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ISSUE PAPER GLOBAL CLIMATE CHANGE

BACKGROUND

There is general agreement in the world scientific community that a buildup of carbon dioxide and other radiatively active gases is occurring in the upper atmosphere. The consensus of current science is that the amount of CO₂ and trace gases in the atmosphere, most notably nitrous oxide (N₂O) methane (CH₄), ozone, and the chlorofluorocarbons, are increasing. Since these gases absorb and emit longwave radiation they are capable of influencing the earth's climate. The continuing buildup of these "greenhouse" gases are likely to be the most important cause of climate change over the next century. While early concerns focused on the role of CO₂ in the global warming process, there is now growing acceptance that the role of other greenhouse gases in changing the climate will become about as important as CO₂. There is general agreement that if present trends continue, the combined concentrations of atmospheric CO₂ and other greenhouse gases would be approximately radiatively equivalent to a doubling of CO₂ from pre-industrial levels. Some researchers predict that an doubling could take place as early as 2030, but most estimates call for it to occur later in the 21st century.

Current experiments using the most sophisticated general circulation models of the climatic system show that increases of the global mean equilibrium surface temperature of between 1.5 and 4.5 degrees C. would be associated with the predicted doubling of atmospheric CO₂ concentrations (or equivalent concentrations). Most recent work tends toward the upper limit, although this is not yet apparent from observations. The complexity of the global climatic system, the imprecision of the models, and major gaps in present knowledge -- particularly in the area of ocean-atmosphere interactions and clouds -- makes precision impossible until further research progress is made in these areas. Other factors may also influence climate change but none will be as important as the greenhouse gases during the next century.

Most of the global climate change issues are related. Some impacts, such as a rise in surface temperature and sea level rise have long been linked. As we learn more about the relevant tropospheric chemistry, the relationship between these greenhouse effects and other effects such as depletion of the ozone layer are becoming more apparent. The linkage stems from common or related emission sources and the chemical interaction of the various gases whose increased concentration can lead, for example, to both a surface temperature rise and reduction of tropospheric ozone. It should also be noted that the greenhouse temperature changes (tropospheric warming and stratospheric cooling) significantly modify the predictions for ozone and other perturbations of atmospheric composition, yet this interaction has

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been largely ignored. Such complex relationships also suggest a possible need to consider regional scale phenomenon (e.g. methane emissions and their atmospheric chemistry) in concert with the global scale atmospheric issues since they too have some common emission species, emission sources and related chemistry.

The growing realization of these interactions has led to the creation of a number of interdisciplinary research programs. The U.S. National Academy of Sciences (NAS) International Geosphere-Biosphere Program and the International Council of Scientific Unions (ICSU) Global Change Program are two key examples. Other programs include the World Meteorological Organization (WMO) World Climate Program, and the International Institute for Applied Systems Analysis (IIASA) Sustainable Global Development Program.

DISCUSSION

Concern over the increased atmospheric concentrations of these gases and the potential consequences of these higher concentrations (e.g. global warming, changes in precipitation patterns, sea level rise and depletion of the ozone layer) has caused interest across a number of agencies, Congressional Committees, and international organizations. Also at issue are the direct and indirect impacts on human health, the environment, global settlement patterns, etc. These include a potential for increased basal cell skin cancer, dramatic changes in some of the world's coastlines, potential elimination of major portions of tropical rainforests, etc.

NASA, NSF, NOAA, DOE, and EPA all have substantial research programs dealing with one or more aspects of the issue. Others, such as State, USDA, DOI, and AID are interested in the policy and scientific implications that may flow from the research.

Internationally, WMO, the United Nations Environment Program (UNEP), and ICSU are all involved in the issue both seperately and cooperatively through the World Climate Program. Recent events such as the Convention for Protection of the Ozone Layer signed last summer and the joint UNEP/WHO/ICSU Conference on CO2 and other greenhouse gases (Villach, October, 1985) provided a major impetus to the need to reexamine our approach to these issues. Others, such as the World Resources Institute (Washington, D.C.) and IIASA in Vienna, Austria have major program components which dealing with various aspects of the issue.

Recently, interest domestically has also expanded to Congress where the Senate held hearings on global climate change in December 1985 and June 1986. A Concurrent Resolution (S.Con.Res.96) calling for the President to establish an "International Greenhouse Year" which would be similiar to the earlier IGY was introduced this spring.

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Generally, this interest has evolved from the realization that increasing concentrations of the radiatively active ("greenhouse") gases may lead to global climate change which could be significantly outside historically measured ranges for the current interglacial period. While there is general agreement that much of this concentration has anthropogenic causes there is also general agreement that immediate drastic policy action is not required. There is, however, a large group of scientists and senior analysts who feel that in order to be able to implement necessary policy sometime in the future we must begin to identify options and strategies today. Policy analysis of this type, they say, must go on parallel with the scientific efforts; it cannot wait for more concrete scientific results.

As scientific study continues to develop chemical and physical linkages between a number of these phenomenon such development also points out the need for coordinated interdisciplinary policy analysis. These research findings, coupled with the rapid proliferation of interdisciplinary global change programs and the significant number of specific domestic and international research and policy initiatives dealing with aspects of the issue requires better federal government coordination.

5/28/86 - draft

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THE WHITE HOUSE
WASHINGTON
December 29, 1987

MEMORANDUM FOR NANCY J. RISQUE

THROUGH: RALPH C. BLEDSOE *Ralph Bledsoe*
FROM: ROBERT E. JOHNSON *Robert E. Johnson*
SUBJECT: The Global Climate Protection Act

Issue: What steps should the Administration take in response to a statutory requirement that the President propose a national policy on global climate change?

Background: On December 22, 1987, the President signed the Foreign Relations Authorization Act, Title XI of which is the Global Climate Protection Act. This Act requires the President, through EPA, to propose a national policy on global climate change (date unspecified). The State Department and EPA must submit reports to Congress within two years, concerning scientific understanding of the greenhouse effect and U.S. efforts to gain international cooperation in limiting global climate change. State is to promote the early designation of an International Year of Global Climate Protection.

Current Administration policy is that more research is required before a policy on global climate change can be established. Administration research efforts on global climate change are coordinated by OSTP through its Committee on Earth Sciences (CES). A report submitted to Congress earlier this month said that an International Year of Global Climate Protection is not warranted at this time. Discussions with OMB indicate that research funding is increasing from \$57 million in FY87 to \$112 million in FY88.

Discussion: Several organizations (State, Energy, and OPD) have informally suggested that the DPC consider this issue. (State plans to send a memo formally requesting this.) Their rationale is that, given international and Congressional pressure for action, it may be wise for the DPC to consider the issue before Congress acts further. OSTP has strongly opposed the Global Protection Act and consideration of policy actions on global climate change, arguing that the science is not understood well enough to formulate meaningful policies. Although the statute requires policy consideration of this issue, DPC action now could be premature before the science "is ready."

Recommendation: I recommend that, after receiving the State Department memo, the CES brief the ENRE Working Group on the status of global climate change research. The working group could recommend whether the DPC should consider the issue.



United States Department of State

*Assistant Secretary of State for Oceans and
International Environmental and Scientific Affairs*

Washington, D.C. 20520

January 15, 1988

MEMORANDUM

TO: Dr. Ralph Bledsoe
Domestic Policy Council
The White House

FROM: Richard J. Smith, Acting 

SUBJECT: Global Climate Change

THE ISSUE

Global climate change poses policy issues of major importance to the United States Government. The topic has become a focus of interest in the Congress, in the media, and in international organizations.

As scientific research on global climate change has advanced over the past decade, global warming has become an issue in national and international fora. Significant uncertainties remain about the magnitude, timing and regional impacts of climate change. Still, global warming at an unprecedented rate in the coming decades appears likely, as a result of human activities (e.g., emissions of CO₂, NO_x, CFC's, and deforestation). Global warming within a century could be greater than that experienced over the past 10,000 years. The resulting changes will surely have broad implications for U.S. domestic and international policies.

AN ACTIVE INTERNATIONAL AGENDA

Various individuals and agencies of the U.S. government have participated and will participate in a complex agenda of international activities addressing this issue. For example:

-- The World Climate Program (WCP), sponsored by the World Meteorological Organization (WMO), the U.N. Environment Program (UNEP), and the International Council of Scientific Unions (ICSU), recently has begun to focus more on changes in the decades-to-centuries time scale (it has traditionally focused on weather and seasonal-to-interannual variations).

-- A conference sponsored by UNEP, WMO and ICSU on the Role of Carbon Dioxide and Other Greenhouse Gases in Climate Variations and Associated Impacts was held in Villach, Austria, in 1985.

-- A non-governmental Advisory Group on Greenhouse Gases (AGGG) was established to follow up on the 1985 Villach recommendations. On the AGGG's recommendation, UNEP, WMO and ICSU sponsored workshops on the science and response strategies in Villach and in Bellagio, Italy in 1987.

-- Planning has already begun for the WCP's Second World Climate Conference, to be held in 1990. (The First World Climate Conference was in 1979.)

-- In response to the recommendations of the World Commission on Environment and Development (WCED), the Canadian Government has announced a major, policy-oriented conference on "The Changing Atmosphere: Implications for Global Security," to be held in Toronto in June 1988. Lee Thomas, Bill Nitze and other Administration officials have been invited.

-- Last summer, the UNEP and WMO governing bodies called for establishment of an intergovernmental panel to assess the state of scientific knowledge about the magnitude, timing and regional impacts of climate change, in order to lay a sound basis for consideration by governments of possible responses.

-- The UNEP Governing Council also requested its executive director to report to the next GC on "the full range of possible responses by Governments and international agencies to anticipated climate change, including possibilities for reducing the rate of climate change...."

-- The OECD will consider at its spring Environment Committee meeting a work program in this field.

-- Proposals are currently under consideration in the Conference on Security and Cooperation in Europe (CSCE) for a statement on climate.

-- The International Geosphere-Biosphere Program (IGBP), being developed under ICSU, is a major multidisciplinary research program which will extend through the 1990's. U.S. participation is coordinated by the National Academy of Sciences, with extensive executive branch participation. For example, Dr. S.I. Rasool of NASA is coordinating a multinational IGBP group on data, which will hold a conference in Moscow in August 1988.

-- At the U.S.-Soviet summit, the President and General Secretary Gorbachev approved a bilateral initiative to pursue joint studies in global climate and environmental change under our bilateral environmental and space agreements. The joint statement also said the two sides will continue to promote broad multilateral cooperation in this field.

DOMESTIC AND INTERNATIONAL POLICIES

It is imperative that we develop coherent domestic and international policies to deal with this issue. The global change issue is inherently international; domestic policies and activities must take this into account. Conversely, positions the United States takes in international fora must be fully consistent with domestic policies. U.S. credibility on this issue will be enhanced internationally if we have a coherent national policy.

The Global Climate Protection Act of 1987, incorporated in the State Department authorization, states: "The Secretary of State shall be responsible to coordinate those aspects of United States policy requiring action through the channels of multilateral diplomacy...." The Act also states: "The President, through the Environmental Protection Agency, shall be responsible for developing and proposing to Congress a coordinated national policy on global climate change."

RECOMMENDATION

To assist the Department of State in fulfilling its mandate under the Global Climate Protection Act, I recommend that the Domestic Policy Council, through its Working Group on Energy, Natural Resources and the Environment (ENRE), take up the global climate issue. The ENRE Working Group, and as appropriate the DPC itself, should participate in developing U.S. positions on this issue in international fora, by providing guidance on relevant domestic policies.

I suggest the issue be placed on an early ENRE agenda, that the appropriate scientific agencies be asked (perhaps through the Committee on Earth Sciences) to provide a briefing on the state of the science, and that I provide a briefing on the international agenda.

The National Climate Program Policy Board should, I believe, be asked to keep the DPC informed (through ENRE), to refer issues as appropriate, and to develop options for consideration by ENRE on climate policies. Agencies should be asked to see that their participation in the Climate Board is at an appropriate level. (The Climate Board will also keep the Committee on Earth Sciences informed, particularly on science and program coordination aspects. As noted by Dr. Graham at the CES meeting last month, CES will work with the DPC on the science side.) Other relevant bodies (e.g., the Panel for

International Programs and International Cooperation in Ocean Affairs, the Interagency Group on Space Activities) should coordinate with and refer issues to the DPC as appropriate.

NASA (which has a major earth observation program) and NSF (which funds numerous domestic and international environmental research programs) should be invited to participate in ENRE meetings when global climate issues are on the agenda.

AN IMMEDIATE ISSUE

We should bring to the Working Group's attention now the U.S. position on the WMO/UNEP intergovernmental panel. We want to make the panel a responsible, workable forum for governments to consider what we know, what we need to know, and how the international community can and should respond.

The Climate Program Policy Board is preparing a paper on the U.S. position on the intergovernmental panel. We plan to have the U.S. permanent representative to the WMO (Richard Hallgren of NOAA) circulate the paper at a February 8 meeting of the WMO Bureau. In this way, we expect to be able to have a significant impact on shaping the intergovernmental panel. The paper will also guide U.S. representatives in consultations with the PRC and the Soviet Union in late January and early February, in order to lay the groundwork for the WMO Bureau meeting. We expect the paper to be ready later today, reflecting the discussion in this morning's Board meeting.



UNITED STATES DEPARTMENT OF COMMERCE
National Oceanic and Atmospheric Administration
Washington, D.C. 20230

OFFICE OF THE GENERAL COUNSEL

JAN 22 1988

MEMORANDUM FOR: Ralph Bledsoe
Executive Secretary
Domestic Policy Council

FROM: J. R. Spradley
Deputy General Counsel, NOAA

SUBJECT: Global Climate

I recommend that the DPC Working Group on ENRE address global climate.

Attached is a draft U.S. Position for the establishment of an Intergovernmental Panel on Climate Change. Attachment A. The proposal calls for the Panel to carry out: I. Assessment of the Science; and, II. Assessment of the Social and Economic Effect of Climate Change and Societal Responses.

U.S. scientists are meeting with representatives of China (Jan. 28, here) and the U.S.S.R. (Feb. 1, there) and at WMO (Feb. 8) to discuss, inter alia, global climate. In addition, Canada is hosting a conference on global climate on Jan. 27-30, 1988, in Toronto. Attachment B. Most importantly, the Congress has directed the President to develop a policy on global climate. Attachment C.

Given the status of these activities it is appropriate and timely for the DPC to review the subject and establish a policy.

Attachments (3)



A

January 15, 1988

INTERGOVERNMENTAL PANEL ON CLIMATE CHANGE ¹1. Introduction

The USG supports action taken by WMO and UNEP to establish an Intergovernmental Panel on Climate Change (PANEL) with the charge of overseeing a review of the scientific knowledge of natural and man-induced climate change, possible societal responses, and their impact on society. The purpose of this review, much like that done by these international agencies for ozone depletion, is to provide governments with a sound consensus of scientific evidence on climatic change and resulting impact on natural and human systems from which policy options can be developed. The U.S. intends to contribute actively to the formulation of the function of this panel and its operation.

2. Background

The atmospheric concentration of radiatively active substances (e.g. carbon dioxide, chlorofluorocarbons, methane, and nitrous oxide) is reaching such a magnitude that the radiation balance of the atmosphere may be seriously modified and result in climatic change over the next few decades.

In June 1987, following a request by governments, the Secretary General of WMO and Executive Director of UNEP were asked to establish an intergovernmental panel to carry out internationally coordinated scientific assessments of the magnitude, timing, and potential consequences of climate change caused by the ongoing increase of atmospheric concentrations of radiatively important trace gases (greenhouse gases). This action was based on the facts that:

- o Evidence exists that the level of trace gases in the atmosphere is increasing.
- o There is a growing international concern about the possible consequences of the increasing atmospheric concentrations of radiatively important trace substances.
- o Several nations have undertaken independent scientific assessments of this issue during the last few years, e.g., the Federal Republic of Germany, the Netherlands, and the USA.

1 Drafted by staff of the NCPO. Reviewed and approved by NCP Policy Board at meetings on 6 and 15, January, 1988.

- o The results of an international assessment, sponsored by WMO, ICSU, and UNEP and carried out by the International Meteorological Institute in Stockholm 1983-1985 (SCOPE 29, 1986), were presented at an international nongovernment conference held in Villach, 1985. This conference made specific recommendations for actions by governments and intergovernmental organizations.

This WMO/UNEP initiative to establish an intergovernmental panel reflects the need for an orderly process to ensure that research and impact assessment studies proceed together, and that adequate research will precede legal or regulatory activities. Furthermore, it was stated that this mechanism should avail itself of balanced scientific expertise and provide for participation of governments and organizations.

Based on these decisions by WMO and UNEP it is proposed that the Panel be established, and that the activities of this Panel be organized along two parallel tracks: one track on climate research and environment impact, and, a second track on social - economic impacts and response strategies. The initial responsibilities of the Panel should be to develop an overall plan and timetable for its activities.

3. Functions of the Panel

The panel initially will be requested to develop an overall plan for its activities. The principal functions of the panel should be to:

- o Guide the scientific review.
- o Identify information needed by policy makers to evaluate policy impacts of climate change and appropriate response strategies.
- o Ensure that the scientific issues be reviewed by scientists in an environment free of policy directives. In this regard, the preparation of the scientific review for ozone depletion by UNEP and WMO is a useful model for the Panel to follow.

In carrying out its functions the Panel should take account of a wide spectrum of inter-related activities:

- o The further development and implementation of a long-term monitoring system making it possible to diagnose accurately the current state of the climate system, and the factors having an influence on climate.
- o The improvement of our knowledge of the sources and sinks

of the major radiatively important trace gases, and develop more reliable methods for predicting their future atmospheric concentrations under present use patterns and alternative assumptions.

- o The promotion of research aimed at improving our understanding and prediction of changes in the climate system.
- o The development of methods and integrated regional studies of the consequences of a climate change on natural and human ecosystems.
- o The evaluation of the extent climate change can be delayed or mitigated through various means.
- o The review of potential impact of current and planned national and international policies related to greenhouse gas induced climate change.
- o The development and evaluation of strategies for adjustment to a climate change.

4. Modus Operandi of the Panel

The Panel should be established by the summer of 1988. In determining modes of operation and membership the Panel should be guided by the following:

- o Membership of the Panel should include representatives of countries making major contributions to the knowledge related to the various aspects of the greenhouse gas issue. It should be small enough so that it can function efficiently. Membership of the panel should include equitable geographic representation.
- o Representatives of relevant international organizations (WMO, UNEP, FAO, IOC, ICSU and others) should be invited as observers to the meetings of the Panel.
- o The Panel may establish ad-hoc working groups for carrying out its mandated responsibilities. The WMO/ICSU Joint Scientific Committee (JSC) for the World Climate Research Programme (WRCP) and the UNEP Scientific Advisory Committee for the World Climate Impact Program (WCIP) on climate impact studies should be recognized as scientific advisory bodies.
- o The chairman of the Panel shall report on its activities to the Executive Council of WMO and the Governing Council of UNEP, and should keep other relevant organizations informed.

- o The mandate and the work of the Panel and its working groups should be assessed periodically by the WMO Executive Council and the Governing Council of UNEP.

A small secretariat (1-2 officers) will be needed to provide assistance to the Panel, e.g., organization of meetings of the Panel, follow-up on decisions made by the Panel, preparation of publications, and distribution of relevant material.

5. Activities of the Panel

The activities of the Panel should be carried out as a two-track effort. There is a need, however, for these efforts to be interactive. Elements of Track I have been underway for some years; Track II is only now beginning.

Track I. Assessment of the Science

These activities will concentrate on reviewing and assessing the state of the scientific information related to the individual components of the greenhouse gas issue, ranging from the emission of the major greenhouse gases, ~~their ability to modify the radiation balance of the earth and thereby cause a climate change, to the evaluation of the consequences of a climate change for natural and human ecosystems.~~ *and*

Track II. Assessment of the Social and Economic Effect of Climate Change and Societal Responses

These activities will concentrate on assessing the social and economic effects of climate change and of potential responses. Methods development, effect studies and then review of assessment should be included in any activity in this track.

6. Relation of the Panel to AGGG

Following the formal establishment of the Panel the WMO/UNEP/ICSU Advisory Group on Greenhouse Gases (AGGG) should conclude their work.

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THE CHANGING ATMOSPHERE

Implications for Global Security

L'ATMOSPHÈRE EN ÉVOLUTION

Implications pour la sécurité du globe

December 1987

BACKGROUND

In the spring of 1987 the World Commission on Environment and Development ("the Brundtland Commission") drew attention to the fact that the health of the world economy is intrinsically linked with the health of the global environment. The Commission urged greater international co-operation to protect the environment.

In response to this challenge, Environment Minister Tom McMillan announced a conference on the global atmosphere - the one portion of the environment that is truly shared by all nations and that is now seriously threatened by human influences.

Human activities are now altering the atmosphere at an unprecedented rate. Industrial development, the burning of fossil fuels, deforestation, and even agricultural practices are all changing the balance of gases in the atmosphere. It is becoming clear that such changes can trigger a myriad of effects, often with serious global implications.

Changes in the atmosphere are expected to significantly alter our climate by enhancing the greenhouse effect. Warmer temperatures, shifts in rainfall patterns and rises in world sea level are anticipated. The thinning of the ozone layer threatens to increase skin cancer and crop damage. Acid rain endangers our lakes and forests. Scientists agree that these and other effects of atmospheric pollution can no longer be seen as separate issues. The atmosphere must be treated as a living dynamic whole, in which any efforts to deal with one chemical change must be considered in terms of the entire system. Sound stewardship of the atmosphere now requires an understanding of the effects of change not only on the atmosphere itself, but on global ecosystems and society as well.

The World Conference on The Changing Atmosphere: Implications for Global Security will bring together scientists and policy makers to formulate an action plan to deal with alterations to the atmosphere. The conference will focus on the following major objectives:

1) Planning for change:

A strong consensus has now emerged among the world's leading scientists that changes in the chemical composition of the atmosphere due to human activity will cause inevitable alterations in world climate. A major emphasis of the conference will be to develop strategies to deal with these projected changes.

2) Action to reduce alterations to the atmosphere.

The conference will also deal with ways to reduce human influence on the global atmosphere. A major first step has already been taken. In September 1987, at a conference hosted by Environment Canada in Montreal, 24 nations signed an agreement to reduce the use of CFCs by 50% by 1999. CFCs (chlorofluorocarbons) are industrial chemicals which threaten the earth's ozone layer and are major contributors to the greenhouse effect. The Toronto conference will consider ways of developing additional international agreements to address the broader issue of global atmospheric change.

3). Increased global awareness of the implications of the changing atmosphere:

By including a wide range of participants, the conference will increase awareness of the problem and its economic and social implications.

4) Increased global co-operation in research programs:

Enhanced international efforts are needed to learn more about global changes in the atmosphere, to increase our ability to forecast these changes, to find ways to reduce human influence on the atmosphere, and to develop strategies for adapting to the social and economic impacts of a changing atmosphere.

The conference will be sponsored by the Government of Canada with support from several international organizations including the United Nations Environment Programme (UNEP) and the World Meteorological Organization. Approximately 300 participants are expected to attend, including political, legal, economic, and scientific experts.

THE CHANGING ATMOSPHERE

Implications for Global Security

L'ATMOSPHÈRE EN ÉVOLUTION

Implications pour la sécurité du globe

MEDIA BULLETIN

The composition of the earth's atmosphere is undergoing a major global change. It is now becoming clear that human influences on the atmosphere are triggering a myriad of effects, many with serious global implications. Depletion of the ozone layer, the greenhouse effect and acid rain are all symptoms of a common problem that can no longer be solved by the individual actions of single nations.

In the first conference of its kind, Environment Canada will bring together expert scientists and senior policy makers from around the world to 1) assess the atmospheric changes now in progress, 2) develop ways to reduce our impact on the atmosphere and 3) formulate plans to deal with a future of change. The social and economic impacts of a changing atmosphere will be considered, including the implications for food production, water resources and energy planning. The conference is expected to be a key step in developing a global Law of the Atmosphere.

Canada's Environment Minister, the Honourable Tom McMillan, will be joined by several of his cabinet colleagues in hosting the conference. Mr. Stephen Lewis, Canada's Permanent Ambassador to the United Nations will act as the Chair. Notable invitees include the Right Honourable Brian Mulroney, Prime Minister of Canada; Mrs. G. Brundtland, Prime Minister of Norway; His Excellency Emil Salim, Minister of State for Population and Environment, Indonesia; Dr. M.K. Tolba, Secretary General of the United Nations Environment Programme; and Dr. G.O.P. Obasi, Secretary General of the World Meteorological Organization.

Date: June 27-30, 1988

Location: Metro Toronto Convention Centre
255 Front St. West
Toronto, Ontario
Canada

Agenda: June 27 - The Changing Atmosphere and the Basis of Concern
 June 28 (a.m.) - The Socio-Economic Implications of
 Climate Change

 June 28 (p.m.) and 29 - Workshops on policy implications
 and mitigative strategies

 June 30 - Panel Discussion on environment and development,
 Conference Statement

Media will be invited to attend the conference plenary session on June 27, 28 (a.m.) and 30. The workshops will be closed to the press, but briefings will be provided. Delegates and technical experts will be available for interviews.

For further information:

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Communications Directorate
Environment Canada
Downsview (Toronto)
(416) 667-4551

Henry Hengeveld
Canadian Climate Centre
Environment Canada
Downsview (Toronto)
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FOR DISCUSSION ONLY

PRELIMINARY CONCEPT OF
CONFERENCE STATEMENT

During the conference a special committee will be tasked to incorporate the conclusions of the various workshops into a conference statement or resolution which will provide the basis for action recommendations. It is anticipated that this statement will recognize that:

- concerns about atmospheric environmental issues such as ozone depletion, acid rain and climate change are integral parts of a planetary scale alteration of the earth's life support system caused by human actions;
- these changes may radically alter the future conditions of human existence;
- the need for action to better understand these changes and avoid or mitigate their consequences is compelling and urgent;
- international cooperation in integrating such action into economic development policies is a must.

Conference recommendations, based upon these statements will address how the international community should respond. Action strategies must address three basic program directions:

- i) a program to improve the global community's ability to anticipate and understand the nature and consequences of human behaviour on the global life-support system;
- ii) an international strategy to stabilize the human influence on the atmosphere, including the framework for a Law of the Atmosphere;
- iii) contingency plans to deal with the international consequences of global change that appears inevitable.

These recommendations will incorporate the conclusions of the workshops and, we expect, will identify key steps and milestones needed to achieve successful action. Recommendations will likely be addressed to the United Nations Community.

WORLD CONFERENCE
THE CHANGING ATMOSPHERE

- Implications for Global Security -

AGENDA

GENERAL CHAIRMAN

Ambassador S. Lewis

Day 1

Proposed Speaker/Convenor

0900 Introduction & Welcome

TBD

SESSION I

Session Chairman

G. Lécuyer (Canada) +

0915 Opening Address

S. Lewis (Canada) **

0945 Our Common Future

Mrs. G. Brundtland (Norway) +

1015 COFFEE

SESSION II - SCIENTIFIC BASIS OF CONCERN

Convenor: Conference Setting

T. Malone (USA) *

1045 The Greenhouse Effect

F.K. Hare (Canada) **

1115 Ozone Depletion

R. Watson (USA) **

1200 LUNCH

1400 Long Range Transport of Air Pollutants

G. Persson (Sweden) **

1430 Energy, Radiation Balance and Futures

I. Mintzer (USA) **

1500 Chemical Linkages & Ecological Impacts

M. McElroy (USA) **

1530 COFFEE

SESSION III - RESPONSES TO CONCERNS

Convenor:

Y. Izreal (USSR) +

1600 Atmospheric Science

G.O.P. Obasi (WMO) *

1620 Environment & Development

E. Salim (Indonesia) *

1705 Closure & Information

1815 Reception & Dinner
Dinner Speaker

T. McMillan +

+ Proposed

* Invited

** Accepted

TBD To be determined

DRAFT

December 30, 1987

Day 2

SESSION IV - SOCIO-ECONOMIC IMPLICATIONS

Convenor:

A. Al Hamad (Kuwait) +

0830 Food Supply Issues

M.S. Swaminathan (IUCN) **

0900 Forests

J. Maini (Canada) **

0930 Water Resources

J. Nemec (FAO) **

1000 COFFEE

1030 Urbanization & Settlement

Hardoy (Argentina) **

1100 Human Health

Lester Grant (USA) **

1130 International Response

Tolba (UNEP) *

1200 LUNCHEON

- Economy and Environment

D. Rockefeller (USA) +

SESSION V - WORKSHOPS

Convenor:

G. Goodman (Sweden) +

1400 Policy Exercises: Introduction to Workshops

G. Goodman (Sweden) **

1415 Workshop meetings, through Day 3. Themes and Leaders as follows:

WORKSHOP	CHAIRPERSONS	RAPORTEURS
1. (a) Energy & Environment	J. Goldemberg (Brazil)**	W. Haefele (FRG)**
(b) Energy & Development	W. Long (OECD) +	R. Torrey (Can) **
2. Food Security	M. Parry (UK)** (Co-chair) M.S. Swaminathan (IUCN)* (Co-chair)	N. Rosenberg (USA)**
3. Urbanization/Settlement	H. Swain (Can)* (Co-chair) A. Magalhaes (Brazil)+ (Co-chair)	T. Munn (IIASA)*
4. Water Resources	Z. Kazmarek (Pol)	TBD
5. Lands Based Systems/ Resources	Z. Bolin (Sweden)*	R. Herrera (Ven)*
6. Marine Systems/Resources	M. Glantz ** (USA)	J.P. Troadec (Fr)*
7. Forecasting & Futures	S. Schneider (USA)**	TBD
8. Policy & Uncertainty	K.M. Meyer-Abisch (FRG)	R. Slater (Can)**
9. Industry, Investment, Trade	TBD	R. Dobell (Can)+
10. Socio-Political	H. Cleveland ** (USA)	TBD
11. Legal Dimensions	A. Beesley (Can) **	L. Rey ^{France} (Sweden) **
12. Integrated Programs	T. Malone (USA)*	I. Burton (Can)**

* Proposed

* Invited

** Accepted

TBD To be determined

DRAFT

December 30, 1987

Day 4

SESSION V - CONCLUSIONS

General Chairman

S. Lewis **

Convenor:

L. Thomas (USA) +

0830 Summary Report on Workshops

0930 Presentation and Discussion of Conference
Statement

1030 COFFEE

1100 Panel Discussion on Environment & Development

	<u>Chairman</u> T. McMillan
	<u>Panelists</u>
E. Salim*	Asia
M. Masse**	Canada
Nijpels*	EEC
E. Iglesias*	S. America
Chafee*	USA
Bodnar+	Eastern Europe
1225 Chairman's Summary	T. McMillan

1245 Closing Remarks

Prime Minister+

1300 End of Conference

+ Proposed
* Invited
** Accepted

DRAFT

December 30, 1987

Day 4

SESSION V - CONCLUSIONS

General Chairman

S. Lewis **

Convenor:

L. Thomas (USA) +

0830 Summary Report on Workshops

0930 Presentation and Discussion of Conference
Statement

1030 COFFEE

1100 Panel Discussion on Environment & Development

	<u>Chairman</u> T. McMillan
	<u>Panelists</u>
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Nijpels*	EEC
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Chafee*	USA
Bodnar+	Eastern Europe
1225 Chairman's Summary	T. McMillan

1245 Closing Remarks

Prime Minister*

1300 End of Conference

+ Proposed
* Invited
** Accepted

DRAFT

December 30, 1987

LISTING OF VIPS INVITED (OR TO BE) TO TORONTO CONFERENCE

CANADA

1) Cabinet Members

B. Mulroney
J. Clark
R. de Cotret
J. Epp
M. Masse
M. Landry
B. McKnight
T. Siddon
J. Wise

2) other Politicians

All CCREM ministers from provinces & territories
Lyn McDonald (NDP)
C. Caccia (Lib)

3) Industry

R. Aitken (INCO)
D. Buzzelli (DOW)
T.P. D'Aquina (Business Council on National Issues)
J. Niniges (Conference Board of Canada)
J. Steed (Dupont)
A. Zimmerman (NORANDA)

4) Other

S. Lewis
M. Strong
20 ENGO members

5) U S A

1) Political

Senator G. Brown
Senator J. Chafee
Senator A. Gore
Senator J. Mitchell

2) Other

L. Brown	World Watch Institute
L. Thomas	EPA
R. Watson	NASA
A. Lovins	Friends of the Earth
M. Oppenheimer	Env. Defence Fund

INTERNATIONAL

1) Political

a) WCED Members including:

Mrs. G. Brundtland (PM of Norway)
M. Khalid (Sudan)
S. Agnelli (Italy)
L.M. Fadika (Ivory Coast)
V. Hauff (FRG)
I. Lang (Hungary)
M. Shijun (PRC)
P. Nogueira - Neto (Brazil)
S. Okita (Japan)
S. Ramphal (Guyana)
W. Ruckelshaus (US)
M. Sahnoun (Algeria)
E. Salim (Indonesia)
B. Shaib (Nigeria)
V. Sokolov (USSR)
J. Stanovnik (Yugo.)
M. Strong (Canada)

b) Other Political

R. Archer (Brazil)
A.P. Casanova (Mexico)
E. Iglesias (Uruguay)
Dr. Nijpels (Netherlands)
Mr. Patton (UK)

2. Other

Dr. Obasi (WMO)
Dr. Tolba (UNEP)

Senior Representatives from International Agencies including:

UNESCO
FAO
ICSU
IEA
IAEA
ECE
OECD
IIASA
IFIAS

PROVISIONAL INVITATION LIST - SUMMARY*

COUNTRY	POLIT	POLICY	SCI POL	SCIENCE	ECONO	INDUST	ENERG	SOCIO	ENGOS**	LEGAL	OTHER	TOTAL
CANADA	34(34)	7(6)	5(5)	8(5)	11(6)	11(9)	2(1)	5(4)	6(1)	4(2)	2(0)	95(73)
U.S.A.	5(4)	10(10)	11(8)	11(8)	1(1)	1(1)	6(3)	12(10)	14(12)	1(1)	4(3)	76(61)
WESTERN EUROPE	5(3)	5(4)	7(7)	8(7)	3(1)		5(4)	2(1)			4(0)	39(27)
EASTERN EUROPE	4(3)			1(1)			1			1		7(4)
AUSTRALIA & NEW ZEALAND				2(2)			1(1)					3(3)
ASIA	3(3)	7(6)	3(1)	2(1)	1						3	19(11)
AFRICA	4(4)	1(1)	2(2)	6(5)	1			1			1	16(12)
SOUTH & CENTRAL AMERICA	5(5)		3(2)	3(1)			2(1)	2(1)			1	16(10)
INTERNATIONAL ORGANIZATIONS	1(1)	6(5)	9(9)	1(1)	4(2)	2(1)	3(2)	4(4)		2(1)	1	35(26)
TOTALS	61(57)	36(32)	40(34)	42(31)	21(10)	14(11)	20(12)	26(20)	20(13)	8(4)	16(3)	306(227)

*{ } indicates "already invited"

** - awaiting further advice from Canadian ENGO community

C

(b) **DETERMINATIONS.**—Therefore, the Congress determines that the PLO and its affiliates are a terrorist organization and a threat to the interests of the United States, its allies, and to international law and should not benefit from operating in the United States.

SEC. 1002. PROHIBITIONS REGARDING THE PLO.

It shall be unlawful, if the purpose be to further the interests of the Palestine Liberation Organization or any of its constituent groups, any successor to any of those, or any agents thereof, on or after the effective date of this title—

(1) to receive anything of value except informational material from the PLO or any of its constituent groups, any successor thereto, or any agents thereof;

(2) to expend funds from the PLO or any of its constituent groups, any successor thereto, or any agents thereof; or

(3) notwithstanding any provision of law to the contrary, to establish or maintain an office, headquarters, premises, or other facilities or establishments within the jurisdiction of the United States at the behest or direction of, or with funds provided by the Palestine Liberation Organization or any of its constituent groups, any successor to any of those, or any agents thereof.

SEC. 1004. ENFORCEMENT.

(a) **ATTORNEY GENERAL.**—The Attorney General shall take the necessary steps and institute the necessary legal action to effectuate the policies and provisions of this title.

(b) **RELIEF.**—Any district court of the United States for a district in which a violation of this title occurs shall have authority, upon petition of relief by the Attorney General, to grant injunctive and such other equitable relief as it shall deem necessary to enforce the provisions of this title.

SEC. 1005. EFFECTIVE DATE.

(a) **EFFECTIVE DATE.**—Provisions of this title shall take effect 90 days after the date of enactment of this Act.

(b) **TERMINATION.**—The provisions of this title shall cease to have effect if the President certifies in writing to the President pro tempore of the Senate and the Speaker of the House that the Palestine Liberation Organization, its agents, or constituent groups thereof no longer practice or support terrorist actions anywhere in the world.

TITLE XI—GLOBAL CLIMATE PROTECTION

SEC. 1101. SHORT TITLE.

This title may be cited as the "Global Climate Protection Act of 1987".

SEC. 1102. FINDINGS.

The Congress finds as follows:

(1) There exists evidence that manmade pollution—the release of carbon dioxide, chlorofluorocarbons, methane, and other trace gases into the atmosphere—may be producing a long term and substantial increase in the average temperature on Earth, a phenomenon known as global warming through the greenhouse effect.

(2) By early in the next century, an increase in Earth temperature could—

(A) so alter global weather patterns as to have an effect on existing agricultural production and on the habitability of large portions of the Earth; and

(B) cause thermal expansion of the oceans and partial melting of the polar ice caps and glaciers, resulting in rising sea levels.

(3) Important research into the problem of climate change is now being conducted by various United States Government and international agencies, and the continuation and intensification of those efforts will be crucial to the development of an effective United States response.

(4) While the consequences of the greenhouse effect may not be fully manifest until

the next century, ongoing pollution and deforestation may be contributing now to an irreversible process. Necessary actions must be identified and implemented in time to protect the climate.

(5) The global nature of this problem will require vigorous efforts to achieve international cooperation aimed at minimizing and responding to adverse climate change; such international cooperation will be greatly enhanced by United States leadership. A key step in international cooperation will be the meeting of the Governing Council of the United Nations Environment Program, scheduled for June 1989, which will seek to determine a direction for worldwide efforts to control global climate change.

(6) Effective United States leadership in the international arena will depend upon a coordinated national policy.

SEC. 1102. MANDATE FOR ACTION ON THE GLOBAL CLIMATE.

(a) **GOALS OF UNITED STATES POLICY.**—United States policy should seek to—

(1) increase worldwide understanding of the greenhouse effect and its environmental and health consequences;

(2) foster cooperation among nations to develop more extensive and coordinated scientific research efforts with respect to the greenhouse effect;

(3) identify technologies and activities to limit mankind's adverse effect on the global climate by—

(A) slowing the rate of increase of concentrations of greenhouse gases in the atmosphere in the near term; and

(B) stabilizing or reducing atmospheric concentrations of greenhouse gases over the long term; and

(4) work toward multilateral agreements.

(b) **FORMULATION OF UNITED STATES POLICY.**—The President, through the Environmental Protection Agency, shall be responsible for developing and proposing to Congress a coordinated national policy on global climate change. Such policy formulation shall consider research findings of the Committee on Earth Sciences of the Federal Coordinating Council on Science and Engineering Technology, the National Academy of Sciences, the National Oceanic and Atmospheric Administration, the National Science Foundation, the National Aeronautics and Space Administration, the Department of Energy, the Environmental Protection Agency, and other organizations engaged in the conduct of scientific research.

(c) **COORDINATION OF UNITED STATES POLICY IN THE INTERNATIONAL ARENA.**—The Secretary of State shall be responsible to coordinate those aspects of United States policy requiring action through the channels of multilateral diplomacy, including the United Nations Environment Program and other international organizations. In the formulation of these elements of United States policy, the Secretary of State shall, under the direction of the President, work jointly with the Administrator of the Environmental Protection Agency and other United States agencies concerned with environmental protection, consistent with applicable Federal law.

SEC. 1104. REPORT TO CONGRESS.

Not later than 24 months after the date of enactment of this Act, the Secretary of State and the Administrator of the Environmental Protection Agency shall jointly submit to all committees of jurisdiction in the Congress a report which shall include—

(1) a summary analysis of current international scientific understanding of the greenhouse effect, including its environmental and health consequences;

(2) an assessment of United States efforts to gain international cooperation in limiting global climate change; and

(3) a description of the strategy by which the United States intends to seek further international cooperation to limit global climate change.

SEC. 1105. INTERNATIONAL YEAR OF GLOBAL CLIMATE PROTECTION.

In order to focus international attention and concern on the problem of global warming, and to foster further work on multilateral treaties aimed at protecting the global climate, the Secretary of State shall undertake all necessary steps to promote, within the United Nations system, the early designation of an International Year of Global Climate Protection.

SEC. 1106. CLIMATE PROTECTION AND UNITED STATES-SOVIET RELATIONS.

In recognition of the respective leadership roles of the United States and the Soviet Union in the international arena, and of their joint role as the world's two major producers of atmospheric pollutants, the Congress urges that the President accord the problem of climate protection a high priority on the agenda of United States-Soviet relations.

TITLE XII—REGIONAL FOREIGN RELATIONS MATTERS

PART A—SOVIET UNION AND EASTERN EUROPE

SEC. 1201. SOVIET BALLISTIC MISSILE TESTS NEAR HAWAII.

(a) **FINDINGS.**—The Congress finds that—

(1) the Union of Soviet Socialist Republics and the United States are presently negotiating a reduction of nuclear weapons and have recently concluded an agreement with respect to reducing the risks of accidental nuclear war;

(2) the Soviet Union has recently conducted two tests of its heavy intercontinental ballistic missiles over trajectories similar to those which could be used in actual attacks on the Hawaiian Islands;

(3) the announced impact points for reentry vehicles from these tests could have resulted in the overflight of sovereign United States territory, namely the Hawaiian Islands;

(4) the Soviet Union reportedly encrypted telemetry from the flight tests in potential violation of the provisions of bilateral arms control agreements;

(5) the Soviet Union used a directed energy device, believed to be a laser, to irradiate a United States military aircraft in international airspace that was monitoring the tests, having the potential effect of interfering with our national technical means of verification;

(6) had this test misfired, Soviet ballistic missile test reentry vehicles could have landed among the Hawaiian Islands; and

(7) the United States does not test strategic missiles in the direction of or in close proximity to sovereign Soviet territory.

(b) **SENSE OF THE CONGRESS.**—It is the sense of the Congress that—

(1) the actions of the Soviet Union in testing intercontinental ballistic missiles in the Hawaiian region and irradiating United States monitoring aircraft are provocative, unnecessary, and inconsistent with behavior designed to reduce the risk of nuclear war;

(2) the United States Government—

(A) should officially and at the highest levels protest these actions by the Soviet Union and should inform the Soviet Union that it cannot tolerate flight tests in close proximity to sovereign United States territory or interference with United States monitoring aircraft; and

furthering the interests of the PLO, to receive anything of value, except information, from the PLO, makes it unlawful to spend funds provided by the PLO, and makes it unlawful to establish or maintain an office within the jurisdiction of the United States at the behest or direction of, or with funds provided by, the PLO. In addition, the Senate amendment requires the Attorney General to enforce these provisions in the United States District Courts and grants those courts authority to issue the necessary decrees to enforce these provisions.

The House bill contains no comparable provision.

The conference substitute (sec. 1001-1005) is the same as the Senate amendment.

TITLE XI—GLOBAL CLIMATE PROTECTION

The Senate amendment (secs. 401 to 409) contains congressional findings concerning manmade pollution and its effect on the climate of the earth and directs the President to establish a task force on the global climate which shall be mandated to determine and supervise research for a coordinated national strategy on the global climate. The Senate amendment also details the composition of the task force and the advisory role of the Congress, and requires the task force to develop and transmit to the President, not later than 12 months after the date of enactment, a U.S. strategy on the global climate. The President is required to submit the strategy on the global climate, together with recommendations for further legislative action, to the Congress not later than 3 months after receipt of the strategy.

The Senate amendment also directs the President to appoint an Ambassador at Large to coordinate U.S. Government participation in the task force and represent the Secretary of State in its operations.

The House bill contains no comparable provision.

The conference substitute (secs. 1101-1106) contains a revised set of findings, calls on the President to work with the Administrator of the Environmental Protection Agency, along with other appropriate Federal agencies, to develop and propose to Congress a coordinated national policy on global climate change. The National Climate Program Office continues to have authority for developing a coordinated research agenda for the Federal Government in the area of climate research and assessment pursuant to Public Laws 95-367 and 99-272. The Office of Science and Technology Policy's Committee on Earth Sciences remains charged with developing long-range plans for Federal research and development in earth sciences and man's impact on global environment. Nothing in this title should be construed to effect the scientific research conducted by any Federal agency, or as authorizing or requiring the adoption of any regulatory or control measures.

The conference substitute also authorizes the Secretary of State to coordinate aspects of U.S. policy through international organizations. In addition, the conference substitute requests that the Secretary of State and the Administrator of EPA submit to all relevant committees of the Congress a report that includes: a summary analysis of current international scientific understanding of the greenhouse effect; an assessment of U.S. efforts to gain international cooperation in limiting global climate change; and a description of the strategy by which the United States intends to seek further international cooperation to limit such change. The committee of conference intends that this report not duplicate or replicate ongoing studies and reports on global climate change. Finally, the substitute calls on the Secretary of State to undertake all neces-

sary steps to promote within the U.N. system the early designation of an International Year on Global Climate Protection, and calls on the President to include the problem of climate protection on the agenda of bilateral discussions with the Soviet Union.

TITLE XII—REGIONAL FOREIGN RELATIONS MATTERS

PART A—SOVIET UNION AND EASTERN EUROPE SOVIET BALLISTIC MISSILE TESTS NEAR HAWAII

The Senate amendments (sec. 520) contains congressional findings concerning recent Soviet heavy intercontinental ballistic missile tests near the islands of Hawaii and expresses the sense of Congress that this test has increased the threat of nuclear war, and that the Congress condemns the Soviet Union for its actions as demonstrating an utter disdain for civilized and acceptable standards of international behavior, as well as probable violations of the SALT II treaty, and demands a public apology.

The House bill contains no comparable provision.

The conference substitute (sec. 1201) retains the congressional findings, and expresses the sense of the Congress that these actions by the Soviet government were provocative and unnecessary, that the United States should officially protest these actions and seek assurances from the Soviets that such missile firings will not occur in the future, and that the President should report to the Congress on the details of these tests, including the irradiation of U.S. monitoring aircraft, on Soviet explanations offered in response to U.S. protests, and steps to be taken to ensure that such activities will not happen in the future.

SOVIET VIOLATIONS OF THE ABM TREATY

The Senate amendments (sec. 568) requires the President to report not later than 30 days after the date of enactment on whether Soviet violations of the ABM Treaty and the failure of the Treaty to reduce or limit the increase of Soviet offensive ICBM systems jeopardize the supreme national interests of the United States, and whether the United States should withdraw from the ABM Treaty.

The House bill contains no comparable provision.

The conference substitute deletes the Senate provision on the failure to achieve permanent constraints on Soviet strategic offensive forces which could threaten the survivability of U.S. strategic offensive forces, and U.S. intentions regarding possible withdrawal from the ABM Treaty. The committee of conference notes that the Senate conferees expect that the President will address the issues raised by the original Senate provision in the context of the annual report required by section 52 of the Arms Control and Disarmament Act.

EMIGRATION OF JEWS AND OTHERS WHO WISH TO EMIGRATE FROM THE SOVIET UNION

The House bill (sec. 178) contains congressional findings and a statement of policy regarding Soviet policy regarding Soviet Jews and other Soviet citizens denied their basic human rights, including the right to emigrate.

The Senate amendment contains no comparable provision.

The conference substitute (sec. 1202) expresses the sense of Congress that the Soviet Union respect the human rights of those Soviet Jews and other Soviet citizens wishing to emigrate from the Soviet Union, practice their religion, exercise cultural rights or engage in free intellectual pursuits.

The committee of conference regards the release of jailed dissidents and the resolu-

tion of longstanding emigration cases as positive developments in the Soviet human rights situation and hopes that this action continues. However, the committee of conference notes with concern that there continues to be political prisoners and unresolved emigration cases, including Jewish refuseniks and U.S.-Soviet divided spouses, and continues to be concerned about violations of human rights in the Soviet Union including restrictions on the practice of religion, the exercise of cultural rights, and the denial of freedom of religion.

SYSTEMATIC NONDELIVERY OF INTERNATIONAL MAIL ADDRESSED TO CERTAIN PERSONS RESIDING WITHIN THE SOVIET UNION

The House bill (sec. 179) contained findings and a statement of policy regarding the systematic nondelivery of international mail by the Soviet Union. The Senate amendment contains no comparable provision.

The conference substitute (sec. 1203) expresses the sense of the Congress that the President and the Department of State should express American disapproval of the systematic nondelivery of international mail to the Soviet Government and should ask other member countries of the Universal Postal Union to support the adoption of amendments to the Universal Postal Convention and other measures to encourage improved postal performance by the Soviet Union.

The committee of conference found that postal items mailed in the United States are systematically not being delivered to selected addresses in the Soviet Union; that such nondelivery is a violation of the Universal Postal Convention, the Universal Declaration of Human Rights, the International Covenant on Civil and Political Rights and the Final Act of the Conference on Security and Cooperation in Europe; and that explanations required under international law and given by the Soviet postal administration have been inaccurate, insufficient, or untimely.

U.S. POLICY AGAINST PERSECUTION OF CHRISTIANS IN EASTERN EUROPE AND THE SOVIET UNION

The Senate amendment (sec. 515) contains extensive findings about the denial of religious freedom to Christians in each of the countries of Eastern Europe and the Soviet Union. The Senate amendment contains a statement of policy expressing the sense of the Congress that the President should continue to express to the Soviet and East European governments the deep concern and opposition of the United States to the harassment of Christians, the Soviet and East European governments should comply with their international commitments to respect human rights and should immediately cease the persecution of Christians. The House bill contains no comparable provision.

The conference substitute (sec. 1204) is similar to the statement of policy section of the Senate amendment expressing concerns about the harassment and persecution of Christians and other believers. The committee of conference notes with grave concern the restrictions on the right to practice and profess religion in the Soviet Union, Albania, Bulgaria, Czechoslovakia, the German Democratic Republic, Hungary, Poland, Romania, and Yugoslavia and the persecution of Christians and other religious believers in those countries. The harassment and persecution of Christians and other believers occurs, in practice, despite the professed policies of most of these countries, and that such harassment and persecution is a violation of the Helsinki Act. The committee of conference also notes the obligations undertaken by each of those nations, except Alba-

EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL ON ENVIRONMENTAL QUALITY
722 JACKSON PLACE, NW
WASHINGTON, DC 20503

January 21, 1988

MEMORANDUM TO: Nancy Risque
Ralph Bledsoe *AB.*
FROM: A. Alan Hill
SUBJECT: Climate Change/Global Warming

This topic is increasing in interest and activity and I believe the DPC's Working Group on Energy, Natural Resources and Environment should give some consideration to it and recommend a course of action for the Council to discuss.

During the next several months, various members of the Administration will be meeting with their counterparts in major industrialized nations. The Canadian government is planning a global conference and Senator Gore and others in the Congress will be pursuing specific activities.

I believe it is important to consider general Administration policy, a management mechanism for the research program, and general guidance to those meeting with other government officials. This list is by no means limited to these three topics. I hope that this item can be scheduled for discussion as soon as possible.

EXECUTIVE OFFICE OF THE PRESIDENT
COUNCIL ON ENVIRONMENTAL QUALITY
722 JACKSON PLACE, NW.
WASHINGTON, DC 20503

Ralph -

1. Not til Lee

Thomas returns.

*2. Please give
me info on
Canadian conference*

January 21, 1988 *and*

*other "extended"
events that will
affect discussion
of this issue.*

MEMORANDUM TO: Nancy Risque
Ralph Bledsoe *A.H.*
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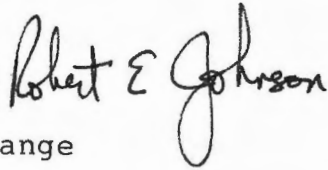
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THE WHITE HOUSE

WASHINGTON

January 27, 1988

MEMORANDUM FOR NANCY J. RISQUE

FROM: ROBERT E. JOHNSON 
SUBJECT: Global Climate Change

Issue: Should the DPC review U.S. policy concerning global climate change?

Background: On December 22, 1987, the President signed the Foreign Relations Authorization Act, Title XI of which is the Global Climate Protection Act. This Act requires the Administration to develop a national policy on global climate change and to gain international cooperation in limiting global climate change.

U.S. scientists are meeting with representatives of China (Jan 28, here), and the U.S.S.R. (Feb 1, there) and at WMO (Feb 8) to discuss global climate. Additionally, Canada is hosting a conference in Toronto in June on global climate.

Current Administration policy is that more research is required before a policy on global climate change can be established. Administration research efforts on global climate change are coordinated by OSTP through its Committee on Earth Sciences (CES). The National Climate Program Policy Board also has statutory responsibility in formulating U.S. policy on global climate. Discussions with OMB indicate that research funding is increasing from \$57 million in FY87 to \$112 million in FY88.

Discussion: Several organizations (Energy and OPD) have informally suggested that the DPC consider this issue. State and Commerce have sent memos formally requesting this -- see attachments. Their rationale is that, given international and Congressional pressure for action, it may be wise for the DPC to consider the issue before Congress or international organizations act further. OSTP has strongly opposed the Global Protection Act and consideration of policy actions on global climate change, arguing that the science is not understood well enough to formulate meaningful policies. EPA's position on whether this issue should go to the DPC is not clear.

Recommendation: Briefings on the status of research and international cooperative efforts should be presented by the appropriate agencies to the ENRE Working Group. The working group would then recommend whether the DPC should consider global climate change.



United States Department of State

*Assistant Secretary of State for Oceans and
International Environmental and Scientific Affairs*

Washington, D.C. 20520

JAN 27 1988

TO: Richard Hallgren, U.S. Permanent Representative
to the World Meteorological Organization

FROM: Richard J. Smith, Acting *[Signature]*

SUBJECT: Intergovernmental Panel on Climate Change

The attached statement of U.S. Government views on the Intergovernmental Panel on Climate Change to be established by the World Meteorological Organization (WMO) and the United Nations Environment Program (UNEP) has been agreed by the National Climate Program Policy Board. As you discussed with Bill Nitze, this statement will serve as your guidance at the February 8 WMO Bureau meeting. It will also serve as guidance for your consultations with WMO President and PRC Permrep Zou Jingmeng this week, for Lee Thomas and his delegation in their discussions in Moscow next week, and for Bill Nitze when he meets with concerned UNEP officials at the UNEP Governing Council Special Session in March.

I believe it important that we take an active role in shaping this panel to meet U.S. Government objectives. The panel should not undertake scientific work itself; sufficient mechanisms exist within WMO and elsewhere, which should be used, not duplicated. At the same time, we believe calls for negotiation of an international legal instrument to address the issue are premature. What we need is an intergovernmental forum to provide an interface between science and policy. The panel should both identify for the scientific community information needed by policy makers to evaluate possible response strategies, and communicate to policy makers what is known -- and what is not known -- about climate change, in order to ensure that consideration of climate-related policies is based on solid scientific information. In this way, governments, and the intergovernmental community, will be able to address the issue responsibly.

Governments, rather than individuals, should be invited to participate in the panel. The government representatives should reflect the full range of their governments' policy interests, including, for instance, energy and agricultural policies as well as science and environmental policies.

Attachment:

U.S. Position Paper: Intergovernmental Panel
on Climate Change

cc: National Climate Program Policy Policy Board Members:

AID - Dr. Nyle Brady
USDA - Dr. Ewen Wilson
DOC - Dr. Joseph Fletcher
DOD - Dr. Ronald Kerber
DOE - Dr. Joel Snow
HHS - Dr. Lowell T. Harmison
HUD - Mr. Jack Stokvis
DOI/USGS - Dr. Richard Poore
Justice - Mr. F. Henry Habicht, II
DOT - Mr. Nicholas Krull
Treasury - Mr. Hazen Gale
EPA - Mr. Richard Morgenstern
FEMA - Mr. Robert T. Jaske
NASA - Dr. Shelby Tilford
NCPO - Dr. Alan Hecht
NSF - Dr. Eugene Bierly

CEQ - Alan Hill
Commerce - J. R. Spradley
DOE - Ted Williams
EPA/OIA - Sheldon Myers
Interior - Martin Smith
OPD - Jan Mares
OMB - Norman Hartness
OSTP - Dr. Beverly Berger
State/IO - Sandy Vogelgesang
USGS - Ray Watts

January 27, 1988

INTERGOVERNMENTAL PANEL ON CLIMATE CHANGE ¹

1. Introduction

The USG supports action taken by WMO and UNEP to establish an Intergovernmental Panel on Climate Change (Panel) with the charge of overseeing a review of the scientific knowledge of natural and man-induced climate change, possible societal responses, and their impact on society. The purpose of this review, much like that done by these international agencies for ozone depletion, is to provide governments with a sound consensus of scientific evidence on climatic change and resulting impact on natural and human systems from which policy options can be developed. The U.S. intends to contribute actively to the formulation of the function of this panel and its operation.

2. Background

The atmospheric concentration of radiatively active substances (e.g. carbon dioxide, chlorofluorocarbons, methane, and nitrous oxide) is reaching such a magnitude that the radiation balance of the atmosphere may be seriously modified and result in climatic change over the next few decades.

In June 1987, following a request by governments, the Secretary General of WMO and Executive Director of UNEP were asked to establish an intergovernmental panel to carry out internationally coordinated scientific assessments of the magnitude, timing, and potential consequences of climate change caused by the ongoing increase of atmospheric concentrations of radiatively important trace gases (greenhouse gases). This action was based on the facts that:

- o Evidence exists that the level of trace gases in the atmosphere is increasing.
- o There is a growing international concern about the possible consequences of the increasing atmospheric concentrations of radiatively important trace substances.
- o Several nations have undertaken independent scientific assessments of this issue during the last few years, e.g., the Federal Republic of Germany, the Netherlands, and the USA.

¹ Drafted by staff of the NCPO. Reviewed and approved by NCP Policy Board at meetings on 6 and 15, January, 1988.

- o The results of an international assessment, sponsored by WMO, ICSU, and UNEP and carried out by the International Meteorological Institute in Stockholm 1983-1985 (SCOPE 29, 1986), were presented at an international nongovernment conference held in Villach, 1985. This conference made specific recommendations for actions by governments and intergovernmental organizations.

This WMO/UNEP initiative to establish an intergovernmental panel reflects the need for an orderly process to ensure that research and impact assessment studies proceed together, and that adequate research will precede legal or regulatory activities. Furthermore, it was stated that this mechanism should avail itself of balanced scientific expertise and provide for participation of governments and organizations.

Based on these decisions by WMO and UNEP it is proposed that the Panel be established, and that the activities of this Panel be organized along two parallel tracks: one track on climate research and environment impact, and, a second track on social - economic impacts and response strategies. The initial responsibilities of the Panel should be to develop an overall plan and timetable for its activities.

3. Functions of the Panel

The panel initially will be requested to develop an overall plan for its activities. The principal functions of the panel should be to:

- o Guide the scientific review.
- o Identify information needed by policy makers to evaluate policy impacts of climate change and appropriate response strategies.
- o Ensure that the scientific issues be reviewed by scientists in an environment free of policy directives. In this regard, the preparation of the scientific review for ozone depletion by UNEP and WMO is a useful model for the Panel to follow.

In carrying out its functions the Panel should take account of a wide spectrum of inter-related activities:

- o The further development and implementation of a long-term monitoring system making it possible to diagnose accurately the current state of the climate system, and the factors having an influence on climate.
- o The improvement of our knowledge of the sources and sinks

of the major radiatively important trace gases, development of more reliable methods for predicting their future atmospheric concentrations under present use patterns and alternative assumptions.

- o The promotion of research aimed at improving our understanding and prediction of changes in the climate system.
- o The development of methods and integrated regional studies of the consequences of a climate change on natural and human ecosystems.
- o The evaluation of the extent climate change can be delayed or mitigated through various means.
- o The review of potential impact of current and planned national and international policies related to greenhouse gas induced climate change.
- o The development and evaluation of strategies for adjustment to a climate change.

4. Modus Operandi of the Panel

The Panel should be established by the summer of 1988. In determining modes of operation and membership the Panel should be guided by the following:

- o Membership of the Panel should include representatives of countries making major contributions to the knowledge related to the various aspects of the greenhouse gas issue. It should be small enough so that it can function efficiently. Membership of the panel should include equitable geographic representation.
- o Representatives of relevant international organizations (WMO, UNEP, FAO, IOC, ICSU and others) should be invited as observers to the meetings of the Panel.
- o The Panel may establish ad-hoc working groups for carrying out its mandated responsibilities. The WMO/ICSU Joint Scientific Committee (JSC) for the World Climate Research Programme (WRCP) and the UNEP Scientific Advisory Committee for the World Climate Impact Program (WCIP) on climate impact studies should be recognized as scientific advisory bodies.
- o The chairman of the Panel shall report on its activities to the Executive Council of WMO and the Governing Council of UNEP, and should keep other relevant organizations informed.

- o The mandate and the work of the Panel and its working groups should be assessed periodically by the WMO Executive Council and the Governing Council of UNEP.

A small secretariat will be needed to provide assistance to the Panel, e.g., organization of meetings of the Panel, follow-up on decisions made by the Panel, preparation of publications, and distribution of relevant material.

5. Activities of the Panel

The activities of the Panel should be carried out as a two-track effort. There is a need, however, for these efforts to be interactive. Elements of Track I have been underway for some years; Track II is only now beginning.

Track I. Assessment of the Science

These activities will concentrate on reviewing and assessing the state of the scientific information related to the individual components of the greenhouse gas issue, ranging from the emission of the major greenhouse gases, their ability to modify the radiation balance of the earth and thereby cause a climate change, to the evaluation of the consequences of a climate change for natural and human ecosystems.

Track II. Assessment of the Social and Economic Effect of Climate Change and Societal Responses

These activities will concentrate on assessing the social and economic effects of climate change and of potential responses. Methods development, effect studies and then review of assessment should be included in any activity in this track.

6. Relation of the Panel to AGGG

With the establishment of the Panel the WMO/UNEP/ICSU Advisory Group on Greenhouse Gases (AGGG) should conclude their work.