UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

March 1, 1988

THE ADMINISTRATOR

MEMORANDUM FOR: Nancy J. Risque
Assistant to the President
and Cabinet Secretary

SUBJECT: Interagency Panel on Global Climate Change

Here's the memo I discussed with you. I have talked to Interior, Energy, Agriculture, State, NOAA and CEQ about what I am doing and have general agreement with this approach. I'm planning to send letters to the Secretaries of all of these agencies in about a week asking them to appoint people to the Committee.

Let me know if you have any concerns.

Lee M. Thomas

Attachment

DOE - OK
DOI - OK
AG - OK
CEQ - OK
STATE - OK

Copy to Ralph Bledsoe
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THE ADMINISTRATOR

MEMORANDUM TO NANCY J. RISQUE
ASSISTANT TO THE PRESIDENT
AND CABINET SECRETARY

SUBJECT: Interagency Panel on Global Climate Change

INTRODUCTION

The Global Climate Protection Act, enacted by Congress and signed by President Reagan on December 22, 1987, states that the President, through the Environmental Protection Agency, shall be responsible for developing and proposing to Congress a coordinated national policy on global climate change. The Clean Air Act states that the EPA will be responsible for coordinating the assessment of stratospheric ozone depletion and developing proposals for action as may be required. The purpose of this memorandum is to inform you of the establishment of an Interagency panel, chaired by the Administrator of the Environmental Protection Agency, to ensure full coordination of the development of scientific information and policy options among interested federal agencies for both of these interrelated issues. This will facilitate implementation of the Climate Protection Act and the Clean Air Act and provide a vehicle for developing a consensus on the key science and policy issues in this area.

The potential for climate change is of concern because measured atmospheric concentrations of carbon dioxide and other "trace gases" (e.g., chlorofluorocarbons and methane) have been steadily increasing. These gases trap heat within the atmosphere and are reaching levels that may result in serious climate change over the next few decades.

The Climate Protection Act calls for the development of a U.S. policy whose goals are to increase worldwide understanding of the greenhouse effect, foster international cooperation in scientific research, and to identify ways to limit the adverse effects of climate change. The Montreal Protocol, entered into last September, calls for periodic reviews of the science of ozone

depletion, and the technology and economics of policy alternatives, followed by formal meetings of the parties to decide if further or different steps to protect the ozone layer are required.

Both of these Acts also state that the Secretary of State shall be responsible for coordinating those aspects of U.S. policy requiring active international participation. The Climate Protection Act also requires the Administrator of EPA and the Secretary of State to jointly submit a report within 24 months which shall include:

- A summary analysis of current international scientific understanding of the greenhouse effect, including its environmental and health impacts;
- An assessment of United States 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 global climate.

Establishment of an Interagency Committee

Implementation of the Climate Protection Act and continued implementation of the ozone depletion requirements of the Clean Air Act will require close coordination among all Agencies with an interest in this issue. To ensure that necessary research and impact studies proceed together, and that appropriate research and policy development and coordination precede regulatory or legislative action, and that domestic and international activities be fully coordinated, I am establishing an Interagency Committee on Global Climate Protection (ICGCP) chaired by the Administrator of EPA and composed of Department heads (or their representatives) with an interest in global climate issues.

Membership of the committee would include: EPA, DOS, DOE, CEQ, DOI, DOA, NOAA, NASA, and NSF. Other agencies as appropriate may be appointed to the Committee by the Chairman.

Functions of the Committee

The functions of the Committee would be to:

- Ensure that policy-relevant research relating to the issue of global climate changes is conducted by the federal

government. This will include overseeing the development and implementation of an integrated plan of research. This research should satisfy the needs of policy makers who must evaluate the potential impacts of climate change and potential response strategies; policy issues requiring decisions by the President will be forwarded to the Domestic Policy Council;

- Continue to ensure a coordinated U.S. policy on the issue of stratospheric ozone depletion in accordance with the stipulations of the Montreal Protocol. This shall include overseeing the development and implementation of an integrated plan of research to support U.S. implementation of the Protocol.

- Oversee the preparation and interagency coordination of a report within 24 months for Congress on the current international scientific understanding of the greenhouse effect and other topics identified in the Global Climate Protection Act;

- Oversee the assessment of the United States efforts to gain international cooperation in limiting global climate change and develop a strategy to seek international cooperation to limit global climate change; a subgroup of the committee chaired by the Department of State would facilitate this effort, as well as the overall interface of domestic and international aspects of these issues.

Modus Operandi of the Committee

The Committee's first meeting will take place in April/May, 1988.

The Committee's modus operandi will be guided by the following:

- Membership shall include any Agency with a responsibility directly related to the issues of global climate change or stratospheric ozone depletion.

- The Committee will establish a subgroup, chaired by the Department of State, to coordinate international cooperation on these issues;

- On issues of science, the Committee will coordinate with the Committee on Earth Sciences of the Federal Coordinating Council on Science and Engineering Technology;

- On issues of policy development and response strategies, the Committee will coordinate with the Domestic Policy Council; and

- The Committee will coordinate with the National Climate Program Board and the National Climate Program Office established by the National Climate Program Act.

If you have any questions or require further information, please don't hestitate to contact me.

Lee M. Thomas

Attachments

1. Global Climate Protection Act
2. Clean Air Air §151-159
3. National Climate Program Act

ATTACHMENT - A

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. 1103. 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 Aeronautic 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.

PART B—OZONE PROTECTION

PURPOSES

SEC. 150. The purposes of this part are (1) to provide for a better understanding of the effects of human actions on the stratosphere, especially the ozone in the stratosphere, (2) to provide for a better understanding of the effects of changes in the stratosphere, especially the ozone in the stratosphere on the public health and welfare, (3) to provide information on the progress of regulation of activities which may reasonably be anticipated to affect the ozone in the stratosphere in such a way as to cause or contribute to endangerment of the public health or welfare, and (4) to provide information on the need for additional legislation in this area, if any.

FINDINGS AND DEFINITIONS

SEC. 151. (a) The Congress finds, on the basis of presently available information, that—

(1) halocarbon compounds introduced into the environment potentially threaten to reduce the concentration of ozone in the stratosphere;

(2) ozone reduction will lead to increased incidence of solar ultraviolet radiation at the surface of the Earth;

(3) increased incidence of solar ultraviolet radiation is likely to cause increased rates of disease in humans (including increased rates of skin cancer), threaten food crops, and otherwise damage the natural environment;

(4) other substances, practices, processes, and activities may affect the ozone in the stratosphere, and should be investigated to give early warning of any potential problem and to develop the basis for possible future regulatory action; and

(5) there is some authority under existing law, to regulate certain substances, practices, processes, and activities which may affect the ozone in the stratosphere.

DEFINITIONS

SEC. 152. For the purposes of this subtitle—

(1) the term "halocarbon" means the chemical compounds $CFCl_3$ and CF_2Cl_2 and such other halogenated compounds as the Administrator determines may reasonably be anticipated to contribute to reductions in the concentration of ozone in the stratosphere;

(2) the term "stratosphere" means that part of the atmosphere above the tropopause.

STUDIES BY ENVIRONMENTAL

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STUDIES BY ENVIRONMENTAL PROTECTION AGENCY

SEC. 153. (a) The Administrator shall conduct a study of the cumulative effect of all substances, practices, processes, and activities which may affect the stratosphere, especially ozone in the stratosphere. The study shall include an analysis of the independent effects on the stratosphere especially such ozone in the stratosphere of—

(1) the release into the ambient air of halocarbons,

(2) the release into the ambient air of other sources of chlorine,

(3) the uses of bromine compounds, and

(4) emissions of aircraft and aircraft propulsion systems employed by operational and experimental aircraft.

The study shall also include such physical, chemical, atmospheric, biomedical, or other research and monitoring as may be necessary to ascertain (A) any direct or indirect effects upon the public health and welfare of changes in the stratosphere, especially ozone in the stratosphere, and (B) the probable causes of changes in the stratosphere, especially the ozone in the stratosphere.

(b) The Administrator shall undertake research on—

(1) methods to recover and recycle substances which directly or indirectly affect the stratosphere, especially ozone in the stratosphere,

(2) methods of preventing the escape of such substances,

(3) safe substitutes for such substances, and

(4) other methods to regulate substances, practices, processes, and activities which may reasonably be anticipated to affect the stratosphere, especially ozone in the stratosphere.

(c) (1) The studies and research conducted under this section may be undertaken with such cooperation and assistance from universities and private industry as may be available. Each department, agency, and instrumentality of the United States having the capability to do so is authorized and encouraged to provide assistance to the Administrator in carrying out the requirements of this section, including (notwithstanding any other provision of law) any services which such department, agency, or instrumentality may have the capability to render or obtain by contract with third parties.

(2) The Administrator shall encourage the cooperation and assistance of other nations in carrying out the studies and research under this section. The Administrator is authorized to cooperate with and support similar research efforts of other nations.

(d) (1) The Administrator shall undertake to contract with the National Academy of Sciences to study the state of knowledge and the adequacy of research efforts to

understand (A) the effects of all substances, practices, processes, and activities which may affect the stratosphere, especially ozone in the stratosphere; (B) the health and welfare effects of modifications of the stratosphere, especially ozone in the stratosphere; and (C) methods of control of such substances, practices, processes, and activities including alternatives, costs, feasibility, and timing. The Academy shall make a report of its findings by January 1, 1978.

(2) The Administrator shall make available to the Academy such information in the Administrator's possession as is needed for the purposes of the study provided for in this subsection.

(e) The Secretary of Labor shall study and transmit a report to the Administrator and the Congress not later than six months after date of enactment, with respect to the losses and gains to industry and employment which could result from the elimination of the use of halocarbons in aerosol containers and for other purposes. Such report shall include recommended means of alleviating unemployment or other undesirable economic impact, if any, resulting therefrom.

(f)(1) The Administrator shall establish and act as Chairman of a Coordinating Committee for the purpose of insuring coordination of the efforts of other Federal agencies carrying out research and studies related to or supportive of the research provided for in subsections (a) and (b) and section 154.

(2) Members of the Coordinating Committee shall include the appropriate official responsible for the relevant research efforts of each of the following agencies:

(A) the National Oceanic and Atmospheric Administration,

(B) the National Aeronautics and Space Administration,

(C) the Federal Aviation Administration,

(D) the Department of Agriculture.

(E) the National Cancer Institute,

(F) the National Institute of Environmental Health Sciences,

(G) the National Science Foundation, and the appropriate officials responsible for the relevant research efforts of such other agencies carrying out related efforts as the Chairman shall designate. A representative of the Department of State shall sit on the Coordinating Committee to encourage and facilitate international coordination.

(3) The Coordinating Committee shall review and comment on plans for, and the execution and results of, pertinent research and studies. For this purpose, the agencies named in or designated under paragraph (2) of this subsection shall make appropriate and timely reports to the Coordinating Committee on plans for and the execution and results of such research and studies.

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(4) The Chairman may request a report from any Federal Agency for the purpose of determining if that agency should sit on the Coordinating Committee.

(g) Not later than January 1, 1978, and biennially thereafter, the Administrator shall report to the appropriate committees of the House and the Senate, the results of the studies and research conducted under this section and the results of related research and studies conducted by other Federal agencies.

RESEARCH AND MONITORING BY OTHER AGENCIES

SEC. 154. (a) The Administrator of the National Oceanic and Atmospheric Administration shall establish a continuing program of research and monitoring of the stratosphere for the purpose of early detection of changes in the stratosphere and climatic effects of such changes. Such Administrator shall on or before January 1, 1978, and biennially thereafter, transmit such report to the Administrator and the Congress on the findings of such research and monitoring. Such report shall contain any appropriate recommendations for legislation or regulation (or both).

(b) The National Aeronautics and Space Administration shall, pursuant to its authority under title IV of the National Aeronautics and Space Act of 1958, continue programs of research, technology, and monitoring of the stratosphere for the purpose of understanding the physics and chemistry of the stratosphere and for the early detection of potentially harmful changes in the ozone in the stratosphere. Such Administration shall transmit reports by January 1, 1978, and biennially thereafter to the Administrator and the Congress on the results of the programs authorized in this subsection, together with any appropriate recommendations for legislation or regulation (or both).

(c) The Director of the National Science Foundation shall encourage and support ongoing stratospheric research programs and continuing research programs that will increase scientific knowledge of the effects of changes in the ozone layer in the stratosphere upon living organisms and ecosystems. Such Director shall transmit reports by January 1, 1978, and biennially thereafter to the Administrator and the Congress on the results of such programs, together with any appropriate recommendations for legislation or regulation (or both).

(d) The Secretary of Agriculture shall encourage and support continuing research programs that will increase scientific knowledge of the effects of changes in the ozone in the stratosphere upon animals, crops, and other plant life. Such Secretary shall transmit reports by January 1, 1978, and biennially thereafter to the Administrator and the Congress on the results of such programs together

with any appropriate recommendations for legislation or regulation (or both).

(e) The Secretary of Health, Education, and Welfare shall encourage and support continuing research programs that will increase scientific knowledge of the effects of changes in the ozone in the stratosphere upon human health. Such Secretary shall transmit reports by January 1, 1978, and biennially thereafter, to the Administrator and the Congress on the results of such programs, together with any appropriate recommendations for legislation or regulation (or both).

(f) In carrying out subsections (a) through (e) of this section, the agencies involved (1) shall enlist and encourage cooperation and assistance from other Federal agencies, universities, and private industry, and (2) shall solicit the views of the Administrator with regard to plans for the research involved so that any such research will, if regulatory action by the Administrator is indicated, provide the preliminary information base for such action.

PROGRESS OF REGULATION

SEC. 155. The Administrator shall provide an interim report to the Congress by January 1, 1978, shall provide a final report within two years after date of enactment, and shall provide follow-up reports anually thereafter on the actions taken by the Environmental Protection Agency and all other Federal agencies to regulate sources of halocarbon emissions, the results of such regulations in protecting the ozone layers, and the need for additional regulatory action, if any. The reports under this section shall also include recommendations for the control of substances, practices, processes, and activities other than those involving halocarbons, which are found to affect the ozone in the stratosphere and which may cause or contribute to harmful effects on public health or welfare.

INTERNATIONAL COOPERATION

SEC. 156. The President shall undertake to enter into international agreements to foster cooperative research which complements studies and research authorized by this part, and to develop standards and regulations which protect the stratosphere consistent with regulations applicable within the United States. For these purposes the President through the Secretary of State and the Assistant Secretary of State for Oceans and International Environmental and Scientific Affairs, shall negotiate multilateral treaties, conventions, resolutions, or other agreements, and formulate, present, or support proposals at the United Nations and other appropriate international forums and shall report to the Congress periodically on efforts to arrive at such agreements.

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SEC. 157. (a) If at any time p
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REGULATIONS

SEC. 157. (a) If at any time prior to the submission of the final report referred to in section 155 in the Administrator's judgment, any substance, practice, process, or activity may reasonably be anticipated to affect the stratosphere, especially ozone in the stratosphere, and such effect may reasonably be anticipated to endanger public health or welfare, the Administrator shall promptly promulgate regulations respecting the control of such substance, practice, process, or activity, and shall simultaneously submit notice of the promulgation of such regulation to the Congress.

(b) Upon submission of the final report referred to in section 155, and after consideration of the research and study under sections 153 and 154 and, consultation with appropriate Federal agencies and scientific entities, the Administrator shall propose regulations for the control of any substance, practice, process, or activity (or any combination thereof) which in his judgment may reasonably be anticipated to affect the stratosphere, especially ozone in the stratosphere, if such effect in the stratosphere may reasonably be anticipated to endanger public health or welfare. Such regulations shall take into account the feasibility and the costs of achieving such control. Such regulations may exempt medical use products for which the Administrator determines there is no suitable substitute. Not later than three months after proposal of such regulations the Administrator shall promulgate such regulations in final form. From time to time, and under the same procedures, the Administrator may revise any of the regulations submitted under this subsection.

OTHER PROVISIONS UNAFFECTED

SEC. 158. Nothing in this part shall be construed to alter or affect the authority of the Administrator under section 303 (relating to emergency powers), under section 231 (relating to aircraft emission standards), or under any other provision of this Act or to affect the authority of any other department, agency, or instrumentality of the United States under any other provision of law to promulgate or enforce any requirement respecting the control of any substance, practice, process, or activity for purposes of protecting the stratosphere or ozone in the stratosphere. In the case of any proposed rule respecting ozone in the stratosphere which has been published under the Toxic Substances Control Act prior to the date of enactment of this Act notwithstanding section 9(b) of such Act, nothing in this part shall be construed to prohibit or restrict the Administrator from taking any action under the Toxic Substances Control Act respecting the promulgation or enforcement of such rule.

STATE AUTHORITY

SEC. 159. (a) Nothing in this part shall preclude or deny any State or political subdivision thereof from adopting or enforcing any requirement respecting the control of any substance, practice, process, or activity for purposes of protecting the stratosphere or ozone in the stratosphere except as otherwise provided in subsection (b).

(b) If a regulation of any substance, practice, process, or activity is in effect under this part in order to prevent or abate any risk to the stratosphere, or ozone in the stratosphere, no State or political subdivision thereof may adopt or attempt to enforce any requirement respecting the control of any such substance, practice, process, or activity to prevent or abate such risk, unless the requirement of the State or political subdivision is identical to the requirement of such regulation. The preceding sentence shall not apply with respect to any law or regulation of any State or political subdivision controlling the use of halocarbons as propellants in aerosol spray containers.

PART C—PREVENTION OF SIGNIFICANT DETERIORATION OF AIR QUALITY

SUBPART 1

PURPOSES

SEC. 160. The purposes of this part are as follows:

(1) to protect public health and welfare from any actual or potential adverse effect which in the Administrator's judgment may reasonably be anticipated to occur from air pollution or from exposures to pollutants in other media, which pollutants originate as emissions to the ambient air), notwithstanding attainment and maintenance of all national ambient air quality standards;

(2) to preserve, protect, and enhance the air quality in national parks, national wilderness areas, national monuments, national seashores, and other areas of special national or regional natural, recreational, scenic, or historic value;

(3) to insure that economic growth will occur in a manner consistent with the preservation of existing clean air resources;

(4) to assure that emissions from any source in any State will not interfere with any portion of the applicable implementation plan to prevent significant deterioration of air quality for any other State; and

(5) to assure that any
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INCREMENTS A

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THE NATIONAL CLIMATE PROGRAM ACT

as enacted by Public Law 95-367 (Sept. 17, 1978) and amended by Public Law 97-375 (Dec. 21, 1982), and Public Law 99-272 (Apr. 7, 1986); 15 U.S.C. 2901 et seq.

An Act

To establish a comprehensive and coordinated national climate policy and program, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled, That this Act may be cited as the "National Climate Program Act".

SEC. 2. FINDINGS.

The Congress finds and declares the following:

(1) Weather and climate change affect food production, energy use, water resources and other factors vital to national security and human welfare.

(2) An ability to anticipate natural and man-induced changes in climate would contribute to the soundness of policy decisions in the public and private sectors.

(3) Significant improvements in the ability to forecast climate on an intermediate and long-term basis are possible.

(4) Information regarding climate is not being fully disseminated or used, and Federal efforts have given insufficient attention to assessing and applying this information.

(5) Climate fluctuation and change occur on a global basis, and deficiencies exist in the system for monitoring global climate changes. International cooperation for the purpose of sharing the benefits and costs of a global effort to understand climate is essential.

(6) The United States lacks a well-defined and coordinated program in climate-related research, monitoring, assessment of effects, and information utilization.

SEC. 3. PURPOSE.

It is the purpose of the Congress in this Act to establish a national climate program that will assist the Nation and the world to understand and respond to natural and man-induced climate processes and their implications.

SEC. 4. DEFINITIONS.

As used in this Act, unless the context otherwise requires:

(1) The term "Board" means the Climate Program Policy Board.

(2) The term "Office" means the National Climate Program Office.

(3) The term "Program" means the National Climate Program.

(4) The term "Secretary" means the Secretary of Commerce.

SEC. 5. NATIONAL CLIMATE PROGRAM.

(a) **Establishment.**-The President shall establish a National Climate Program in accordance with the provisions, findings and purposes of this Act.

(b) **Duties.**-The President shall-

(1) promulgate the 5-year plans described in subsection (d)(10);

(2) define the roles in the Program of Federal officers, Agriculture, Commerce, Defense, Energy, Interior, State, and Transportation; the Environmental Protection Agency; the National Aeronautics and Space Administration; the Council on Environmental Quality; the National Science Foundation; and the Office of Science and Technology Policy; and

(3) provide for Program coordination.

(c) **National Climate Program Office.**

(1) **The Secretary shall -**
establish within the Department of Commerce a National Climate Program Office not later than 30 days after the date of the enactment of this Act [enacted Sept. 17, 1978].

(2) **The Office shall-**

(A) serve as the lead entity responsible for administering the program;

(B) be headed by a Director who shall represent the Climate Program Policy Board and shall be spokesperson for the program;

(C) serve as the staff for the Board and its supporting committees and working groups;

(D) review each agency budget request transmitted under subsection (g) and submit an analysis of the requests to the Board for its review;

(E) be responsible for coordinating interagency participation in international climate-related activities; and

(F) work with the National Academy of Sciences and other private, academic, State, and local groups in preparing and implementing the 5-year plan (described in Subsection (d)(10) and the Program.

The analysis described in subparagraph (D) shall include an analysis of how each agency's budget request relates to the priorities and goals of the program established pursuant to this Act.

(3) The Secretary may provide, through the Office, financial assistance, in the form of contracts or grants or cooperative agreements, for climate-related activities which are needed to meet the goals and priorities of the program set forth in the 5-year plan pursuant to subsection (d)(10), if such goals and priorities are not being adequately addressed by any Federal department,

agency, or instrumentality.

(4) Each Federal officer, employee, department and agency involved in the Program shall cooperate with the Secretary in carrying out the provisions of this Act.

(d) **Program Elements.**-The Program shall include, but not be limited to, the following elements:

(1) assessments of the effect of climate on the natural environment, agricultural production, energy supply and demand, land and water resources, transportation, human health and national security. Such assessments shall be conducted to the maximum extent possible by those Federal agencies having national programs in food, fiber, raw materials, energy, transportation, land and water management, and other such responsibilities, in accordance with existing laws and regulations. Where appropriate such assessments may include recommendations for action;

(2) basic and applied research to improve the understanding of climate processes, natural and man induced, and the social, economic, and political implications of climate change;

(3) methods for improving climate forecasts on a monthly, seasonal, yearly, and longer basis;

(4) global data collection, and monitoring and analysis activities to provide reliable, useful and readily available information on a continuing basis;

(5) systems for the management and active dissemination of climatological data, information and assessments, including mechanisms for consultation with current and potential users;

(6) measures for increasing international cooperation in climate research, monitoring, analysis and data dissemination;

(7) mechanisms for intergovernmental climate-related studies and services including participation by universities, the private sector and others concerned with applied research and advisory services. Such mechanisms may provide, among others, for the following State and regional services and functions:

(A) studies relating to and analyses of climatic effects on agricultural production, water resources, energy needs, and other critical sectors of the economy;

(B) atmospheric data collection and monitoring on a statewide and regional basis;

(C) advice to regional, State, and local government

agencies regarding climate-related issues;

(D) information to users within the State regarding climate and climatic effects; and

(E) information to the Secretary regarding the needs of persons within the States for climate-related services, information, and data.

The Secretary may make annual grants to any State or group of States, which grants shall be made available to public or private educational institutions, to State agencies, and to other persons or institutions qualified to conduct climate-related studies or provide climate-related services;

(8) experimental climate forecast centers, which shall -

(A) be responsible for making and routinely updating experimental climate forecasts of a monthly, seasonal, annual, and longer nature, based on a variety of experimental techniques;

(B) establish procedures to have forecasts reviewed and their accuracy evaluated; and

(C) protect against premature reliance on such experimental forecasts;

(9) studies on policy options for reducing the impact of man's activity on global climate change. The studies will be made available to Federal agencies, the Congress, and the public; and

(10) a preliminary 5-year plan, to be submitted to the Congress for review and comment, not later than 180 days after the enactment of this Act [enacted Sept. 17, 1978], and a final 5-year plan to be submitted to the Congress not later than 1 year after the enactment of this Act [enacted Sept. 17, 1978], that shall be revised and extended at least once every four years. Each plan shall establish the goals and priorities for the Program, including the intergovernmental program described in paragraph (7), over the subsequent 5-year period, and shall contain details regarding

(A) the role of Federal agencies in the programs,

(B) Federal funding required to enable the Program to achieve such goals, and

(C) Program accomplishments that must be achieved to ensure that Program goals are met within the time frame established by the plan.

(e) Climate Program Policy Board.

(1) The Secretary shall establish and maintain an interagency Climate Program Policy Board, consisting of representatives of the Federal agencies specified in subsection (b)(2) and any other agency which the

Secretary determines should participate in the Program.

(2) The Board shall-

(A) be responsible for coordinated planning and progress review for the Program;

(B) review all agency and department budget requests related to climate transmitted under subsection (g) and submit a report to the Office of Management and Budget concerning such budget requests;

(C) establish and maintain such interagency groups as the Board determines to be necessary to carry out its activities; and

(D) consult with and seek the advice of users and producers of climate data, information, and services to guide the Board's efforts, keeping the Director and the Congress advised of such contacts.

(3) The Board biennially shall select a Chair from among its members. A Board member who is a representative of an agency may not serve as Chair of the Board for a term if an individual who represented that same agency on the Board served as the Board's Chair for the previous term.

(f) Cooperation.

(1) The Program shall be conducted so as to encourage cooperation with, and participation in the Program by, other organizations or agencies involved in related activities. For this purpose the Secretary shall cooperate and participate with other Federal agencies, and foreign, international, and domestic organizations and agencies involved in international or domestic climate-related programs.

(2) The Secretary and the Secretary of State shall cooperate with the Office in

(A) providing representation at climate-related international meetings and conferences in which the United States participates, and

(B) coordinating the activities of the Program with the climate programs of other nations and international agencies and organizations; including the World Meteorological Organization, the International Council of Scientific Unions, the United Nations Environmental Program, the United Nations Educational, Scientific, and Cultural Organization, the World Health Organization, and Food and Agriculture Organization.

(g) **Budgeting.**

Each Federal agency and department participating in the Program, shall prepare and submit to the Office of Management and Budget, on or before the date of submission of departmental requests for appropriations to the Office of Management and Budget, an annual request for appropriations for the Program for the subsequent fiscal year and shall transmit a copy of such request to the National Climate Program Office. The Office of Management and Budget shall review the request for appropriations as an integrated, coherent, multi-agency request.

SEC. 6. CLIMATE CHANGE REPORT.

The Secretary shall submit to the President and the House Committee on Science, Space, and Technology, and the Senate Committee on Commerce, Science, and Transportation, not later than January 30, 1990, and each 5 years thereafter, a report that includes-

(1) an updated historic record of the major parameters that indicate the long-term trends in global climate change and an analysis of these trends;

(2) an analysis of the current status of climate understanding and forecasting and the research priorities for reducing the uncertainty in understanding and forecasting long-term change

(3) an analysis of the current trends in global climate change and projections for man-induced versus natural change for the next 50 to 100 years;

(4) the regional areas in the world vulnerable to this climate change; and

(5) the identification and analysis of actions that are recommended to

(A) reduce human-induced climate change,

(B) alleviate regional vulnerability to climate change, and

(C) improve man's ability to respond to change.

SEC. 7. ANNUAL REPORT.

The Secretary shall prepare and submit to the President and the authorizing committees of the Congress, not later than March 31 of each year, a report on the activities conducted pursuant to this Act during the preceding fiscal year, including-

(a) a summary of the achievements of the Program during the previous fiscal year;

(b) an analysis of the progress made toward achieving the goals and objectives of the Program;

(c) a copy of the 5-year plan and any changes made in such plan;

(d) a summary of the multiagency budget request for the Program of subsection 5(g); and

(e) any recommendations for additional legislation which

may be required to assist in achieving the purposes of the Act.

SEC. 8. CONTRACT AND GRANT AUTHORITY; RECORDS AND AUDITS.

(a) Functions vested in any Federal officer or agency by this Act or under the Program may be exercised through the facilities and personnel of the agency involved or, to the extent provided or approved in advance in appropriation Acts, by other persons or entities under contracts or grant arrangements entered into by such officer or agency.

(b) (1) Each person or entity to which Federal funds are made available under a contract or grant arrangement as authorized by this Act shall keep such records as the Director of the Office shall prescribe, including records which fully disclose the amount and disposition by such person or entity of such funds, the total cost of the activities for which such funds were so made available, the amount of that portion of such cost supplied from other sources, and such other records as will facilitate an effective audit.

(2) The Director of the Office and the Comptroller General of the United States, or any of their duly authorized representatives, shall, until the expiration of 3 years after the completion of the activites (referred to in paragraph (1)) of any person or entity pursuant to any contract or grant arrangement referred to in subsection (a), have access for the purpose of audit and examination to any books, documents, papers, and records of such person or entity which, in the judgment of the Director or the Comptroller General, may be related or pertinent to such contract or grant arrangement.

United States Senate

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

WASHINGTON, DC 20510-6175

March 31, 1988

The Honorable Ronald W. Reagan
The White House
1600 Pennsylvania Avenue
Washington, D.C. 20500

Dear Mr. President:

We are writing to urge that you continue and expand recent initiatives on the international environmental problem of the greenhouse effect and global climate change, such as those announced at the conclusion of the December 1987 summit meeting with Soviet General Secretary Gorbachev. Specifically, we urge that, at the next summit meeting with the General Secretary in Moscow and at the upcoming economic summit meeting this June in Toronto, you call upon all nations of the world to begin the negotiation of a convention to protect our global climate. Such a convention could be modeled after the historic Vienna Convention to Protect the Ozone Layer.

You are to be congratulated for including the problem of global climate change as part of the agenda at the December 1987 summit meeting with General Secretary Gorbachev. It is encouraging to observe the growing commitment that our two nations are making to deal with the environmental threat of global warming. Of particular note was the Joint Summit Communique which stated that the "two sides will continue to promote broad international and bilateral cooperation in the increasingly important area of global climate and environmental change."

Scientists have warned us that increasing concentrations of certain pollutants in the atmosphere will increase the earth's temperature over the coming years to a level which has not existed for tens of millions of years. There is some urgency to this matter since scientists predict that, as a result of past pollution, we are already committed to a significant global warming. These greenhouse gases will lead to substantial changes in the climate of our planet with potentially catastrophic environmental and socio-economic consequences.

The predicted global warming and climate changes are expected to occur at a rate and in a fashion that will preclude natural evolutionary responses. The likely effects of the greenhouse effect include rising sea levels, changes in the location of deserts, extremely high temperatures in cities during

the summer months, increases in the number and severity of hurricanes, the death of large portions of forests, and the loss of adequate moisture in the mid-continent agricultural belt.

The challenge of reducing this threat to the planet's well being is considerable. One of the most significant greenhouse gases is carbon dioxide, a by-product of fossil fuels. The United States and the Soviet Union are the world's two largest contributors of carbon dioxide. Together, we account for almost one-half of the global total.

For these reasons, the United States and the Soviet Union must take positions of global leadership on this matter and call for a convention on global climate change. Such a convention could address our scientific understanding of the problem, the need for and limits of adaptation as a response to future climate change, as well as strategies to stabilize atmospheric concentrations of greenhouse gases at safe levels.

Negotiations to achieve a climate convention would have to take place on a multilateral basis. However, cooperation between the United States and the Soviet Union is an essential precondition of a successful international response to the greenhouse effect. The problems associated with global climate change provide an historic opportunity for our two countries to cooperate on a long term basis to insure the habitability of Earth. These facts were recognized and endorsed in the recently enacted Global Climate Protection Act (P.L. 100-204, sections 1101-1106).

For these reasons, we urge you and General Secretary Gorbachev to use the upcoming summit meeting scheduled to be held in Moscow as a forum to call for the negotiation of a convention on global climate change and to commit the United States and the Soviet Union to a leadership role in that process. At the same time we suggest that you expand and elevate the level of ongoing bilateral U.S.-U.S.S.R. activity which could enhance our understanding of the problem. We endorse the establishment of a high level working group to study potential responses to climate change, including greenhouse gas emissions reductions and adaptation to climate change. This expanded bilateral activity should be recognized and supported as an important priority within the United States' foreign and environmental policy agenda.

Similarly, we urge you to use the seven nation economic summit that is scheduled to be held during the month of June in Toronto as a forum to urge the negotiation of a global climate convention. At last year's economic summit, the leaders of the seven nations stated: "We underline our own responsibility to

encourage efforts to tackle effectively environmental problems of worldwide impact such as ... climate change...." This year's economic summit is the appropriate opportunity to take the next step and call for a global climate convention.

Thank you for your attention and commitment to this important, international environmental issue. We look forward to working with you and assisting you in our mutual efforts to protect our fragile planet.

Sincerely,

John F. Kerry
U.S. Senator

Max Baucus
U.S. Senator

John H. Chafee
U.S. Senator

Dave Durenberger
U.S. Senator

George J. Mitchell
U.S. Senator

Robert T. Stafford
U.S. Senator

Albert Gore
U.S. Senator

Dale Bumpers
U.S. Senator

Carl Levin
U.S. Senator

Pete Wilson
U.S. Senator

Frank Murkowski
U.S. Senator

Spark M. Matsunaga
U.S. Senator

Terry Sanford
U.S. Senator

David Pryor
U.S. Senator

Wyche Fowler, Jr.
U.S. Senator

Tom Harkin
U.S. Senator

Frank R. Lautenberg
U.S. Senator

Brock Adams
U.S. Senator

Timothy E. Wirth
U.S. Senator

Donald W. Riegle, Jr.
U.S. Senator

Alfonse M. D'Amato
U.S. Senator

Bob Graham
U.S. Senator

Patrick J. Leahy
U.S. Senator

Quentin N. Burdick
U.S. Senator

Dennis DeConcini
U.S. Senator

Bob Kasten
U.S. Senator

Arlen Specter
U.S. Senator

Steven D. Symms
U.S. Senator

Jeff Bingaman
U.S. Senator

Edward M. Kennedy
U.S. Senator

Bob Packwood
U.S. Senator

Thomas A. Daschle
U.S. Senator

Pete V. Domenici
U.S. Senator

Daniel J. Evans
U.S. Senator

Nancy Landon Kassebaum
U.S. Senator

Thad Cochran
U.S. Senator

William S. Cohen
U.S. Senator

Richard G. Lugar
U.S. Senator

Dan Quayle
U.S. Senator

Claiborne Pell
U.S. Senator

William V. Roth, Jr.
U.S. Senator

John Heinz
U.S. Senator

UNITED STATES

ENVIRONMENTAL PROTECTION AGENCY

WASHINGTON, D.C. 20460

THE ADMINISTRATOR

April 22, 1988

Nancy Risque

As we discussed.

Lee M. Thomas

Option 1: No Change.

Establish no new interagency mechanism for developing and coordinating global climate change policy.

- EPA would proceed with preparation of the global climate studies currently under way, with preparation of the report required by the Climate Protection Act, and with its related responsibilities under the Clean Air Act.

- State would proceed with preparation of the report required by the Global Climate Protection Act and would coordinate those aspects of U. S. policy requiring international participation.

- Interagency coordination of these policy related components would be done through existing mechanisms, such as the Domestic Policy Council Working Group on Natural Resources and the Environment.

Continue coordinating global climate change research programs through the Federal Coordinating Council on Science, Engineering, and Technology (FCCSET)/Committee on Earth Sciences (CES) and the National Climate Program Office.

Option 2: Establish by EPA Initiative a Temporary Interagency Committee to Coordinate Preparation of the two EPA Studies and Other Activities During the Remainder of This Administration.

- EPA and State would proceed with the activities described under option 1, above.

- The Interagency Committee would closely follow and review the two EPA studies now under way to meet the Congressional request by letter.

- The Interagency Committee would also follow the other activities under way by EPA and State, specifically the planning for the report required by the Climate Protection Act, related activities under the Clean Air Act, and international activities.

- The Interagency Committee would be superceded, changed, or continued at the option of the next Administration.

- Coordination of research activities would be carried out, as in option 1, by the FCCSET/CES and by the National Climate Program Office.

Option 3: Establish by Presidential Directive a Continuing Interagency Committee Entitled the Climate Change Assessment Program (CLIMCAP) to:

1) Coordinate research and provide periodic assessments on the causes and effects of global climate change, including changes in atmospheric ozone; and, based on that research and assessments,

2) Develop national policy on global climate change, including, where appropriate, strategies both for adjusting to and for limiting global climate change.

The Committee would have the following characteristics:

Chairmen: Jointly chaired by the highest level principals from the: EPA, DOC, and DOE.

Members: Principals from the: DOA, DOC, DOD, DOE, DOI, DOS, DOT, EPA, HHS, NASA, NOAA, NSF, CEQ, OMB, AND OSTP.

Structure of CLIMCAP: Interagency Committee with a Policy Subcommittee and a Science Subcommittee physically located at CEQ:

- Policy Committee chaired by EPA to:

  -- Develop, based on scientific research and assessments, national policy on global climate change, taking into account environmental, energy, economic, international and other relevant considerations;

  -- Develop, where appropriate, domestic and international strategies for avoiding global climate change or adjusting to its effects.

- Science Committee chaired by NOAA and NASA with members who also serve on the Committee on Earth Sciences (dealing with global change generally) to:

  -- Develop and annually revise a 5-year research plan on global climate change which includes the DOE CO2 research program; global climate research of NASA ($200 M), NOAA ($50 M), NSF ($50 M), and other relevant research of Federal agencies.

  -- Report on the state of our knowledge and its uncertainties by spring 1989 and annually thereafter.

  -- Assess the causes and effects of global climate change and the areas and degrees of uncertainty about such causes and effects in 1990 (published in 1990), and every five years thereafter, predicting any changes within the next 10, 50 and 100 years, their effects, and the levels of uncertainty thereof.

  -- Coordinate with international scientific bodies.

Consolidation of Activities: Draft the directive so that the Interagency Committee and its subcommittees are the mechanisms for meeting the legislative requirements of the National Climate Program Act, Section 153(f) of the Clean Air Act, and the Global Climate Protection Act.

Bob Johnson

U.S. HOUSE OF REPRESENTATIVES

COMMITTEE ON SCIENCE, SPACE, AND TECHNOLOGY

SUITE 2321 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, DC 20515
(202) 225-6371

April 29, 1988

Dr. William R. Graham
Director, Office of Science and
Technology Policy
Executive Office Building
Washington, D.C. 20506

Dear Dr. Graham:

The "Global Climate Protection Act of 1987", signed into law on December 22, 1987, directs the President, through the Environmental Protection Agency, to develop and propose to Congress a coordinated national policy on global climate change. Based on the attached March 1, 1988, memorandum from EPA Administrator Lee Thomas to Presidential Assistant Nancy Risque, EPA has begun to implement the Act in ways which appear to us to exceed Congressional intent with respect to management of research programs dealing with climate change.

Mr. Thomas states in the memorandum that EPA has established an Interagency Committee to "ensure full coordination of the development of scientific information and policy options" related both to the Global Climate Protection Act of 1987 and to those provisions of the Clean Air Act dealing with stratospheric ozone. Mr. Thomas's explanation of the functions of the Interagency Committee include:

- o Ensuring that policy-relevant research relating to the issue of global climate change is conducted by the federal government. This will include overseeing the development and implementation of an integrated plan of research.

- o Overseeing the development and implementation of an integrated plan of research to support U.S. implementation of the [Montreal ozone] protocol.

A reading of the legislative history for the Act indicates that EPA is exceeding Congressional intent in assuming both of these roles. The Statement of Managers accompanying the Global Climate Protection Act (CONGRESSIONAL RECORD, p. H11346, December 14, 1987) states:

> 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 ...

The Global Climate Protection Act, as originally considered by the Senate, would have designated EPA and the State Department as co-leaders of an inter-agency Task Force concerned with both policy development and research coordination and implementation. Congressional intent is clearly reflected in the Conference Report, which not only left EPA and State out of any role in research coordination and implementation, but also dropped the concept of an Interagency Task Force entirely. The final bill, therefore, would in no way change either current agency roles or the interagency process with respect to research on global climate change.

Creation of a new inter-agency committee to direct climate research would needlessly complicate a process already replete with interagency coordinating groups. Because of their responsibilities under the Global Climate Protection Act, we recognize that EPA and the Department of State have a strong interest in promoting and utilizing policy-relevant climate research. However, EPA should work through existing inter-agency mechanisms to ensure that such policy-relevant research is conducted. EPA has neither the expertise nor the authority to oversee nearly $200 million in climate-related research conducted by a variety of agencies with a long history of scientific credibility and inter-agency coordination.

We would recommend that you utilize your authority for coordination of federal science and technology policy to ensure that research necessary for implementation of the Global Climate Protection Act is coordinated under existing laws and executive directives.

Sincerely,

MANUEL LUJAN, JR.
Ranking Republican Member

ROBERT A. ROE
Chairman

cc: Mr. Lee Thomas
Ms. Nancy Risque

INTRODUCTION

Global climate change has become a very public issue. As a result of this interest, the Congress has been developing more and more legislation concerned with the federal global climate change research and policy development efforts. Much of this legislation has been ineffective and troublesome to the Administration because it has not adequately reflected the Administration's goals and policies, nor the roles, resources, and needs of all the agencies involved in global climate change issues.

Since there is a significant risk of additional legislation, the Administration needs to develop a comprehensive plan to coordinate the many global climate change research efforts and to coordinate this research with related policy development. Such a plan would provide a good defense against future legislation and would maximize the effectiveness of the resources invested in this area.

The purpose of this paper is to outline options for such a plan to coordinate the many ongoing activities described below.

ONGOING GLOBAL CLIMATE CHANGE ACTIVITIES

Committee on Earth Sciences

Public Law 94-282, enacted in 1976, provides for establishment of the Federal Coordinating Council for Science, Engineering, and Technology (FCCSET) composed of the Director, OSTP and representatives of key agencies including DOA, DOC, DOD, HEW, HUD, DOI, DOS, DOT, VA, NASA, DOE, NSF, EPA. By law the Council shall consider problems and developments in fields of science, engineering, and technology and related activities affecting more than one Federal agency, and shall recommend policies and other measures designed to:

(1) Provide more effective planning and administration of Federal scientific, engineering, and technological programs;

(2) Identify research needs including areas requiring additional emphasis;

(3) Achieve more effective utilization of the scientific, engineering, and technological resources and facilities of Federal agencies, including the elimination of unwarranted duplication; and

(4) Furthur international cooperation in science, engineering, and technology.

The legislation provides that, for the purpose of conducting studies and making reports, standing subcommittees may be established and that each Federal agency represented on the Council shall furnish necessary assistance which may include detailing employees, undertaking studies, and making reports.

The Director, OSTP has established a Committee on Earth Sciences (CES) under FCCSET to address the need for interagency coordination of Federal research programs dealing with global change.

Although global change includes changes other than global climate change, the vast majority of Federal global change research dollars are for global climate change. The President's FY1989 budget includes $110 million in research focused specifically on global climate change. For comparison, the interagency budget for the National Acid Precipitation Assessment Program initially totalled $17 million in FY1982 and grew to annual levels between $80 and 90 million after 1985.

Clean Air Act

The 1977 Clean Air Act Amendments, P. L. 95-95 directs NASA to continue programs of research, technology, and monitoring of the stratosphere for the purpose of understanding the physics and chemistry of the stratosphere and for the early detection of potentially harmful changes in the ozone in the stratosphere. In addition, the Act directs the continuation of research programs relevant to understanding the physics, chemistry, and effects of stratospheric ozone by NOAA, USDA, HHS, and NSF.

National Climate Program

The National Climate Program Act of 1978 established the National Climate Program Office within the Department of Commerce to, among other things:

- Serve as the lead entity responsible for administering a comprehensive and coordinated national climate program of research, monitoring, assessment, and information use.

- Be responsible for coordinating interagency participation in international climate-related activities.

- Prepare and submit to the President and the Congress a 5-year plan detailing the role of Federal agencies in the program, required funding, and needed accomplishments.

- Prepare and submit to the President and the Congress by Jan 30, 1990 and each 5 years thereafter a report on climate change trends, state of knowledge, projections, and potential policy responses.

- Prepare and submit to the President and the Congress by March 31 of each year, an annual report on the status of climate program activities.

Carbon Dioxide Research Program

The interagency Carbon Dioxide Research Program was organized in 1978 and is coordinated by the Department of Energy.

Global Climate Protection Act

The Global Climate Protection Act of 1987 states that "The President, through the Environmental Protection Agency, shall be responsible for developing and proposing to Congress a coordinated national policy on global climate change", considering the research and assessments of the National Climate Program Office, the research findings of the FCCSET/CES, the National Academy of Sciences, and the Federal agencies doing the scientific research. It also states that the Secretary of State is responsible for coordination of U. S. global climate change policy in the international arena. State and EPA are to submit jointly within 24 months (December 1989) a report describing the state of current international understanding about climate change and its consequences, assessing U. S. efforts to gain international cooperation, and describing the U. S. strategy to seek furthur international cooperation.

EPA is also now preparing two reports on environmental effects of global climate change and on the policy options that "would stabilize current levels of greenhouse gas concentrations". These were requested in a letter from several Senators and were referenced in report language of the FY1987 Continuing Resolution.

EPA has proposed to establish another interagency committee which it would chair to coordinate implementation of the Global Climate Protection Act.

Because of the large number of Federal agencies doing research in global climate change, affected by policy considerations relating to such change, or having legislative responsibilities in the area, some have suggested that a more formal and more permanent mechanism for coordination and policy development than the EPA proposed committee may be needed.

SUMMARY OF OPTIONS

Option 1: No Change. Establish no new interagency mechanism for developing and coordinating global climate change policy. Continue the present organizations that coordinate the research programs.

Option 2: EPA Initiative. Establish an Interagency Committee chaired by EPA to coordinate preperation of the two EPA studies and to develop and coordinate global climate change policy development.

Option 3: Presidential Directive. Establish by Presidential Directive a council entitled the Council on Global Climate Change.

The attached annex describes and assesses these option in more detail.

RECOMMENDATIONS

Options 1 and 2 do not adequately address the need to preempt congressional legislation, nor to maximize the effectiveness of our investment in this area through an integrated and effective research and policy development global climate change program. However, these options do minimize the restructuring of agency programs and responsibilities.

Option 3 provides an effective approach to solving the problem of achieving full coordination among the various research efforts and between research and policy development. However it would require extensive restructuring of ongoing agency activities and the detailed and careful preparation required by an Executive Order.

Option 1: No Change _____

Option 2: EPA Initiative _____

Option 3: Presidential Directive _____

Table 1

(Dollars in Millions)

Global Change	(5) 1988	President's FY 1989 Budget 1989	1990	1991	1992	1993	88-93
Total	1250	1372	1524	1643	1767	1824	9381
NSF	438	492	641	778	910	989	4248
NASA(1)	390	452	422	382	353	352	2350
NOAA (2)	35	49	54	54	54	54	298
USGS	316	295	310	324	343	319	1907
DOE	66	79	92	99	102	104	543
EPA	6	7	6	6	6	6	35
Related Programs (3)	1171	1251	1336	1410	1498	1536	8202
NSF	392	420	502	588	675	735	3312
NASA	390	438	407	374	353	352	2314
NOAA	15	28	33	33	33	33	172
USGS	303	281	296	311	329	305	1825
DOE	66	79	92	99	102	104	543
EPA	6	7	6	6	6	6	35
Focused Programs (4)	79	121	189	233	269	289	1179
NSF	46	72	139	191	234	254	936
NASA	0	15	14	7	0	0	36
NOAA	20	21	21	21	21	21	125
USGS	13	14	14	14	14	14	82
DOE	0	0	0	0	0	0	0
EPA	0	0	0	0	0	0	0

1-Includes spacecraft development
2-Does not include weather satellites
3-Includes programs that are only related to GC science
4-Programs specifically developed to address GC issues
5-FY 1988 Enacted Budget

Table 2

Percent	1988	1989	1990	1991	1992	1993
Global Change	100	100	100	100	100	100
NSF	35	36	42	47	51	54
NASA	31	33	28	23	20	19
NOAA	3	4	4	3	3	3
USGS	25	21	20	20	19	17
DOE	5	6	6	6	6	6
EPA (6)	0	0	0	0	0	0

6-Less than 1 percent