
- Stabilize coastal shorelines.

The bill also would allow certain grants to states to be used for projects on tribal land related to coastal resiliency or restoration activities.

Based on spending patterns for similar grants, CBO estimates that implementing H.R. 1415 would cost $18 million over the 2022–2027 period and $7 million after 2027, assuming appropriation of the specified amounts. In 2021, NOAA allocated about $79 million for all coastal zone management grants.

The costs of the legislation, detailed in Table 1, fall within budget function 300 (natural resources and environment).

| TABLE 1.—ESTIMATED INCREASES IN SPENDING SUBJECT TO APPROPRIATION UNDER H.R. 1415 |
|-----------------------------------|-----------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| By fiscal year, millions of dollars— | Authorization | 2022 | 2023 | 2024 | 2025 | 2026 | 2027 | 2022–2027 |
|-----------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| Direct Spending (Outlays) | 0 | 0 | 0 | 0 | | | |
| Revenues | 0 | 0 | 0 | 0 | | | |
| Increase or Decrease (-) | 0 | 0 | 0 | 0 | | | |
| In the Deficit | 0 | 0 | 0 | 0 | | | |
| Spending Subject to Appropriation (Outlays) | * | 18 | | | 25 | | |

*= between zero and $500,000.

The CBO staff contact for this estimate is Robert Reese. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.
2. General Performance Goals and Objectives. As required by clause 3(c)(4) of rule XIII, the general performance goals and objectives of this bill are to amend the Coastal Zone Management Act of 1972 to authorize grants to Indian Tribes to further achievement of Tribal coastal zone objectives.

EARMARK STATEMENT

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

UNFUNDED MANDATES REFORM ACT STATEMENT

According to CBO, this bill contains no unfunded mandates as defined by the Unfunded Mandates Reform Act.

EXISTING PROGRAMS

This bill does not establish or reauthorize a program of the federal government known to be duplicative of another program. The bill would modify, but not establish or reauthorize, state grants under Section 306A of the Coastal Zone Management Act of 1972 (16 U.S.C. 1455a). The bill would establish Grants to Further Achievement of Tribal Coastal Zone Objectives as a new program. Such program was not included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139. The new competitive program is related and complementary to, but not duplicative of, the following program identified in the most recent Catalog of Federal Domestic Assistance published pursuant to 31 U.S.C. §6104: Coastal Zone Management Administration Awards (CFDA No. 11.419).

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the Congressional Accountability Act.

PREEMPTION OF STATE, LOCAL, OR TRIBAL LAW

Any preemptive effect of this bill over state, local, or tribal law is intended to be consistent with the bill's purposes and text and the Supremacy Clause of Article VI of the U.S. Constitution.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3(e) of rule XIII of the Rules of the House of Representatives, changes in existing law made by the bill, as reported, are shown as follows (existing law proposed to be omitted is enclosed in black brackets, new matter is printed in italics, and existing law in which no change is proposed is shown in roman):
COASTAL ZONE MANAGEMENT ACT OF 1972

TITLE III—MANAGEMENT OF THE COASTAL ZONE

RESOURCE MANAGEMENT IMPROVEMENT GRANTS

SEC. 306A. (a) For purposes of this section—

(1) The term “eligible coastal state” means a coastal state that for any fiscal year for which a grant is applied for under this section—

(A) has a management program approved under section 306; and

(B) in the judgment of the Secretary, is making satisfactory progress in activities designed to result in significant improvement in achieving the coastal management objectives specified in section 303(2)(A) through (K).

(2) The term “urban waterfront and port” means any developed area that is densely populated and is being used for, or has been used for, urban residential recreational, commercial, shipping or industrial purposes.

(b) The Secretary may make grants to any eligible coastal state to assist that state in meeting one or more of the following objectives:

(1) The preservation or restoration of specific areas of the state that (A) are designated under the management program procedures required by section 306(d)(9) because of their conservation recreational, ecological, or esthetic values, or (B) contain one or more coastal resources of national significance, or for the purpose of restoring and enhancing shellfish production by the purchase and distribution of clutch material on publicly owned reef tracts.

(2) The redevelopment of deteriorating and underutilized urban waterfronts and ports that are designated in the state’s management program pursuant to section 306(d)(2)(C) as areas of particular concern.

(3) The provision of access to public beaches and other public coastal areas and to coastal waters in accordance with the planning process required under section 306(d)(2)(G).

(4) The development of a coordinated process among State agencies to regulate and issue permits for aquaculture facilities in the coastal zone.

(c)(1) Each grant made by the Secretary under this section shall be subject to such terms and conditions as may be appropriate to ensure that the grant is used for purposes consistent with this section.

(2) Grants made under this section may be used for—

(A) the acquisition of fee simple and other interests in land;

(B) low-cost construction projects determined by the Secretary to be consistent with the purposes of this section, including but not limited to, paths, walkways, fences, parks, and the rehabilitation of historic buildings and structures; except that not more than 50 per centum of any grant made under this section may be used for such construction projects;
(C) in the case of grants made for objectives described in subsection (b)(2)—

(i) the rehabilitation or acquisition of piers to provide increased public use, including compatible commercial activity,

(ii) the establishment of shoreline stabilization measures including the installation or rehabilitation of bulkheads for the purpose of public safety or increasing public access and use, and

(iii) the removal or replacement of pilings where such action will provide increased recreational use of urban waterfront areas,

but activities provided for under this paragraph shall not be treated as construction projects subject to the limitations in paragraph (B);

(D) engineering designs, specifications, and other appropriate reports;

(E) educational, interpretive, and management costs and such other related costs as the Secretary determines to be consistent with the purposes of this section; and

(F) fulfilling any Tribal coastal zone objective (as that term is defined in section 320).

(d)(1) The Secretary may make grants to any coastal state for the purpose of carrying out the project or purpose for which such grants are awarded, if the state matches any such grant according to the following ratios of Federal to state contributions for the applicable fiscal year: 4 to 1 for fiscal year 1986; 2.3 to 1 for fiscal year 1987; 1.5 to 1 for fiscal year 1988; and 1 to 1 for each fiscal year after fiscal year 1988.

(2) Grants provided under this section may be used to pay a coastal state’s share of costs required under any other Federal program that is consistent with the purposes of this section.

(3) The total amount of grants made under this section to any eligible coastal state for any fiscal year may not exceed an amount equal to 10 per centum of the total amount appropriated to carry out this section for such fiscal year.

(e) With the approval of the Secretary, an eligible coastal state may allocate to a local government, an areawide agency designated under section 204 of the Demonstration Cities and Metropolitan Development Act of 1966, a regional agency, or an interstate agency, a portion of any grant made under this section for the purpose of carrying out this section; except that such an allocation shall not relieve that state of the responsibility for ensuring that any funds so allocated are applied in furtherance of the state’s approved management program.

(f) In addition to providing grants under this section, the Secretary shall assist eligible coastal states and their local governments in identifying and obtaining other sources of available Federal technical and financial assistance regarding the objectives of this section.
SEC. 320. GRANTS TO FURTHER ACHIEVEMENT OF TRIBAL COASTAL ZONE OBJECTIVES.

(a) GRANTS AUTHORIZED.—The Secretary may award competitive grants to Indian Tribes to further achievement of the objectives of such a Tribe for such Tribe's Tribal coastal zone.

(b) COST SHARE.—

(1) IN GENERAL.—The Federal share of the cost of any activity carried out with a grant of $200,000 or more under this section shall not exceed 95 percent of such cost, except as provided in paragraph (2).

(2) WAIVER.—The Secretary may waive the application of paragraph (1) with respect to a grant to an Indian Tribe, or otherwise reduce the portion of the share of the cost of an activity required to be paid by an Indian Tribe under such paragraph.

(c) COMPATIBILITY.—The Secretary may not award a grant under this section unless the Secretary determines that the activities to be carried out with the grant are compatible with this title.

(d) AUTHORIZED OBJECTIVES AND PURPOSES.—Amounts awarded as a grant under this section shall be used for 1 or more of the objectives and purposes authorized under subsections (b) and (c), respectively, of section 306A.

(e) FUNDING.—There is authorized to be appropriated to the Secretary $5,000,000 to carry out this section for each of fiscal years 2022 through 2026, of which up to 5 percent may be retained by NOAA to administer this section.

(f) DEFINITIONS.—In this section, the following definitions apply:

(1) INDIAN LAND.—The term "Indian land" has the meaning given such term in section 2601 of the Energy Policy Act of 1992 (25 U.S.C. 3501) and the Indian Tribe is within a coastal state, as that term is defined in section 304(4) (16 U.S.C. 1453(4)).

(2) INDIAN TRIBE.—The term "Indian Tribe" has the meaning given such term in section 4 of the Indian Self-Determination and Education Assistance Act (25 U.S.C. 5304).

(3) TRIBAL COASTAL ZONE.—The term "Tribal coastal zone" means any Indian land that is within the coastal zone, as that term is defined in section 304(1) (16 U.S.C. 1453(1)).

(4) TRIBAL COASTAL ZONE OBJECTIVE.—The term "Tribal coastal zone objective" means, with respect to an Indian Tribe, any of the following objectives:

(A) Protection, restoration, or preservation of areas in the Tribal coastal zone of such Tribe that hold—

(i) important ecological, cultural, or sacred significance for such Tribe; or

(ii) traditional, historic, and aesthetic values essential to such Tribe.

(B) Preparing and implementing a special area management plan and technical planning for important coastal areas.

(C) Any coastal or shoreline stabilization measure, including any mitigation measure, for the purpose of public safety, public access, or cultural or historical preservation.
DISSENTING VIEWS

H.R. 1415 is also included as a part of H.R. 3764 (Grijalva), the massive Ocean-Based Climate Solutions Act, which Republicans opposed at Committee markup in 2020.

H.R. 1415 would create a new $25 million grant program under the Coastal Zone Management Act specifically for federally recognized Indian tribes and Alaska Native Corporations. This funding would be in addition to the funding already allocated to states, which Indian tribes have the ability to access through partnerships with states to complete projects. As reported out of Committee, the federal government would pay for 95 percent of the cost of any activity carried out under the bill. The Secretary of the Interior would also have the discretion to wave the already minimal 5 percent non-federal cost share.

In addition, H.R. 1415 as reported by the Committee on Natural Resources would remove a commonsense requirement that grantees consult with the affected coastal state regarding their grant objectives and purposes, which could lead to less efficient and uncoordinated expenditure of program funds. Lastly, the Committee’s Majority ignored concerns raised by the National Oceanic and Atmospheric Administration (NOAA) during a legislative hearing in the 117th Congress that this bill would focus funding on objectives NOAA finds “capital-intensive and, in some cases, adversely affect nearby beaches, dunes, and other coastal resources.”

For these reasons, I oppose H.R. 1415.

BRUCE WESTERMAN.