

# Ronald Reagan Presidential Library Digital Library Collections

---

This is a PDF of a folder from our textual collections.

---

**Collection:** Risque, Nancy J.: Files  
**Folder Title:** Global Climate (2)  
**Box:** OA 18382

---

To see more digitized collections visit:

<https://www.reaganlibrary.gov/archives/digitized-textual-material>

To see all Ronald Reagan Presidential Library Inventories, visit:

<https://www.reaganlibrary.gov/archives/white-house-inventories>

Contact a reference archivist at: **reagan.library@nara.gov**

Citation Guidelines: <https://reaganlibrary.gov/archives/research-support/citation-guide>

National Archives Catalogue: <https://catalog.archives.gov/>

*Last Updated: 12/15/2023*

THE WHITE HOUSE

WASHINGTON

May 5, 1988

MEMORANDUM FOR NANCY J. RISQUE

FROM: ROBERT E. JOHNSON *Bob*  
SUBJECT: Global Climate Change Update

Attached are copies of two letters from Congress, one to the President and one to Bill Graham. Both are indicators of increased Congressional concern over the climate change issue. The first letter, signed by 46 Senators, urges the President to join with the Soviet general secretary in calling for an international convention on global climate change. The second letter, from the chairman and ranking Republican of the House Science, Space and Technology Committee, registers concern that EPA has gone beyond their legislative mandate when Lee Thomas proposed an interagency committee that, among other things, would oversee development of an integrated plan of research.

An ad hoc group has been formed, coordinated by Dave Gibbons of OMB, to review Lee Thomas' proposal for an interagency committee on global climate change. It has developed an excellent review of statutory mandates in this area, and has developed a crosscut of the budget now and projected to be spent on climate change (see attached documents). The purpose of the group is to develop a more detailed proposal that either builds upon or replaces Lee's interagency committee. The ad hoc group encompasses the entire scope of interested agencies.

These activities, while appreciably raising the level of debate on global climate change, in my view do not create the need for immediate action. I do, however, see a strong consensus emerging for (1) an interagency committee to coordinate the development of policy proposals, and (2) further guidance on how the committee should operate. Members of the ad hoc group also agree that (1) close communication between the interagency committee and the science coordinating organization is needed, but the two organizations must remain separate, and (2) the Administration should move slowly on climate change policy development, because the science is not understood well enough at this time.

Attachments

THE WHITE HOUSE

WASHINGTON

May 9, 1988

MEMORANDUM FOR COLIN L. POWELL  
✓ NANCY J. RISQUE

FROM: WILLIAM R. GRAHAM *WRG*

SUBJECT: ADMINISTRATION RESPONSE TO SENATE LETTER  
ON GLOBAL CLIMATE CHANGE

We perceive the need for some modifications to the draft EPA response to the March 31, 1988, letter to the President from 42 Senators concerning the raising of global climate change issues at the forthcoming Moscow Summit, as well as the Economic Summit. An interagency review is needed in order to ensure that the Administration's policy is accurately reflected.

Attachments:  
Incoming Letter  
Draft EPA Response



QUENTIN N. BURDICK, NORTH DAKOTA, CHAIRMAN

DANIEL PATRICK MOYNIHAN, NEW YORK  
GEORGE J. MITCHELL, MAINE  
MAX BAUCUS, MONTANA  
FRANK R. LAUTENBERG, NEW JERSEY  
JOHN B. BREAU, LOUISIANA  
BARBARA A. MIKULSKI, MARYLAND  
HARRY REID, NEVADA  
BOB GRAHAM, FLORIDA

ROBERT T. STAFFORD, VERMONT  
JOHN H. CHAFFEE, RHODE ISLAND  
ALAN K. SIMPSON, WYOMING  
STEVE SYMMS, IDAHO  
DAVE DURENBERGER, MINNESOTA  
JOHN W. WARNER, VIRGINIA  
LARRY PRESSLER, SOUTH DAKOTA

PETER O. PROWITT, STAFF DIRECTOR  
BAILEY GUARD, MINORITY STAFF DIRECTOR

## United States Senate

COMMITTEE ON ENVIRONMENT AND PUBLIC WORKS

WASHINGTON, DC 20510-8175

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.

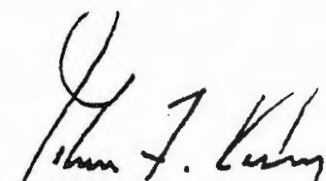
Similarly, we urge you to use the seven nation economic summit that is scheduled to be held during the month of June in Toronto as a forum to urge the negotiation of a global climate convention. At last year's economic summit, the leaders of the seven nations stated: "We underline our own responsibility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

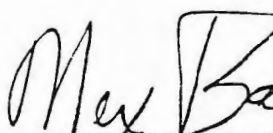



encourage efforts to tackle effectively environmental problems of worldwide impact such as ... climate change...." This year's economic summit is the appropriate opportunity to take the next step and call for a global climate convention.

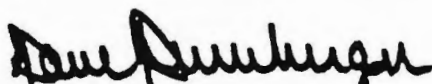
Thank you for your attention and commitment to this important, international environmental issue. We look forward to working with you and assisting you in our mutual efforts to protect our fragile planet.


Sincerely,

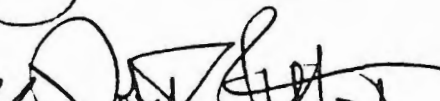
  
John F. Kerry  
U.S. Senator

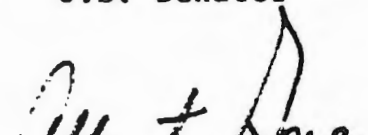
  
Max Baucus  
U.S. Senator

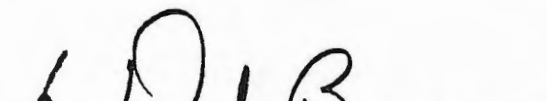
  
John H. Chafee  
U.S. Senator


  
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 Frank R. Lautenberg Brock Adams  
Tom Harkin Frank R. Lautenberg Brock Adams  
U.S. Senator U.S. Senator U.S. Senator

Timothy E. Wirth Donald W. Riegle, Jr. Alfonse M. D'Amato  
Timothy E. Wirth Donald W. Riegle, Jr. Alfonse M. D'Amato  
U.S. Senator U.S. Senator U.S. Senator

Bob Graham Patrick J. Leahy Quentin N. Burdick  
Bob Graham Patrick J. Leahy Quentin N. Burdick  
U.S. Senator U.S. Senator U.S. Senator

Dennis DeConcini Bob Kasten Arlen Specter  
Dennis DeConcini Bob Kasten Arlen Specter  
U.S. Senator U.S. Senator U.S. Senator

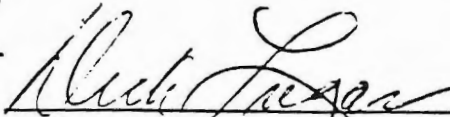
Steven D. Symms Jeff Bingaman Edward M. Kennedy  
Steven D. Symms Jeff Bingaman Edward M. Kennedy  
U.S. Senator U.S. Senator U.S. Senator

Bob Packwood Thomas A. Daschle Pete V. Domenici  
Bob Packwood Thomas A. Daschle Pete V. Domenici  
U.S. Senator U.S. Senator U.S. Senator

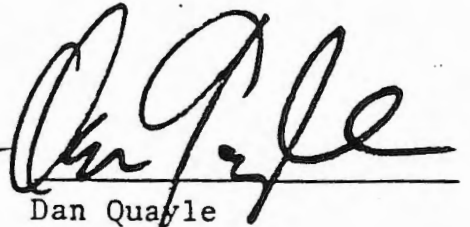
Daniel J. Evans Nancy Landon Kassebaum Thad Cochran  
Daniel J. Evans Nancy Landon Kassebaum Thad Cochran  
U.S. Senator U.S. Senator U.S. Senator



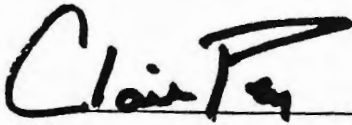
William S. Cohen  
U.S. Senator



Richard G. Lugar  
U.S. Senator



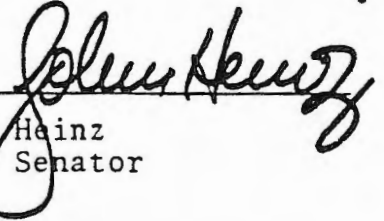
Dan Quayle  
U.S. Senator



Claiborne Pell  
U.S. Senator



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



John Heinz  
U.S. Senator

---

---

---

---

---

---

---

---

---

---

---

---

---

---

---



20# 7303024

08:11 92/01



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

THE ADMINISTRATOR

Honorable John F. Kerry  
United States Senate  
Washington, DC 20510

Dear Senator Kerry:

Thank you for your March 31, 1988 letter to President Reagan, co-signed by forty-one of your colleagues, regarding international initiatives on global climate change. As potentially one of the most serious environmental issues which will confront mankind in the coming years, global climate change certainly warrants the highest level of attention in the international arena. Accordingly, I have recommended that global climate change be raised at both the U.S.-Soviet Summit in May and the Toronto Economic Summit in June.

Bilateral cooperative research to help establish the scientific base for documentation and assessment of global climate change and stratospheric ozone depletion has been conducted for several years -- principally by the National Oceanic and Atmospheric Administration -- under the U.S.-U.S.S.R. Agreement on Cooperation in the Field of Environmental Protection. The "protocol", which lays out joint activities in this area for 1988, includes about 40 individual projects, exchanges and experiments. Also under that Agreement, and as urged by President Reagan and General Secretary Gorbachev in their joint summit statement of last December, the United States and Soviet Union have undertaken to prepare a joint report on future climates.

In February, at our last meeting of the Joint Environmental Committee which I co-chair, Soviet Co-Chairman Yuriy Izrael and I agreed to establish a working group to explore possible response strategies to climate change. The first meeting of that group is planned for early this summer. I see it as a constructive contribution to the emerging international discussion on this topic.

-2-

EPA is also engaged in bilateral programs with other nations with active research programs related to global climate change. Cooperation with the People's Republic of China, for example, will be carried out under Annex IV on Environmental Management Issues to the US-PRC Protocol for Scientific and Technical Cooperation in the Field of Environmental Protection. In recent discussions with senior Dutch environmental officials, we agreed to begin a new program of cooperation with the Netherlands.

Bilateral cooperation will contribute to multilateral efforts to deal with this serious global environmental issue. The United States fully supports the establishment by the United Nations Environment Program (UNEP) and World Meteorological Organization (WMO) of an intergovernmental panel to carry out internationally coordinated assessments of the magnitude, timing and potential consequences of climate change. The results of these assessments will provide a sound basis for consideration of a wide range of options to deal with the global climate issue, including the possibility of a climate convention. The United States will be an active participant in the work of the WMO/UNEP panel.

I will be in contact with my senior officials in other federal agencies to discuss how the United States can improve both its domestic and international programs related to global climate change. In the meantime, I appreciate your continued interest in this global environmental issue and look forward to working with you in the future.

Sincerely,

Lee M. Thomas

-3-

EPA/OIA:JKoehler:382-4894:4/26/88  
 Redrafted:OPPE/OPA:DTirpak:475-8825:4/26/88  
 Redrafted:JKoehler:EPA/OIA:SHajost:4/29/88  
 Redrafted:NCPO:AHecht:EPA/OIA:SSmith:5/4/88

Cleared:	EPA/OAR:DClay	State/E:CRies
	EPA/OPPE:JSmith	State/EUR/SOV:TRobertson
	EPA/ORD:PJutro	DOE/OEA:TWilliams
	State/OES:SButcher	NOAA/NCPO:AHecht

THE WHITE HOUSE

WASHINGTON

May 9, 1988

MEMORANDUM FOR NANCY RISQUE

FROM: WILLIAM R. GRAHAM

*WRG*

SUBJECT: ADMINISTRATION APPROACH TO GLOBAL CLIMATE ISSUES

A key issue currently confronting the Administration is how best to address global climate issues. In order to develop Administration policy, the Domestic Policy Council Working Group on Energy, Natural Resources, and the Environment made the decision to review organizational options relating to global climate including the Global Climate Protection Act of 1987. The deliberations of this Domestic Policy Council Working Group, which is considering both the scientific and policy aspects, are about to come to closure. It is imperative that this interagency process be completed.

The Administration needs to carefully consider our approach to global climate issues as the approach may significantly affect resulting policies and budgets. There is congressional interest as well, as evidenced by the attached letter. Full interagency coordination is of the utmost importance.

Following the interagency deliberation, I would like to review the recommendation being prepared for the President to determine if I should provide further advice to him as Science Advisor.

Attachment

cc: James C. Miller

*Bob Dawson:  
Will be in Graham  
and get this  
letter -*



[illegible]

SUITE 2321 RAYBURN HOUSE OFFICE BUILDING  
WASHINGTON, DC 20515  
(202) 225-8371

April 29, 1988

MARCEL LILLIAN JR. West Windsor  
 ROBERT D. WALLER, Mount Pleasant  
 J. ALAN S. BLISS, West Windsor  
 CLAUDE THOMAS JR. West Windsor  
 HENRYWOOD L. BUCKWORTH, West Windsor  
 JOHN LEWIS, Phoenix  
 JOHN OTTIE, Mount Pleasant  
 LEO MORRISON JR., West Windsor  
 JOHN PATRICK, Cambridge  
 ROBERT C. SMITH, West Windsor  
 GAIL D. JEFFREY, West Windsor  
 MAURICE W. TAYLOR, Illinois  
 D. FAYETTE B. GALENTINE, JR., Virginia  
 LANCE SMITH, Texas  
 GENEVA L. KENNEDY, California  
 JAMES BUTCHER, Maryland  
 JOHN HOFFER, Schenectady  
 CONSTANCE A. MORGAN, Maryland

MARSHALL P. HARTMAN  
 Executive Director  
 ROBERT E. LETCHER  
 General Counsel  
 E. THOMAS VILNER  
 Managing Staff Director

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:

Dr. William R. Graham  
April 29, 1988  
Page Two

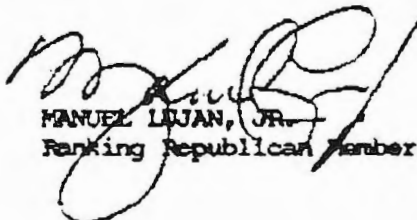
The National Climate Program Office continues to have authority for developing a coordinated research agenda for the Federal Government in the area of climate research and assessment pursuant to Public Laws 95-367 and 99-272. The Office of Science and Technology Policy's Committee on Earth Sciences remains 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.

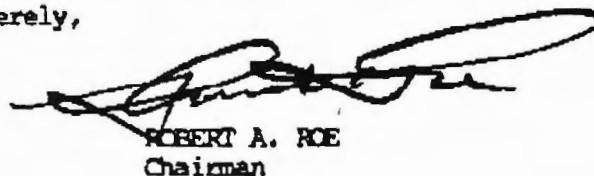
Creation of a new inter-agency committee to direct climate research would needlessly complicate a process already replete with interagency coordinating groups. Because of their responsibilities under the Global Climate Protection Act, we recognize that EPA and the Department of State have a strong interest 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



United States  
Environmental Protection Agency  
Washington, D.C. 20460

May 23, 1988

The Administrator

Honorable Robert K. Dawson  
Associate Director  
Natural Resources, Energy and Science  
Office of Management and Budget  
Washington, D. C. 20503

Dear Bob:

As we discussed, I am enclosing a copy of a modified proposal for an Interagency Committee to assist the EPA in carrying out its responsibilities under the Climate Protection Act of 1987. I believe it responds to the concerns raised by a number of agencies related to the letter that I initially circulated and also is consistent with my responsibilities under this law.

If you have any comments, please don't hesitate to contact me.

Sincerely,

A handwritten signature in cursive script, appearing to read "Lee", is written over the typed name.

Lee M. Thomas

Enclosure

cc: Nancy Risque

May 23, 1988

## INTERAGENCY POLICY COMMITTEE ON GLOBAL CLIMATE CHANGE

### POLICY COMMITTEE/FUNCTIONS

In order to provide an interagency forum for the consideration and development of response strategies and policies relating to global climate change, the EPA will establish an Interagency Policy Committee on Global Climate Change. This Committee will report through the Working Group on Energy and Natural Resources to the Domestic Policy Council.

The Committee would be made up of all Agencies with an interest in global climate change, including Department of Agriculture, Department of Interior, Department of Commerce, Department of State, Department of Energy, National Science Foundation, Council on Environmental Quality, National Air and Space Administration, and the Environmental Protection Agency. The Department of Justice has asked to be an observer member. Because of statutory responsibility for policy development, and submittal of reports, the Committee will be chaired by the Administrator of the Environmental Protection Agency.

The purpose of the Committee is to ensure that policy options are developed in a fully coordinated manner with all interested Federal agencies participating, and precede any legislative or regulatory action; and that domestic and international activities are fully coordinated.

Additionally, the Committee would oversee the interagency coordination of reports on global climate issues that are to be submitted to Congress. These include the effects and stabilization studies currently underway in EPA and planned for completion by December 1988, as well as the reports EPA and the Department of State are required to prepare under the Global Climate Protection Act of 1987.

The Department of State will chair a subgroup of the Committee to prepare the report on U.S. efforts to gain international cooperation in limiting global climate change, and to develop a strategy to seek international cooperation to limit climate change. Additionally, this subgroup would be responsible for the interface of domestic and international aspects of this issue.



The Department of State and EPA are also required to prepare an international science assessment. Research that would contribute to such an assessment may already be underway at NASA, NOAA, NSF, and USGS in response to their own statutory mandates. For the purposes of preparing this Global Climate Protection Act report, the Committee would provide the integrating mechanism to avoid duplicative work and ensure that the expertise and knowledge of all Agencies is utilized in developing this report. Any work done in conjunction with the UNEP/WMO Science assessment could also be included if appropriate as part of this report.

#### SCIENCE FUNCTIONS

The Committee on Earth Science shall continue to serve as the coordinating body among federal agencies for global climate research issues. The Policy Committee will consult and coordinate with the CES on issues of science.

Additionally, the Policy Committee and CES will work together to ensure that the scientific programs will support the research needs of policymakers who must evaluate the potential impacts of climate change and potential response strategies.

THE WHITE HOUSE

WASHINGTON

August 24, 1988

MEMORANDUM FOR WORKING GROUP ON ENERGY, NATURAL RESOURCES, AND ENVIRONMENT

FROM: RALPH C. BLEDSOE, CHAIRMAN *RCB*  
SUBJECT: Global Climate Change

The following is pursuant to the working group meeting on this subject on August 10, 1988.

- o EPA and Energy representatives will prepare and lead the discussion on a draft workplan that establishes a schedule for developing an Administration policy on global climate change. In preparation for this workplan:
  - The interagency National Climate Program Office, in the Department of Commerce, will present its analysis of global climate change;
  - The OSTP representative will bring to the working group the work of the Committee on Earth Sciences;
  - OMB will prepare a list of the statutory responsibilities of agencies and congressional requests of agencies; and,
  - The State Department will pull together an analysis of international activities related to global climate change.

A working group meeting on global climate change is tentatively scheduled for September 9 (time and place to be announced). Drafts of the above work items are scheduled to be presented at the meeting, and the interagency National Climate Program Office will make the presentation described above. All working group members are strongly encouraged to participate in the drafting of the work items. Contact the appropriate lead agency representative to ensure your input is timely.



EXECUTIVE OFFICE OF THE PRESIDENT  
OFFICE OF MANAGEMENT AND BUDGET

DATE: August 5, 1988

TO: Ms. Risque

FROM: ROBERT K. DAWSON  
ASSOCIATE DIRECTOR  
NATURAL RESOURCES, ENERGY AND SCIENCE

Nancy,

Thank you for alerting me that you will be out next week. While I am still negotiating with Lee Thomas, the attached letter is almost certainly the direction I would like to see us go.

Could you please approve/change before you get away so we can get this car on the road.

② Proposed science account  
OST Center in earth science  
for review  
+ coord.

① mail client  
Program office  
+ proposed  
effects +  
impact

pol. side  
consistency

Science: coordinated  
Policy side: not coordinated

analysis  
to Energy  
+ Natural  
Resources

(P.S. Expecting great things from  
the convention).

③ Authority to make  
some agencies meet  
statutory  
needs.

Have done 5 yrs  
put together?



*Energy + EPA*

August 5, 1988

MEMORANDUM FOR THE DIRECTOR

THRU: ROBERT K. DAWSON  
FROM: NORMAN E. HARTNESS  
SUBJECT: Creation of Coordinating Committee on Global  
Climate Change Policy

BACKGROUND

The Global Climate Protection Act of 1987, (GCPA), passed last December, said 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."

This charge overlaps with a great number of existing agency responsibilities which are explicitly defined in statute or are inherent in agency missions.

Lee Thomas, in March, wrote a letter to Nancy Risque suggesting an EPA-chaired committee to coordinate EPA preparation of reports required by the GCPA and to coordinate scientific research on global climate change. Subsequently he wrote letters to agency heads making a similar suggestion.

A number of agencies object to an EPA-chaired committee on the grounds that EPA is inherently biased, or to describe it more charitably, that since no single agency encompasses all of the interests involved, no single agency can be a totally neutral chairman. The EPA suggestion also focused mostly on the coordination necessary to fulfill the legislative requirements imposed on EPA. There are a large number of additional requirements imposed on other agencies which also need full coordination.

Since then in informal interagency discussions, your staff has tried to find a solution that would be acceptable to a sufficient number of agencies to be viable. We believe that a committee jointly chaired by EPA and DOE would be acceptable to all, although EPA would like a sole chair role, and Commerce and Interior would like chair roles if they could have all that they wished. The rationale for EPA lies in the broad terms of the GCPA; that for DOE in their energy policy responsibilities and their carbon dioxide research role.



A policy coordination committee of the kind described in the attached letters would work well with the Office of Science and Technology Policy (OSTP) created Committee on Earth Sciences (CES) which has responsibility for coordination of Research and Development (R&D) on global change (including climate change). The science would be independent, objective, and most importantly, credible, while at the same time the interaction of the Policy Committee and the CES would help assure that the science is directed to the things that policy makers and policy analysts are going to need to know.

#### RECOMMENDATION

Global climate change is becoming the environmental issue of most concern by many and too frequently is being assessed in terms of "doomsday scenarios." We believe that it is important to establish a broad interagency coordinating mechanism on this subject as soon as possible. The risk of foolish legislation by the Congress or hurried, unwise action by an incoming Administration will be minimized if an effective mechanism is already in place and visibly in operation.

If you concur we would propose to share with Nancy Risque the attached letters to Thomas and Herrington asking them to call and chair the Committee and to the other interested Federal agencies telling them to expect such a call. If she raises no objections, the letters could then be sent.

Attachments

C:  
NRD Official File  
NRD Chron  
Mr. Dawson  
DO Records

NRD:N.E.Hartness:dgs:8/5/88

**DRAFT**

Honorable John S. Herrington  
Secretary of Energy  
Washington, D.C. 20585

Honorable Lee M. Thomas  
Administrator  
Environmental Protection Agency  
Washington, D.C. 20460

Dear

For some time now, informal discussions have been carried on among interested Federal agencies about how to coordinate the many agency activities relating to global climate change. Most have agreed that improved coordination is badly needed.

A large number of agencies have policy-related responsibilities on global climate change issues. NOAA, NASA, NSF, USDA, and HHS all are required to prepare reports to the Congress which are to include "any appropriate recommendations for legislation or regulation (or both)" under Section 154 of the Clean Air Act. The Secretary of Commerce must submit to Congress a 5-year plan for the National Climate Program, an annual program report, a climate change report which includes a substantial policy component, and studies on policy options. The Department of Energy's responsibilities for energy policy, and the responsibilities of the Departments of Agriculture and Interior for natural resources and energy minerals leasing activities involve those Departments deeply in global climate change policy issues. EPA is directed by provisions of the Clean Air Act to coordinate research and studies related to the stratosphere. EPA and the Department of State also have substantial responsibilities under the Global Climate Change Act of 1987. Many others are also involved.

Given this broad agency involvement requiring many reports to Congress, and the widespread funding of research and studies, I believe that an interagency mechanism is needed to coordinate the broad range of agency activities relating to global climate change.

I believe that it is essential that such a committee be established and actively operating as soon as possible. The task of coordination on these matters is very complex and extensive. Various reports are due in time frames which make their preparation and coordination very difficult.

For these reasons, I ask that you jointly call, and jointly chair an Interagency Coordinating Committee on Global Climate Change. The Committee will be permanently co-chaired by the Administrator of the Environmental Protection Agency and the Secretary of the Department of Energy. It will establish its own operating procedures and such Working Groups and Subcommittees as it finds necessary.



The Interagency Coordinating Committee on Global Climate Change should:

- Coordinate the various statutory requirements for preparation and submission of reports to the President and the Congress.
- Communicate and coordinate with the Committee on Earth Sciences of the Federal Coordinating Council for Science, Engineering, and Technology to assure that scientific research on global climate change will respond to policy-makers' needs for relevant information about global climate change and its uncertainties.
- Assure that all Federal agency interests and concerns are fully and adequately considered in the policy development process.
- Provide a mechanism to develop national policy on global climate change that is soundly based on the best scientific information that a well directed and coordinated research program can provide.
- Provide an institutional mechanism for continuity on global climate change matters through changes in Administrations.
- Report annually to the Director of the Office of Management and Budget on the need for improvements in interagency coordination on matters relating to global climate change.

I am sending copies of the attached letter to other interested Federal agencies informing them that you will shortly be calling a meeting of the Committee and stressing to them the importance of moving quickly to improve coordination on global climate change matters.

Sincerely yours,

James C. Miller III  
Director

# DRAFT

Dear

For some time now, informal discussions have been carried on among interested Federal agencies about how to coordinate the many agency activities relating to global climate change. Most have agreed that improved coordination is badly needed.

A large number of agencies have policy-related responsibilities on global climate change issues. NOAA, NASA, NSF, USDA, and HHS all are required to prepare reports to the Congress which are to include "any appropriate recommendations for legislation or regulation (or both)" under Section 154 of the Clean Air Act. The Secretary of Commerce must submit to Congress a 5-year plan for the National Climate Program, an annual program report, a climate change report which includes a substantial policy component, and studies on policy options. The Department of Energy's responsibilities for energy policy, and the responsibilities of the Departments of Agriculture and Interior for natural resources and energy minerals leasing activities involve those Departments deeply in global climate change policy issues. EPA is directed by provisions of the Clean Air Act to coordinate research and studies related to the stratosphere. EPA and the Department of State also have substantial responsibilities under the Global Climate Change Act of 1987. Many others are also involved.

Given this broad agency involvement requiring many reports to Congress, and the widespread funding of research and studies, I believe that an interagency mechanism is needed to coordinate the broad range of agency activities relating to global climate change.

I believe that it is essential that such a committee be established and actively operating as soon as possible. The task of coordination on these matters is very complex and extensive. Various reports are due in time frames which make their preparation and coordination very difficult.

For these reasons, I have asked the Secretary Of Energy and the Administrator of the Environmental Protection Agency to jointly call, and jointly chair an Interagency Coordinating Committee on Global Climate Change. The Committee will be permanently co-chaired by the Administrator of the Environmental Protection Agency and the Secretary of Energy. It will establish its own operating procedures and such Working Groups and Subcommittees as it finds necessary.

The Interagency Coordinating Committee on Global Climate Change should:

- Coordinate the various statutory requirements for preparation and submission of reports to the President and the Congress.



- Communicate and coordinate with the Committee on Earth Sciences of the Federal Coordinating Council for Science, Engineering, and Technology to assure that scientific research on global climate change will respond to policy-makers' needs for relevant information about global climate change and its uncertainties.
- Assure that all Federal agency interests and concerns are fully and adequately considered in the policy development process.
- Provide a mechanism to develop national policy on global climate change that is soundly based on the best scientific information that a well directed and coordinated research program can provide.
- Provide an institutional mechanism for continuity on global climate change matters through changes in Administrations.
- Report annually to the Director of the Office of Management and Budget on the need for improvements in interagency coordination on matters relating to global climate change.

You will in the near future receive notice from the Committee's Co-Chairs of the initial organizational meeting of the Committee. I urge you to participate fully in the operations of this Committee and to give the efforts of any Working Groups or Subcommittees which it may establish the full support of your agency's resources and staffing. Matters relating to global climate change are likely to be important to a great many Federal agencies in the years between now and the turn of the century. We must assure that our efforts and activities are fully coordinated.

Sincerely yours,

James C. Miller III  
Director

INTERAGENCY COORDINATING COMMITTEE ON GLOBAL CLIMATE CHANGE  
PROPOSED MEMBER AGENCIES

Department of Agriculture

Department of Commerce

Department of Defense

Department of Energy

Department of the Interior

Department of State

Department of Transportation

Department of Health and Human Services

Department of Housing

Environmental Protection Agency

National Aeronautics and Space Administration

National Science Foundation

National Oceanic and Atmospheric Administration

Council of Economic Advisers

Council on Environmental Quality

Office of Management and Budget

Office of Policy Development

Office of Science and Technology Policy

THE WHITE HOUSE

WASHINGTON

August 5, 1988

MEMORANDUM FOR NANCY J. RISQUE

FROM: ROBERT E. JOHNSON *Bob*

SUBJECT: Proposed Interagency Panel on Global Climate Change

BACKGROUND: Attached are draft letters -- written by Bob Dawson for Jim Miller's signature -- asking Lee Thomas and John Herrington to co-chair an interagency panel on global climate change. Also proposed is a list of functions for the panel, as well as a proposed membership for the panel.

Lee Thomas in early March 1988 had proposed an interagency panel chaired by him. Several agencies had indicated their concern over EPA being the sole chair of the panel. Bob Dawson has been trying to "mediate" an acceptable arrangement.

DISCUSSION: The content of the letters is generally acceptable. It is not clear, however, how Lee Thomas feels about co-chairing the panel with DOE. Donna Fitzpatrick has indicated that DOE desires to co-chair the panel, and that anything less would be very troublesome, if not unacceptable, to DOE.

DOI (Becky Norton Dunlop) and DOC (J.R. Spradley) had earlier also sought to be co-chairs, but agreed to serve as members of the panel once they were assured that at least one other co-chair would be named. DOI had proposed a written dispute resolution procedure, but both Lee and Bob thought it would be too cumbersome (and I agree). I am not aware of DOI's reaction to the dropping of this provision, or if DOI knows that it has been dropped.

Other changes from Lee Thomas' March proposal -- an expanded membership on the panel and a more loosely defined relationship with the research coordinating panel (CES of FCCSET under OSTP) -- are agreeable to everyone, including EPA.

RECOMMENDATION: That you "touch base" with Lee Thomas to insure that the co-chair arrangement is acceptable to him. Assuming that Lee agrees, I recommend that you approve Bob Dawson's draft letters.

Attachments