Calendar No. 520

105TH CONGRESS 2D SESSION

S. 659

[Report No. 105-283]

To amend the Great Lakes Fish and Wildlife Restoration Act of 1990 to provide for implementation of recommendations of the United States Fish and Wildlife Service contained in the Great Lakes Fishery Restoration Study Report.

IN THE SENATE OF THE UNITED STATES

April 25, 1997

Mr. GLENN (for himself, Mr. LEVIN, Mr. MOYNIHAN, Mr. DEWINE, Ms. MOSELEY-BRAUN, Mr. KOHL, Mr. SPECTER, and Mr. LUGAR) introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

July 31, 1998

Reported by Mr. Chafee, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

To amend the Great Lakes Fish and Wildlife Restoration Act of 1990 to provide for implementation of recommendations of the United States Fish and Wildlife Service contained in the Great Lakes Fishery Restoration Study Report.

- 1 Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, 3 **SECTION 1. SHORT TITLE.** 4 This Act may be cited as the "Great Lakes Fish and Wildlife Restoration Act of 1997". SEC. 2. FINDINGS. 6 7 The Congress finds the following: 8 (1) The Great Lakes Fishery Resources Res-9 toration Study, for which a report was submitted to the Congress in 1995, was a comprehensive study of 10 11 the status, assessment, management, and restoration 12 needs of the fishery resources of the Great Lakes 13 Basin, and was conducted through the joint effort of 14 the United States Fish and Wildlife Service, State 15 fish and wildlife resource management agencies, In-16 dian tribes, and the Great Lakes Fishery Commis-17 sion. 18 (2) This study found the following: 19 (A) Physical changes to the Great Lakes 20 21
- through dredging, construction of hydroelectric
 and other dams, stone revetment projects, clearing of shoreline vegetation, and increased agriculture have altered habitats, fish spawning
 mortality, erosion, sedimentation, oxygen levels,
 contaminant transport, nutrient loading, and

exploitation, habitat impairment, and destabilizing effects of nonindigenous species are responsible for most of the decline of native fishes in the Great Lakes. Physical changes to the near-shore environments, riverine tributaries, and wetlands by development projects have affected those species relying on these habitats for critical phases of their life histories. Monitoring of contaminants and analysis of their effects should be coordinated and expanded.

(B) Significant habitats necessary for self-sustaining populations of fish and wildlife are threatened or impaired. Actions should include identifying and protecting habitats that are used by fish and wildlife for spawning, breeding, nesting, rearing and feeding, and rehabilitating degraded habitats to be utilized by a diverse community.

(C) Working under the cooperatively developed guidance of the Strategic Plan for Management of the Great Lakes Fisheries, published by the Great Lakes Fishery Commission in 1980, and the Great Lakes Water Quality Agreement, State, Provincial, Native American

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tribal, and Federal agencies bordering the Great Lakes have made significant progress toward the goal of restoring a healthy fish community to the Great Lakes. Differences in mandate, perception of priorities, and style of management create major institutional impediments to systematic and comprehensive coordination of ecosystem management. Many of the current problems are, in fact, the unintended consequences of uncoordinated management of water quality, fisheries, shipping, and human developments in the Great Lakes Basin. Concepts of responsible resource use and management and biological conservation should not be at odds, but should be integrated via partnerships to meet future needs. Information exchange and cross-program forums should be established to encourage management. Setting of specific management goals is central to the coordination of management efforts. Fishery managers should increase their involvement with the Binational Program, Remedial Action Plans, Lake-Wide Management Plans, and the Environmental Monitoring and Assessment Program planning process.

SEC. 3. REFERENCE.

2	Whenever in this Act an amendment is expressed in				
3	terms of an amendment to, or repeal of, a section or other				
4	provision, the reference shall be considered to be made to				
5	that section or other provision of the Great Lakes Fish				
6	and Wildlife Restoration Act of 1990 (16 U.S.C. 941 et				
7	seq.), as set forth in title I of Public Law 101–573.				
8	SEC. 4. PURPOSES.				
9	Section 1003 (16 U.S.C. 941a) is amended—				
10	(1) in the matter preceding paragraph (1), by				
11	striking "this Act" and inserting "this title";				
12	(2) by striking paragraph (1);				
13	(3) by redesignating paragraphs (2) and (3) in				
14	order as paragraphs (1) and (2) ;				
15	(4) by amending paragraph (1), as so redesig-				
16	nated, to read as follows:				
17	"(1) to develop and implement proposals for the				
18	restoration of fish and wildlife resources in the				
19	Great Lakes Basin; and"; and				
20	(5) in paragraph (2), as so redesignated, by				
21	striking "habitat of" and inserting "habitat in".				
22	SEC. 5. DEFINITIONS.				
23	Section 1004 (16 U.S.C. 941b) is amended—				
24	(1) in the matter preceding paragraph (1), by				
25	striking "this Act" and inserting "this title";				

1	(2) in paragraph (8) by striking "plant or ani-
2	mal" and inserting "plant, animal, or microorga-
3	nism'';
4	(3) in paragraph (9) by striking "and" after
5	the semicolon at the end, in paragraph (10) by strik-
6	ing the period at the end and inserting a semicolon,
7	and by redesignating paragraphs (9) and (10) as
8	paragraphs (10) and (11), respectively;
9	(4) by inserting after paragraph (8) the follow-
10	ing new paragraph:
11	"(9) the term 'restoration' means to rehabilitate
12	and maintain the structure, function, diversity, and
13	dynamics of a biological system, including, but not
14	limited to, the reestablishment of self-sustaining
15	populations of fish and wildlife;"; and
16	(5) by adding at the end the following new
17	paragraphs:
18	"(12) the term 'Report' means the United
19	States Fish and Wildlife Service report entitled
20	'Great Lakes Fishery Resources Restoration Study'
21	as submitted to the President of the Senate and the
22	Speaker of the House of Representatives on Septem-

ber 13, 1995;

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1	"(13) the term 'Committee' means the Great
2	Lakes Fish and Wildlife Restoration Proposal Re-
3	view Committee established by section 1005(e); and
4	"(14) the term 'non-Federal source' includes
5	State government, local governments, Indian Tribes,
6	other governmental entities, private entities, and in-
7	dividuals.".
8	SEC. 6. IDENTIFICATION, REVIEW, AND IMPLEMENTATION
9	OF PROPOSALS.
10	Section 1005 (16 U.S.C. 941e) is amended to read
11	as follows:
12	"SEC. 1005. IDENTIFICATION, REVIEW, AND IMPLEMENTA-
13	TION OF PROPOSALS.
13 14	"(a) In General.—The Director, in consultation
14	
14	"(a) In General.—The Director, in consultation with the Committee, shall ensure that proposals resulting
14 15	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through
14 15 16 17	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through
14 15 16 17	"(a) In General.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through an annual request to State and Tribal entities described
14 15 16 17	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through an annual request to State and Tribal entities described in subsection (b) are developed and, within available ap-
14 15 16 17 18	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through an annual request to State and Tribal entities described in subsection (b) are developed and, within available appropriations, the highest priority proposals are imple-
14 15 16 17 18 19 20	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through an annual request to State and Tribal entities described in subsection (b) are developed and, within available appropriations, the highest priority proposals are implemented.
14 15 16 17 18 19 20 21	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through an annual request to State and Tribal entities described in subsection (b) are developed and, within available appropriations, the highest priority proposals are implemented. "(b) IDENTIFICATION OF PROPOSALS.—The Director
14 15 16 17 18 19 20 21 22 23	"(a) IN GENERAL.—The Director, in consultation with the Committee, shall ensure that proposals resulting from recommendations of the Study or identified through an annual request to State and Tribal entities described in subsection (b) are developed and, within available appropriations, the highest priority proposals are implemented. "(b) IDENTIFICATION OF PROPOSALS.—The Director shall annually request that State Directors and Indian

- 1 such as recommendations of the Council of Lake Commit-
- 2 tees sponsored by the Great Lakes Fishery Commission.
- 3 These proposals shall be submitted in the manner and
- 4 form prescribed by the Director. The proposals shall be
- 5 consistent with the goals of the Great Lakes Water Qual-
- 6 ity Agreement, as revised in 1987, the 1954 Convention
- 7 on Great Lakes Fisheries, State and Tribal fishery man-
- 8 agement jurisdiction, the Joint Strategic Plan for the
- 9 Management of Great Lakes Fisheries, the Nonindigenous
- 10 Aquatic Nuisance Prevention and Control Act of 1990, the
- 11 North American Waterfowl Management Plan, and var-
- 12 ious joint ventures established under that plan. Notwith-
- 13 standing any other provision of law, the Great Lakes Fish-
- 14 ery Commission shall retain authority and responsibility
- 15 for formulation and implementation of a comprehensive
- 16 program for eradicating or minimizing sea lamprey popu-
- 17 lations in the Great Lakes Basin. The Secretary of the
- 18 Army may, upon request of the Great Lakes Fishery Com-
- 19 mission, construct and improve water resources projects
- 20 related to sea lamprey management that improve the qual-
- 21 ity of the environment in the public trust, at any location
- 22 within the Great Lakes or their tributaries or connecting
- 23 waters.
- 24 "(e) Review of Proposals.—

"(1) ESTABLISHMENT OF COMMITTEE.—There
 is established the Great Lakes Fish and Wildlife
 Restoration Proposal Review Committee.

"(2) MEMBERSHIP AND APPOINTMENT.—The Committee shall operate under the auspices of the Council of Lake Committees, and consist of representatives of all State Directors and federally recognized Indian Tribes with Great Lakes fish and wildlife management authority in the Basin. State Directors and Tribal Chairs shall appoint their representatives, who shall serve at the pleasure of the appointing authority. The Great Lakes Coordinator of the United States Fish and Wildlife Service shall participate as an observer of the Committee.

"(3) Functions.—The Committee shall annually review proposals developed under the process established by subsection (b) to assess their effectiveness and appropriateness in fulfilling the purposes of this title and recommend to the Director priorities for implementing the proposals.

21 "(d) IMPLEMENTATION OF PROPOSALS.—Consider22 ing the Committee's recommendations and the goals stat23 ed in section 1006, the Director shall select proposals to
24 be implemented and, within available appropriations, shall
25 fund their implementation.

"(e) Cost-Sharing.—

"(1) IN GENERAL.—The Director shall require that 25 percent of the cost of implementing any proposal selected under subsection (d), other than those involving the establishment of sea lamprey barriers, must be paid by non-Federal sources on a basis considered by the Director to be timely and appropriate.

"(2) IN-KIND CONTRIBUTIONS.—In addition to eash outlays, the Director shall consider as financial contributions by a non-Federal source the value of in-kind contributions provided for the purpose of implementing a proposal. In-kind contributions may consist of, but are not required to be limited to, real or personal property or personal services necessary to implement a proposal that are rendered by volunteers. The Director shall establish the standards under which the value of in-kind contributions shall be determined. Valuations made by the Director under this paragraph are final and not subject to judicial review.

"(3) Exclusion of Federal funds from Non-Federal share.—The Director may not consider the expenditure, either directly or indirectly, of Federal funds received by a State or local govern-

1 ment to be a contribution by a non-Federal source 2 for purposes of this section.". SEC. 7. MAINTENANCE OF OFFICES. 4 Section 1007 (16 U.S.C. 941e) is amended— 5 (1) by amending the section heading to read as 6 follows: 7 "SEC. 1007. MAINTENANCE OF OFFICES."; 8 (2) in subsection (a) by striking the first sen-9 tence and inserting the following: "The Director 10 shall maintain the functions of the Great Lakes Co-11 ordination Office in East Lansing, Michigan, for the 12 purpose of coordinating all United States Fish and 13 Wildlife Service activities in the Great Lakes 14 Basin."; 15 (3) by amending subsection (b) to read as fol-16 lows: 17 "(b) Great Lakes Fishery Resources FICES.—The Director shall maintain the Upper Great Lakes Fishery Resources Office and the Lower Great Lakes Fishery Resources Office. The Director shall provide each of these offices the necessary administrative and technical support services to carry out all United States Fish and Wildlife Service operational activities related to fishery resource protection, restoration, maintenance, and enhancement in their respective regions."; and

1	(4) by striking subsection (c).
2	SEC. 8. REPORTS TO CONGRESS.
3	Section 1008 (16 U.S.C. 941f) is amended to reac
4	as follows:
5	"SEC. 1008. REPORTS TO CONGRESS.
6	"The Director shall submit a report within 6 months
7	after the end of every second fiscal year to the Committee
8	on Resources of the House of Representatives and the
9	Committee on Environment and Public Works of the Sen-
10	ate. The first such biennial report shall be submitted by
11	April 1, 1998. Each such report shall describe—
12	"(1) actions taken to implement the process es-
13	tablished by section 1005;
14	"(2) the results of proposals implemented under
15	section 1005; and
16	"(3) activities undertaken and progress toward
17	the accomplishment of the goals stated in section
18	1006.".
19	SEC. 9. AUTHORIZATIONS OF APPROPRIATIONS.
20	Section 1009 (16 U.S.C. 941g) is amended to reac
21	as follows:
22	"SEC. 1009. AUTHORIZATION OF APPROPRIATIONS.
23	"There are authorized to be appropriated to the Di-
24	rector

- 1 "(1) for the operation of the Great Lakes Co-2 ordination Office, the Upper Great Lakes Fishery 3 Resources Office, and the Lower Great Lakes Fishery Resources Office under section 1007, \$1,500,000 4 5 for each of fiscal years 1998 through 2002; and 6 "(2) for implementation of fish and wildlife res-7 under section 1005(e)toration proposals 8 \$3,500,000 for each of fiscal years 1998 through
- 10 SEC. 10. TECHNICAL CORRECTION.
- 11 Title H of Public Law 101–646 (104 Stat. 4773) is
- 12 repealed.

13 SECTION 1. SHORT TITLE.

2002.

- 14 This Act may be cited as the "Great Lakes Fish and
- 15 Wildlife Restoration Act of 1998".
- 16 SEC. 2. FINDINGS.
- 17 Congress finds that—
- 18 (1) the Great Lakes Fishery Resources Restora-19 tion Study, for which a report was submitted to Con-20 gress in 1995, was a comprehensive study of the sta-
- 21 tus, and the assessment, management, and restoration
- 22 needs, of the fishery resources of the Great Lakes
- 23 Basin, and was conducted through the joint effort of
- 24 the United States Fish and Wildlife Service, State
- 25 fish and wildlife resource management agencies, In-

1	dian Tribes, and the Great Lakes Fishery Commis-
2	sion; and
3	(2) the study—
4	(A) found that, although State, Provincial,
5	Native American Tribal, and Federal agencies
6	have made significant progress toward the goal
7	of restoring a healthy fish community to the
8	Great Lakes Basin, additional actions and better
9	coordination are needed to protect and effectively
10	manage the fisheries and related resources in the
11	Great Lakes Basin; and
12	(B) recommended actions that are not cur-
13	rently funded but are considered essential to
14	meet goals and objectives in managing the re-
15	sources of the Great Lakes Basin.
16	SEC. 3. REFERENCE; REPEAL.
17	(a) Reference.—Each reference in this Act (other
18	than in subsection (b)) to the Great Lakes Fish and Wildlife
19	Restoration Act of 1990 is a reference to the Act enacted
20	by title I of Public Law 101–573 (104 Stat. 2370).
21	(b) Repeal of Duplicative Enactment.—The
22	Great Lakes Fish and Wildlife Restoration Act of 1990, en-
23	acted as title II of Public Law 101–646 (104 Stat. 4773),
24	is repealed.

1 SEC. 4. PURPOSES.

2	Section 1003 of the Great Lakes Fish and Wildlife Res-
3	toration Act of 1990 (16 U.S.C. 941a) is amended—
4	(1) in the matter preceding paragraph (1), by
5	striking "this Act" and inserting "this title";
6	(2) by striking paragraph (1);
7	(3) by redesignating paragraphs (2) and (3) as
8	paragraphs (1) and (2), respectively;
9	(4) by striking paragraph (1) (as so redesig-
10	nated) and inserting the following:
11	"(1) to develop and implement proposals for the
12	restoration of fish and wildlife resources in the Great
13	Lakes Basin; and"; and
14	(5) in paragraph (2) (as redesignated by para-
15	graph (4)), by striking "habitat of" and inserting
16	"habitat in".
17	SEC. 5. DEFINITIONS.
18	Section 1004 of the Great Lakes Fish and Wildlife Res-
19	toration Act of 1990 (16 U.S.C. 941b) is amended—
20	(1) in the matter preceding paragraph (1), by
21	striking "this Act" and inserting "this title";
22	(2) by redesignating paragraphs (2), (3), (4),
23	(5), (6), (7), (8), (9), and (10) as paragraphs (3), (4),
24	(5), (6), (7), (14), (9), (12), and (13), respectively;
25	(3) by moving paragraph (14) (as redesignated
26	by paragraph (2)) to the end of the section;

1	(4) in paragraph (9) (as redesignated by para-
2	graph (2)), by striking "plant or animal" and insert-
3	ing "plant, animal, or other organism";
4	(5) by inserting after paragraph (1) the follow-
5	ing:
6	"(2) the term 'Committee' means the Great Lakes
7	Fish and Wildlife Restoration Proposal Review Com-
8	mittee established by section 1005(c);";
9	(6) by inserting after paragraph (7) (as redesig-
10	nated by paragraph (2)) the following:
11	"(8) the term 'non-Federal source' includes a
12	State government, local government, Indian Tribe,
13	other non-Federal governmental entity, private entity,
14	and individual";
15	(7) by inserting after paragraph (9) (as redesig-
16	nated by paragraph (2)) the following:
17	"(10) the term 'Report' means the United States
18	Fish and Wildlife Service report entitled 'Great Lakes
19	Fishery Resources Restoration Study', submitted to
20	the President of the Senate and the Speaker of the
21	House of Representatives on September 13, 1995;
22	"(11) the term 'restoration' means to rehabilitate
23	and maintain the structure, function, diversity, and
24	dynamics of a biological system, including reestab-

1	lishment of self-sustaining populations of fish and
2	wildlife;";
3	(8) in paragraph (12) (as redesignated by para-
4	graph (2)), by striking "and" at the end; and
5	(9) in paragraph (13) (as redesignated by para-
6	graph (2)), by striking the period at the end and in-
7	serting "; and".
8	SEC. 6. IDENTIFICATION, REVIEW, AND IMPLEMENTATION
9	OF PROPOSALS.
10	Section 1005 of the Great Lakes Fish and Wildlife Res-
11	toration Act of 1990 (16 U.S.C. 941c) is amended to read
12	as follows:
13	"SEC. 1005. IDENTIFICATION, REVIEW, AND IMPLEMENTA-
14	TION OF PROPOSALS.
15	"(a) In General.—The Director, in consultation with
16	the Committee, shall encourage the development and, subject
17	to the availability of appropriations, the implementation
18	of proposals based on the results of the Report.
19	"(b) Identification of Proposals.—
20	"(1) Request by director.—The Director
21	shall annually request that State Directors and In-
22	dian Tribes, in cooperation or partnership with other
23	interested entities and based on the results of the Re-
24	port, submit proposals for the restoration of fish and
25	wildlife resources.

"(2) Requirements for proposals.—A proposal under paragraph (1) shall be submitted in the manner and form prescribed by the Director and shall be consistent with the goals of the Great Lakes Water Quality Agreement, as revised in 1987, the 1954 Great Lakes Fisheries Convention, State and tribal fishery management jurisdiction, the 1980 Joint Strategic Plan for the management of Great Lakes fishery resources, the Nonindigenous Aquatic Nuisance Prevention and Control Act of 1990 (16 U.S.C. 4701 et seq.), and the North American Waterfowl Management Plan and joint ventures established under the plan.

"(3) Sea Lamprey Authority.—The Great Lakes Fishery Commission shall retain authority and responsibility for formulation and implementation of a comprehensive program for eradicating or minimizing sea lamprey populations in the Great Lakes Basin.

20 "(c) Review of Proposals.—

"(1) Establishment of committee.—There is established the Great Lakes Fish and Wildlife Restoration Proposal Review Committee, which shall operate under the auspices of the Council of Lake Committees.

1	"(2) Membership and appointment.—
2	"(A) In General.—The Committee shall
3	consist of representatives of all State Directors
4	and Indian Tribes with Great Lakes fish and
5	wildlife management authority in the Great
6	Lakes Basin.
7	"(B) Appointments.—State Directors and
8	Tribal Chairs shall appoint their representatives,
9	who shall serve at the pleasure of the appointing
10	authority.
11	"(C) Observer.—The Great Lakes Coordi-
12	nator of the United States Fish and Wildlife
13	Service shall participate as an observer of the
14	Committee.
15	"(D) Recusal.—A member of the Commit-
16	tee shall recuse himself or herself from consider-
17	ation of proposals that the member, or the entity
18	that the member represents, has submitted.
19	"(3) Functions.—The Committee shall at least
20	annually—
21	"(A) review proposals developed in accord-
22	ance with subsection (b) to assess their effective-
23	ness and appropriateness in fulfilling the pur-
24	poses of this title; and

1 "(B) recommend to the Director priorities
2 for implementing the proposals, taking into ac3 count the effectiveness and appropriateness of the
4 proposals in fulfilling the purposes of other laws
5 applicable to restoration of the fishery resources
6 and habitat of the Great Lakes Basin.

"(d) Implementation of Proposals.—After consid
8 ering the recommendations of the Committee and the goals

9 specified in section 1006, the Director shall select proposals

10 to be implemented and, subject to the availability of appro
11 priations and subsection (e), fund implementation of the

12 proposals.

13 "(e) Cost-Sharing.—

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"(1) In General.—Not less than 25 percent of the cost of implementing a proposal selected under subsection (d) (not including the cost of establishing sea lamprey barriers) shall be paid in cash or in-kind contributions by non-Federal sources.

"(2) Exclusion of Federal funds from non-Federal share.—The Director may not consider the expenditure, directly or indirectly, of Federal funds received by a State or local government to be a contribution by a non-Federal source for purposes of this subsection.".

SEC. 7. REPORTS TO CONGRESS. 2 Section 1008 of the Great Lakes Fish and Wildlife Restoration Act of 1990 (16 U.S.C. 941f) is amended to read as follows: 4 5 "SEC. 1008. REPORTS TO CONGRESS. 6 "On December 31, 2002, the Director shall submit to the Committee on Resources of the House of Representatives and the Committee on Environment and Public Works of the Senate a report that describes— 10 "(1) actions taken to solicit and review proposals 11 under section 1005; 12 "(2) the results of proposals implemented under 13 section 1005; and "(3) progress toward the accomplishment of the 14 15 goals specified in section 1006.". SEC. 8. AUTHORIZATIONS OF APPROPRIATIONS. 17 Section 1009 of the Great Lakes Fish and Wildlife Restoration Act of 1990 (16 U.S.C. 941q) is amended to read 18 19 as follows: "SEC. 1009. AUTHORIZATION OF APPROPRIATIONS. 21 "There are authorized to be appropriated to the Direc-22 tor— 23 "(1) for the operation of the Great Lakes Coordi-

nation Office, the Upper Great Lakes Fishery Re-

sources Office, and the Lower Great Lakes Fishery

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1	Resources Office under section 1007, \$3,500,000 for
2	each of fiscal years 1998 through 2003; and
3	"(2) for implementation of fish and wildlife res-
4	toration proposals selected by the Director under sec-
5	tion 1005(d), \$4,500,000 for each of fiscal years 1999
6	through 2003, of which none shall be available for
7	costs incurred in administering the proposals.".

Calendar No. 520

105th Congress S. 659

[Report No. 105–283]

A BILL

To amend the Great Lakes Fish and Wildlife Restoration Act of 1990 to provide for implementation of recommendations of the United States Fish and Wildlife Service contained in the Great Lakes Fishery Restoration Study Report.

 $J_{\rm ULY}$ 31, 1998

Reported with an amendment