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A National Strategy

for the

Conservation of Australia's

Biological Diversity

DRAFT

The Biological Diversity Advisory Committee

WORLD RESOURCES INSTITUTE

1709 New York Avenue, N.W., Washington, D.C. 20006, Telephone: 202-638-6300
Facsimile: 202-638-0036 Telex: 64414 WRIWASH Direct Dial: (202) 662-

March 10, 1993

Ms. Katie McGinty
Deputy Assistant to the President
and Director, Office of Environmental Policy
Room 358
Old Executive Office Building
17th & Pennsylvania Ave., NW
Washington D.C. 20501

U. S. Biodiversity Commission

Dear Katie:

You may find my attached letter to Secretary Babbit of interest. Also, the attached document, "Maintaining U. S. Leadership in Biodiversity," may be helpful as you pull together ideas on how the United States can sign and ratify the Biodiversity Convention, and initiate further action at home.

Naturally, I remain available to collaborate in any way you may deem of use.

Sincerely,

Kenton R. Miller
Program Director
Biological Resources and Institutions

WORLD RESOURCES INSTITUTE

1709 New York Avenue, N.W., Washington, D.C. 20006, Telephone: 202-638-6300
Facsimile: 202-638-0036 Telex: 64414 WRIWASH Direct Dial: (202) 662-

March 9, 1993

The Honorable Bruce Babbitt
Secretary of the Interior
Washington D.C.

United States Commission on Biodiversity

Dear Mr. Secretary:

Given your stated interest in biodiversity and the establishment of a commission to assist you in addressing this issue, I believe you will find the attached WRI paper of interest: "Maintaining U. S. Leadership in Biodiversity Conservation". It addresses: How can the United States prepare itself to work with the community of nations vis-a-vis the new Biodiversity Convention, and how can we get our own back yard in order? The proposal is a four step process for developing a comprehensive U. S. Biodiversity Strategy formulated through broad-based open dialogue and solid scientific, technical and economic analysis.

WRI has had a long-standing research and policy analysis program on biodiversity complimented by widespread collaboration with partner groups in the U. S. and around the world. Through this process we spear-headed, with IUCN and UNEP, the publication of the **Global Biodiversity Strategy** in 1992. We assisted UNEP in the intergovernmental negotiations for the Biodiversity Convention, and continue to consult UNEP and the interim Convention Secretariat on preparations for the forthcoming intergovernmental sessions.

In 1991, our North American Dialogue on Biodiversity, held in Keystone, Colorado, brought together the federal and state agencies, native communities, bioregional groups, NGOs, industry and cattlemen, farmers and miners to debate the issues and options for forging common perspectives and opportunities for cooperation. This present proposal to you builds upon this experience and similar work in which we are involved in other parts of the world.

I would very much like to meet with you to further explain this proposal and discuss its potential with you, and to collaborate with you in any way you deem productive and useful.

Sincerely,

Kenton R. Miller
Program Director,
Biological Resources and Institutions

World Resources Institute

MAINTAINING U.S. LEADERSHIP IN BIODIVERSITY CONSERVATION

Introduction and Summary

The United States has historically been a leader in the conservation of biological diversity (biodiversity) at local, national, and international levels. U. S. institutions -- public and private -- have spearheaded efforts to discover biological resource values, to use them sustainably, and to save endangered species and habitats. U.S. science and technology have advanced biodiversity conservation overseas too. U.S. institutions took the lead in developing the recently completed *Global Biodiversity Strategy*. Furthermore, in signing AGENDA 21 at the Earth Summit in Rio de Janeiro in June 1992, the U. S. Government made commitments to protect biodiversity at home while collaborating with other nations in sharing conservation science and technology, and promoting the sustainable use of forests, oceans, and other biological resources.

However, U.S. leadership is seriously challenged by three fundamental problems:

- First, we in the United States do not yet have a comprehensive and integrated Government policy on biodiversity -- that is, the United States Government has not taken the initiative, in collaboration with the States, the private sector and the citizenry, to ensure the protection, understanding, and sustainable use of our own biotic wealth, even though our immediate and long-term livelihoods depend on it.

- Second, actions and investments to protect the nation's biotic wealth must "move upstream" -- that is, Government must collaborate with public and private forestry, agriculture, fishing, grazing, urban development and other sectors that routinely influence the state of our biotic wealth. Reauthorization and strengthening of the Endangered Species Act is an urgent and central component of any U.S. biodiversity strategy, but it should be implemented within a larger context that addresses root causes of threat.

- Third, by declining to sign the Convention on Biological Diversity at the Earth Summit in Rio in June 1992, the United States has cast doubt upon the commitment of the U.S. Government and the American people to the sustainable stewardship of Earth's living resources, in stark contrast to our historic performance.

To help the United States reassert leadership at home and abroad in conserving the world's biotic wealth, U.S. governmental and non-governmental organizations (NGOs), and private individuals -- including scientists, resource managers, and policy analysts -- are putting forward an array of options that warrant serious consideration by the U.S. Government. The option spelled out here has its origins in the North American dialogue on biodiversity held at Keystone, Colorado in 1991 that contributed to the development of the **Global Biodiversity Strategy**. A wide-ranging group of NGOs and governmental and private individuals working on the biodiversity effort have contributed to this document. It seeks to provide a framework for preparing a comprehensive U.S. biodiversity program that will address urgent needs, integrate conservation efforts, and promote longer-term investment and change.

The Administration should take four major actions during its first year:

- First, sign the Convention on Biological Diversity right away to send a clear signal that the United States will be fully involved in the process. Immediate signature will greatly enhance the impact of U.S. participation in the Norway/UNEP expert conference on biodiversity to take place in Trondheim, Norway, in May 1993.

- Second, seek early ratification of the Convention so that U.S. delegations will participate from positions of strength in future meetings -- for example, at the Intergovernmental Committee on the Convention on Biodiversity to be held in September 1993 in Geneva.

- Third, to implement the Convention as soon as possible, convene a fixed-term national ***commission*** to develop within one year a ***U.S. Biodiversity Strategy*** that will offer a comprehensive and integrated plan of action to secure our nation's biotic wealth, inventory and cover the gaps in current information and protection, help our scientists and researchers discover the roles that our biota play in the livelihoods of Americans, along with their potential current and future benefits, and make proposals for sustainably using our plant and animal resources.

- Fourth, at the end of that first year, sponsor a National White House Conference on Biodiversity to publicize the U.S. Biodiversity Strategy and to launch a broad, collaborative ***U.S. National Biodiversity Program*** by all public and private interests.

(Details on each of these four actions follow.)

Action 1: Sign the Convention on Biological Diversity.

Signature of the Convention should take place as a matter of urgency, so that the United States can share leadership appropriately in the intergovernmental sessions currently taking place and be well-positioned with a properly instructed and balanced delegation when the Signatory/Party nations meet in late May (Norway) and September (Geneva) 1993.

To accomplish this, the White House should:

(a) Immediately establish a ***White House Advisory Group on Biodiversity*** made up of knowledgeable individuals drawn from the related departments of federal and state government, industry, NGOs, and Congress to clarify components of the Convention (such as North-South revenue sharing from genetic resources, intellectual property rights, and financial mechanisms) that warrant specific interpretation by this Government. The advisory group should also be consulted by the U.S. delegations to the May and September Convention meetings to be prepared and briefed. The delegations should include broad representation of biodiversity-related interests, including NGOs, industry, and representatives of bioregional community programs;

(b) On signing the Convention, annotate the interpretations of the Convention text that this Government wishes to record and declare that the U.S. Government stands ready to collaborate with other nations to clarify these components of the Convention.

Action 2: Ratify and Implement the Convention.

As of March 1993, 160 nations have signed the Convention, of which six of the required 30 nations, including Canada and China, have already ratified. Ratification and implementation of the Convention by the United States should follow without delay. U.S. leadership in the ratifying and implementing the process will stimulate other nations to follow and set the stage for good faith in continuing a productive negotiation of protocols and other allied agreements.

To accomplish this, the White House should:

(a) Guided by the Advisory Group, carry out necessary consultations with members of Congress, federal and state agencies, NGOs, and private interests to build support for early ratification;

(b) Work with Congress to recommend legislation, policy changes, and actions to secure the biological heritage of the United States and to make its benefits available now and for generations to come.

Action 3: Develop a U.S. Biodiversity Strategy.

A ***U.S. Biodiversity Strategy*** will provide a plan of action to secure, inventory and study our biodiversity and to move toward the sustainable management of our forests, grasslands, wetlands, fisheries, wildlife, coastal zones, and agriculture. Most of the components of such a plan are already being implemented by federal and state agencies, botanic and zoological gardens, germplasm facilities, professional societies, universities, museums, NGO programs, and bioregional projects in Yellowstone, the Adirondacks, and elsewhere. For example, the Endangered Species Act is a key component of the Strategy; it needs to be strengthened and reauthorized, and clearly linked to "upstream" policies to ensure that land and water management practices reduce risks to our plant and animal life, etc.

Currently, these and allied activities and investments are not integrated, and a comprehensive, efficient, and effective nation-wide program of public and private interests is needed. Also lacking are policies and incentives necessary to promote collaboration among federal and state agencies, the private sector, and communities.

The U.S. Strategy should show how the country's obligations can be met under the Convention on Biological Diversity, while highlighting how advances in resource management know-how and technologies can be used to significantly amplify the success and benefits of biodiversity conservation and development at home and abroad.

To accomplish this, the White House should:

(a) Immediately request the Advisory Group to consult with public and private organizations and recommend the terms of reference for a ***U. S. Commission on Biodiversity*** and propose its membership. The Commission should present the White House with proposals, within 12 months, that address the U.S. needs and conform to the reporting requirements of the Convention;

(b) Establish the ***U. S. Commission on Biodiversity***; the Advisory Group (3.a) will propose details; Commission members will be appointed by the President for one-year terms and should be the most informed and creative individuals representative of those with substantial interests in the conservation of biodiversity (See Box 1.)

Box 1. Institutions From Which Members of the U.S. Commission on Biodiversity are to be Drawn

- Congressional committees working on biodiversity-related legislation;
- Related federal and state agencies (parks, forests, wildlife, marine sanctuaries, and fisheries, etc.);
- Non-governmental organizations (NGOs) involved in policy and legislation advocacy, and biodiversity management;
- Museums, International Species Inventory System (ISIS), universities, botanic gardens, zoos, germplasm banks, and organizations working on data bases, collections and inventory;
- Research and science institutions, and professional societies;
- Environmental education and training institutions;
- Public and private landowners;
- Industry (forestry, agricultural, pharmaceutical, chemical, seed, biotechnology, etc.);
- Native American communities, and
- Bioregional management groups and local citizen organizations.

The ***Mission*** of the Commission is to provide the Executive and Congress with a comprehensive strategy for securing our nation's biotic wealth -- making sure it is protected, that it is adequately inventoried, that our scientists and researchers will be able to discover its roles in our lives and its potential benefits now and in the future, and that we are using our plant and animal resources sustainably.

The Commission should develop the ***U.S. Biodiversity Strategy*** by following a ***Process*** that draws on material from the task forces and regional dialogues. It should be supported by a coordinating Secretariat (for example, the White House Office of Environmental Policy appropriately linked to the Federal Departments associated with the Convention, biodiversity, and biological resources).

A set of ***Task Forces*** should be convened by the Commission to develop reports on a comprehensive range of biodiversity-related issues (See Box 2.) These task forces should solicit input from and spur dialogue among farmers, ranchers, foresters, industry, citizen groups, NGOs, scientific and professional societies, native American communities, and other stakeholders. The Commission should review initial findings through regional consultations with related constituencies and interests. The final report of the Commission should be forwarded to the White House for approval and publication (See Figure 1.)

Box 2. Proposed Task Forces of the U.S. Commission on Biodiversity.

- Ethics
- Protected Areas
- Research and Monitoring
- Human-Dominated Landscapes (forestry, agriculture, fisheries, etc.)
- Administration and Enforcement Mechanisms
- Business and Industry
- Bioregional Management Projects
- Biodiversity in American Welfare
- *Ex-Situ* Facilities
- Biodiversity Management Technologies (restoration, sustainability, etc.)
- Native American Communities
- Economics, Equity, and Finance
- Training and Education
- Culture and Arts

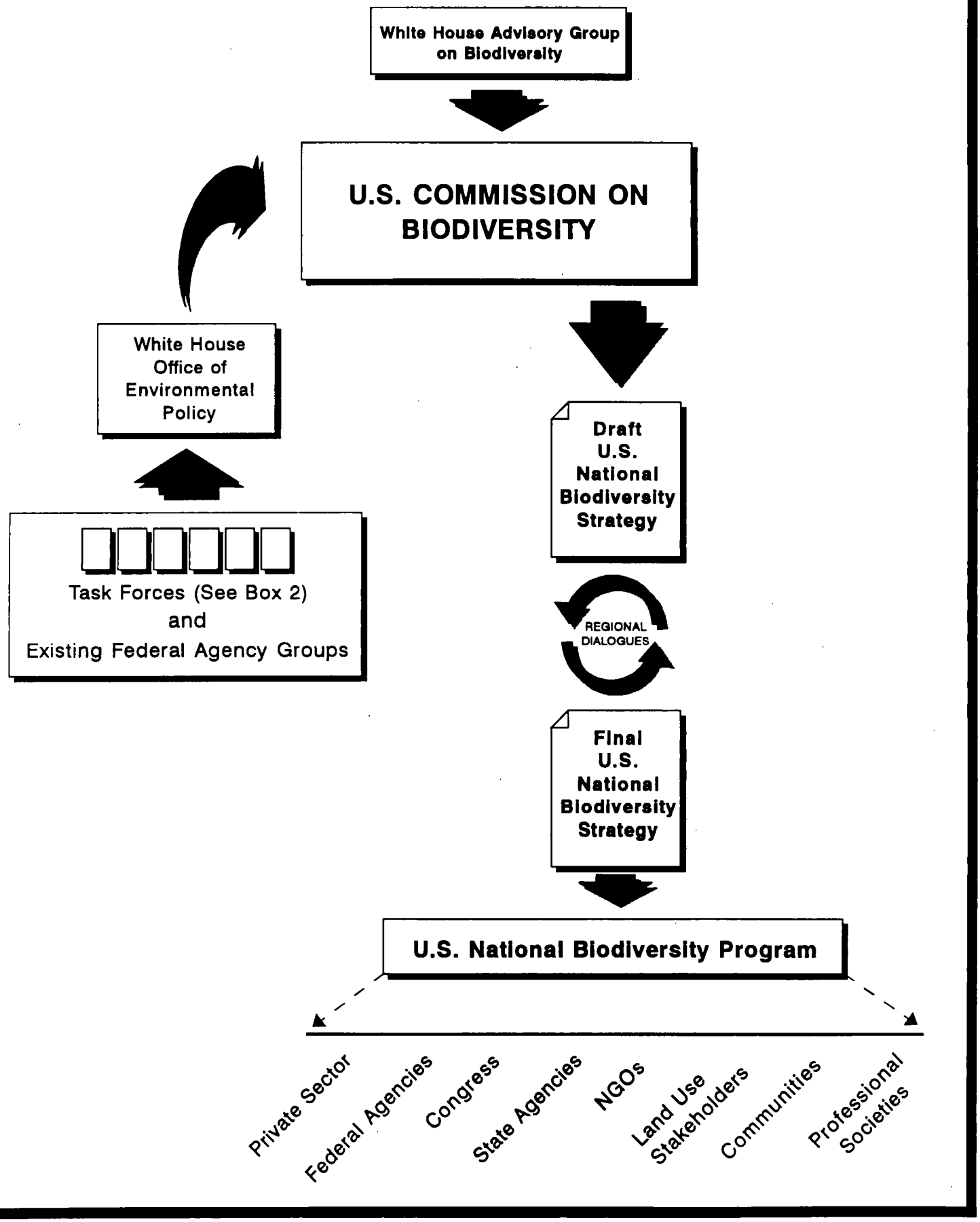
One task force should compile a concise and clear overview on biodiversity in the United States. (Most of this material already exists in an array of sources.) The report would describe:

- How species and habitats are faring -- current status, trends and threats;

- What role parks, forests, refuges, farms, botanic gardens, zoos, aquaria, data bases, collections, research centers, formal and popular education, restoration and rescue projects, local and central germplasm banks, fisheries, and resource-using industry will play in a comprehensive program;

- How species, genetic resources, and habitats could be managed in ways that don't endanger them;

Figure 1. The Process of Developing a U.S. Biodiversity Strategy:



- Why rescue (Endangered Species Act) and restoration legislation and projects are vital to any comprehensive program to cover those species, genetic resources, and habitats that positive management methods fail to secure;

- How these efforts can be linked to provide an integrated strategic package;

- What key initiatives need support;

- How the nation (and future generations) can be assured that the mission statement will be met.

Other task forces should examine each element of a comprehensive national biodiversity strategy. For their respective areas, each task force should determine:

- What needs to be done to support and enhance ongoing programs and installed capacity (to meet the mission statement)?

- What new activities, cooperative arrangements, networking, integration, institutions, revised policies, incentives, etc., are required?

- What policy impediments need to be removed or modified?

Each task force should prepare a background paper, hold dialogue sessions with related constituencies, and present a revised paper to the Commission within six months.

The Commission -- supported by the Office of Environmental Policy and associated Departments -- should integrate the proposals found in the task force reports, and produce a draft Strategy summarizing the status and trends of the nation's biodiversity along with proposals for action and investment through private and public cooperation (to meet the mission statement).

c) Hold a series of regional consultations around the country at which the draft Strategy would be debated and amended; the Commission should submit its revised findings, in the form of the ***U.S. National Biodiversity Strategy***, to the White House;

(d) Publish the report in a an accessible format -- short and readable, and highly illustrated. It should summarize the findings and recommendations of the various task forces. In addition, a series of annexes could be published to make the more technical analyses prepared by the task forces available to the public;

(e) Finally, instruct the Commission to convert the Strategy into operational terms. The ***U.S. National Biodiversity Program*** should promote collaborative implementation efforts by state and federal agencies, non-governmental organizations, scientific and professional societies, and business and industry. Interagency coordination -- especially the allocation of responsibilities for implementation by governmental bureaus as outlined in the ***Program*** -- will be vital to all phases of the work.

Action 4: Sponsor a National White House Conference on Biodiversity

A two-day conference and an additional one-day media event would provide the White House, members of Congress, NGOs, industry and community leaders with a forum for presenting and discussing the ***U.S. National Biodiversity Program*** with the nation, and encourage potential partners to "buy-into" its implementation.

The first two days of the Conference should feature:

(a) **what we can do.** Illustrated presentations and discussions by the key constituencies, sharing how each depends upon the biotic wealth of this country and what can be done through public/private cooperative efforts, careful investment, and good policies and incentives to secure their livelihoods. The work of botanic gardens, zoos and the new "bio-parks;" the bioregional management efforts (i.e., Yellowstone; Adirondacks; Nature Conservancy's "Last Great Places;" Weyerhauser, community and NGO work at Willapa Bay, Washington; etc.), "new forestry" in the Pacific Northwest; the "gap analysis" and data base work of U.S. agencies, universities, and NGOs; community seed banks in the Southwest, and our national seed bank facilities should be considered along with proposals by the forest industry and agribusiness;

(b) **why we need international cooperation.** Illustrations of how supplies of U.S. foods, medicines, migratory birds and fish, etc., depend upon international cooperation and why we need the Biodiversity Convention;

(c) **what industry, academia and others can do.** Statements by industry, academia, professional societies, native American communities, NGOs, and other constituencies on what they can contribute to the Program;

(d) **what government initiatives are required to make it happen.** A clear, joint presentation, by members of Congress and the Executive, of the package of proposals and related legislative initiatives and their costs and benefits.

The second day of the Conference should end with the White House presenting a ***U.S. National Policy on Biodiversity***.

On the third day, a *media event* would afford continuing press and TV coverage on biodiversity at work around the country: on the farm, in forests and wetlands, on fishing boats, in our parks, in industry, and in communities. Diversity would be linked to livelihoods. It should be clear to Americans that our abilities to adapt to changing economies, technologies and climates will depend greatly upon how we nurture the our country's natural wealth.

References:

World Resources Institute, World Conservation Union, United Nations Environment Programme. 1992. *Global Biodiversity Strategy: Guidelines for Action to Save, Study, and Use Earth's Biotic Wealth Sustainably and Equitably*. WRI, IUCN, UNEP. Washington D. C.

Reid, Walter V. 1992. *The United States Needs a National Biodiversity Policy*. World Resources Institute, Washington D. C.

For further information contact:

Kenton Miller, Program Director, Biological Resources and Institutions, or Walt Reid, Vice President for Program, at the World Resources Institute, 1709 New York Ave., NW, Washington, D.C., 20006; telephone (202) 638-6300, fax (202) 638-0036.

DR. PETER R. JUTRO

U.S. EPA
RD-682
Washington, DC 20460

PHONE: (202) 260-5937
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Facsimile Cover Sheet

OFFICE OF THE UNITED STATES TRADE REPRESENTATIVE

Executive Office of the President
Washington, DC 20506

To: Trey Lindseth

From: 24DONA

Date: Monday, Mar 1, 1993 5:54 p.m

MESSAGE

Trey - Attached is final text of Ambassador Kantor's letter on biodiversity. This draws heavily on language provided by Eileen Claussen. We do not know whether Ambassador Kantor has signed this yet. Gil Donahue, ext. 6864

CONTACT: If there are any problems receiving this fax, please call (202) 395-3419.

The Administration has not decided what steps to take with regard to the Convention. We are currently reviewing the provisions of the Convention, including those on intellectual property, discussing problem areas with interested private sector groups, and considering our options.

Global cooperation aimed at the conservation of biological diversity is a high priority of the United States. Some of the language in the Biodiversity Convention, particularly the language on intellectual property rights, is vague and often contradictory. While this is of concern to us, we are investigating all avenues to seek resolution of our issues in the interests of signing the Convention.

by a member of Congress

2/24

Ambassador Kantor is being asked to provide his views on the Biodiversity Convention. In an effort to respond to this need, we have prepared the following.

I would appreciate your comments on this text by noon, Thursday, February 25. Thank you.

Gil Donahue, USTR, tel. 395-6864, fax 395-3911

The main problems with regard to intellectual property are as follows:

-- The obligations on the part of developing countries to protect intellectual property rights are vague;

-- There appear to be overly broad obligations on the part of owners of technology in developed countries to make the technology available on a concessional basis to developing countries;

-- Based on the language in the Convention (Article 16, paragraph 5), some countries may argue that technology related to biodiversity should be subject to lower levels of intellectual property protection than other forms of intellectual property.

-- The relationship between the Convention and other international agreements affecting intellectual property is unclear.

There are many problems with the Convention in addition to the intellectual property concerns that you raised. The financing mechanism and the dispute settlement procedure are cases in point.

The Administration has not decided what steps to take with regard to the Convention. We are currently reviewing the provisions of the Convention, discussing problem areas with interested private sector groups, and considering our options.

Sincerely,

Michael Kantor

We & way think language does. I would like to see it!!!

sector & may not realize that he CAN NOT give personal impressions of situations, etc.

Gil did get comments from Eileen and revised copy is with Carmen

→ Kantor was asked by Congressman (woman) to give personal comments on Biodi Conv. Gil Donahue w/USTR was told by Kantor to work on this request. He said that Kantor may have not made transition from private to public

Facsimile Cover Sheet

OFFICE OF THE UNITED STATES TRADE REPRESENTATIVE

Executive Office of the President
Washington, DC 20506

To: Kathleen McGinty

From: 24DONA

Date: Wednesday, Feb 24, 1993 1:28 p.m

MESSAGE

Katie, Carmen asked me to make you aware of the request to p
rovide Administration views on the Convention. We would app
reciate your comments on the attached. Thank you. Gil Donah
ue

CONTACT: If there are any problems receiving this fax, please call (202) 395-3419.

Q = who has asked for this?

@PJL ENTER LANGUAGE = PCL

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

OFFICE OF
RESEARCH AND DEVELOPMENT

NOTE

February 10, 1993

FROM: Peter R. Jutro
Senior Scientist and Director
Terrestrial Effects Research (RD-682)

TO: Katy McGinty
Deputy Assistant to the President
The White House

Katy,

Darrell Posey asked me to pass on to you the enclosed note. He and I both attended one of the recent series of meetings that were held in Nairobi as part of the UNEP biodiversity convention process.

Katy,

I had the joy of being in Washington for the inaugural events — but did not have the pleasure of seeing you. I know you are going to have an exciting time — with plenty of sleepless nights, no doubt. But what a great chance to do some great things — my congratulations and best wishes.

I leave Nairobi on February 1 after this meeting at UNEP. I hope to continue to be an "expert" on the GEF guidelines panel. As you may have heard, I am moving to Oxford to work with Sir Crispin Tickell's environmental policy group at Green College. I'll actually be at St. Anthony's —

Address: Darrell Posey
St. Anthony's College
Oxford University
Oxford OX2 6JF
England
Phone: (44) (865) 59651
Fax: 310518

Please keep in touch — and please let me know if I can be of help. Give Al my best wishes and congrats.

Abrazos,

P.S. Excuse the handwriting — I'm in a small plane with Peter flying from Kano to Nairobi. Wish you were here!

To: Katy McGinty

Environmental and Energy Study Institute
122 C Street, N.W., Suite 700
Washington, D.C. 20001-2109
(202) 628-1400

Integrating the Environment into Global Security Policy

by Gareth Porter

One of the challenges facing the Clinton administration, as the first post-Cold War administration, is to integrate into global security policy the U.S. interest in *environmental* security. Environmental security means minimizing threats to health and welfare caused by the degradation of the earth's life support systems and natural resources.

President-elect Clinton's decision to create a National Economic Council as a counterpart to the National Security Council symbolizes his recognition that economic security is at least as important to the United States today as military security. The new administration should recognize further that environmental security is a third major component of post-Cold War U.S. national security rather than a marginal element.

Environmental security is just as important to our well-being as a society as economic and military security and, in the longer run, is the basis for other kinds of security. Global warming, ozone depletion, biodiversity loss, population growth and soil degradation could have major impacts on the health and livelihoods of Americans for generations to come. These global environmental threats could result in increased skin cancer and blindness, greater severity of illnesses, more respiratory problems, lower agricultural and fisheries productivity, forest decline, and the inundation of coastal cities. They also could reduce world food security, lead to much greater starvation worldwide and massively increase political turmoil and migrations.

The American people already realize that they have a vital interest in slowing global environmental degradation. The U.S. public has for several years accepted the view that environmental threats are at least as serious as traditional military threats. By 1990, almost three-quarters of those surveyed viewed environmental problems as serious security threats -- exactly the same as the proportion who viewed possession of nuclear weapons by developing countries as a serious threat. In contrast, Middle Eastern conflicts and Soviet nuclear weapons were viewed as serious security threats by only 51 and 43 percent of respondents, respectively.[1]

The following five initiatives are suggested as ways that the new administration could make environmental security a central element of U.S. national security and bring the organization of government into line with the higher priority being placed on that U.S. interest:

1. Sign the biodiversity convention without delay.

Conserving the earth's biological diversity is a major U.S. security interest, because it is essential to man's ability to combat threats to health and food security. The biodiversity convention opened for signature at the Earth Summit is one of three major global environmental conventions that are now the basis for future international cooperation to reverse global environmental degradation. The agreement gives developing countries an economic incentive for conserving biodiversity by putting genetic resources under the sovereign control of the states. It also calls for taking initial steps toward a worldwide conservation regime.

The United States was the only country of significance to refuse to sign the biodiversity convention at the Earth Summit. The Clinton administration could quickly reverse that "veto" posture, which was costly to U.S. credibility in international environmental negotiations, by announcing that it intends to sign the biodiversity agreement at an early date. That decision would be a clear signal that the administration intends to play a more active and constructive role in future global environmental cooperation. A U.S. refusal to sign the agreement would do nothing to prevent the signatories from going ahead with a protocol on biotechnology regulation, but U.S. participation in those discussions as a full party could influence their outcome.

The main argument against signing the biodiversity convention was that the provision of the text on technology transfer would infringe on U.S. companies' patent rights and threaten progress on intellectual property rights (IPR) in the Uruguay Round multilateral trade negotiations. But as a recently published study by the Environmental and Energy Study Institute (EESI) documents, that provision of the text contains the same strong language on guarantees of IPR protection that the United States has insisted on putting into every bilateral and multilateral trade agreement for years. And nothing else in the provision contradicts that guarantee.

Other arguments against signing the agreement -- that it would force the United States to make financial transfers to developing countries without its consent and that it would lead to oppressive international regulation of the biotechnology industry -- are equally specious. Since the procedures for decisionmaking by the "Conference of the Parties" to the convention must be adopted by consensus, the United States and other donor countries will have a veto over any question relating to financing. As for a protocol on biotechnology safety regulation, the convention merely provides that international regulation of biotechnology should be the subject of further consideration by the parties to the convention.

2. *Create a high-level coordinating mechanism for programs and policies related to environmental security.*

As the first post-Cold War administration takes office, it is widely recognized that the executive branch can be better organized to respond to new global realities. This is particularly true of the way the government is organized to deal with global environmental issues. As the blue-ribbon commission assembled by the Carnegie Endowment for International Peace and the Institute for International Economics (IIE) has pointed out, "At present there is no single locus within the Executive Branch for environmental issues in general, or for international environmental issues in particular."[2]

This critical deficiency requires significant institutional innovation in the Executive Office of the President. It is not sufficient to assign responsibility for global environmental policy to the Clinton administration's new National Economic Council or to the Domestic Policy Council, as suggested by the Carnegie-IIE Commission.[3] The National Economic Council will be preoccupied with U.S. productivity and global competitiveness concerns. Any consideration of the global environment will be constrained by these other priorities.

Assigning responsibility for the global environment to the Domestic Policy Council, on the other hand, would tend to magnify the role of domestic economic interests, which often act as veto groups on such issues. The Bush administration's placement of responsibility for coordinating global warming and other international environmental negotiations under the Domestic Policy Council gave control over the process to officials whose primary interest was not the global environment. Adding staff and responsibility for the global environment to the National Security Council (NSC) is desirable. As in the case of economic and domestic policy councils, however, the NSC naturally gravitates toward other issues.

Without a policy coordination body paralleling the political-military and economic components of national security, the global environment is certain to be slighted. The election of Al Gore, one of the most knowledgeable and committed Members of Congress on the global environment, as vice president provides the opportunity for the Clinton administration to institutionalize high-level concern for environmental security in the Executive Office of the President for the first time. The president should create, in effect, an Environmental Security Council, to be chaired by the vice president, to coordinate and initiate policies bearing on the state of the global environment as well as monitor their implementation. Council members should include the heads of all departments and agencies whose policies and programs have a significant impact on problems of the global environment and sustainable development, including State, Agency for International Development (AID), Treasury, Commerce, Energy, Environmental Protection Agency, Agriculture, Council on Environmental Quality and National Oceanic and Atmospheric Administration. It also should include the president's advisers on national security, domestic policy and science, as well as the special trade representative. The council should have a small staff appointed by the chairman, to be supplemented by personnel seconded from other agencies upon the chairman's request.

3. *Reorganize U.S. overseas development assistance around the objective of environmental security.*

U.S. bilateral assistance to help developing countries achieve sustainable development is one of the most important instruments the United States has for pursuing its own environmental security. Sustainable development has been defined by the Brundtland Commission as meeting the needs of the present generation without diminishing the ability of future generations to meet their needs. Many projects funded by AID contribute to sustainable development by helping communities meet their basic human needs in ways that do not damage the environment and helping countries contribute to global environmental protection. Reversing environmental degradation at both local and global levels will depend on increasing the capacity of developing countries to provide basic human needs for health, nutrition, livelihood and equitable access to resources and to make their economies more energy efficient and ozone-safe.

But development assistance has suffered increasing erosion of political support and the threat of further raids on its budget for other purposes. At present, Congress and the public have a muddled image of "foreign aid," in part because of confusion in existing legislation and in part because it has been saddled with political objectives having nothing to do with sustainable development.

The new administration needs to advance a new, more compelling rationale for development assistance and bring the organization of AID, as well as the legislation governing the program, into line with that rationale. The new rationale must make it clear that development assistance serves the larger U.S. interest in environmental security.

One way to dramatize the new mandate would be to base the U.S. development assistance program for each recipient country on common environmental/sustainable development objectives that are negotiated in a new bilateral "environmental security" agreement with that country. Right now, the United States has bilateral environmental agreements with only three aid recipient countries (India, Mexico and Nigeria). Such agreements could be based, as much as possible, on the national sustainable development strategies of developing countries, which identify their priority environmental problems and the measures needed to address them over the next decade or longer.

These agreements should spell out the mutual commitment of the two countries not only to reducing threats to the climate system, the ozone layer, the world's biological diversity, forests and agricultural land, but also to meeting basic human needs. In short, new bilateral agreements should clearly explain the linkage between human development goals and environmental security goals.

Such agreements would help overcome the perception that development assistance is a one-way giveaway program for political purposes that no longer serves a vital U.S. interest. They would build on the popularity of global environmental protection as a foreign policy goal. Opinion surveys by the Americans Talk Issues Foundation have shown that promoting international cooperation to protect the environment has more support than any other definition of a U.S. world role in the "new world order."[4]

AID should be reorganized and renamed to reflect the new mandate. Programs that are not clearly related to environmental protection and sustainable development should be shifted to other departments. Economic Support Fund (ESF) grants, for example, which help meet special economic, political and/or security needs, as well as migration and refugee relief assistance, should be shifted to the State Department.

Many in Congress are wary of separating the sustainable development core of the foreign assistance bill from elements such as ESF that they believe garner votes from many Members who would not otherwise support the bill. But while some votes may be lost by focusing the rationale for foreign assistance on sustainable development, more will be gained, because the new rationale will create a new groundswell of popular support for the program, where there is now virtually none.

4. Elevate environmental security issues in the State Department.

The State Department's present structure does not reflect the new importance to the United States of the global environment. It continues to relegate environmental security to the margins of the department. The most urgently needed organizational change is to create a new Under Secretary of State whose mandate would make the global environment a priority for the incumbent. It would be logical for issues such as human rights and refugee affairs to be included in the mandate of the same under secretary. The title could then be "Under Secretary for Environmental and Humanitarian Affairs." This under secretary should not be charged, however, with issues such as promotion of democracy and countering terrorism, which would be more appropriate to the mandate of the Under Secretary for Political Affairs and the Under Secretary for International Security Affairs, respectively.

The Under Secretary for Environmental and Humanitarian Affairs should be the representative of the State Department in the proposed high-level White House policy council coordinating programs and policies dealing with the global environment. The under secretary should be responsible primarily for multilateral environmental and sustainable development negotiations, but the official also should assess the importance of U.S. environmental security interests relative to other U.S. interests in bilateral relations with each country. The under secretary should identify opportunities for the United States to use its influence with any of these governments to advance environmental security interests. Also, the under secretary should ensure that global environmental and sustainable development issues are included, where appropriate, on the agenda for bilateral policy dialogues with key countries.

Finally, as recommended by the Carnegie-IIE commission, the Bureau of Oceans, Environment and Scientific Affairs should be renamed the Bureau of Environmental Affairs, and the Office of Commercial Fisheries should be placed either under the Office of the U.S. Trade Representative or in the State Department's own Bureau of Economic and Business Affairs.[5] The Bureau of Environmental Affairs should report to the new Under Secretary for Environmental and Humanitarian Affairs.

5. *Link policies toward developing country debt and North-South trade with an environmental security strategy.*

U.S. policies toward North-South economic relations, including debt, finance and trade, are major foreign policy decisions that bear on environmental security. The new administration should consider policy initiatives on those issues that encourage developing countries to practice sustainable development and actively participate in global environmental protection efforts, while stimulating the global economy and increasing U.S. manufacturing employment through increased exports.

Negative financial flows from developing countries to industrialized countries, mainly because of heavy indebtedness, continue to prevent many developing countries from managing their natural resources more sustainably. Heavily indebted and moderately indebted countries tend to overexploit their natural resources in order to increase exports and reduce imports and thus service their debts. Brazil, for example, carried out a large-scale shift in land use toward production of soybeans and beef cattle for export, with the result that more forests were cleared both directly by ranchers and indirectly by displaced farmers who had lost their land to big soybean producers. Other countries, including Indonesia and the Ivory Coast, have increased timber production to help pay their debts. Moreover, debtor countries have been forced to cut their budgets severely as part of the adjustment lending conditionality and feel they cannot afford to spend money on environmental protection.

Developing countries transferred an estimated $39 billion in capital to the industrialized countries in 1989, all but $9 billion of which was accounted for by the 15 most heavily indebted developing countries. And that net drain of financial resources will continue through the 1990s, unless additional efforts are made to alter the trends. Under existing policies, current projections are that negative financial transfers will drain $263 billion from developing countries during this decade.

The debt problem is caused by forces beyond the control of developing countries. Real interest rates on the variable rate loans they took out in the 1970s rose during the 1980s to twice the historical average and nearly six times higher than in 1974-79, when developing countries took on most of their debt obligations. Moreover, developing country debtor nations paid interest rates that were 10 percent to 15 percent higher than those for industrialized countries, because they were considered high-risk borrowers.

Meanwhile, the terms of trade -- the ratio of prices paid for manufactured imports to those received for commodity exports -- turned sharply against the developing countries. In two decades, commodity prices in relation to manufactured goods prices have declined by 45 percent for food crops, 25 percent for agricultural raw materials and 40 percent for minerals, ores and metals. Agricultural export prices have been further depressed artificially by the subsidies that industrialized countries provide to their agricultural exporters. Countries that are heavily dependent on commodity exports must adjust to falling prices by increasing the volume of their exports, thus depleting land, forests and other natural resources.

This disequilibrium in North-South trade represents a failure of the global economic system. Industrialized countries agreed in 1980 to create a "common fund" to keep the prices

of commodities within a predetermined range by financing buffer stocks of international commodity agreements. But only $400 million was committed to the fund by industrialized countries, compared with the $6 billion developing countries estimated would be needed.

Finally, industrialized country protectionism toward manufactured and processed goods imported from developing countries, which is substantially greater than the average for all industrialized country imports, cost the developing countries an estimated 3 percent of their collective gross national product (GNP) -- nearly twice as much as the total overseas development assistance to those countries. Again, the imbalance in North-South trade limits the ability of developing country economies to provide jobs and forces them to exploit their natural resources more heavily.

The United States should propose that the Organization for Economic Cooperation and Development (OECD) create a special working group of officials to re-examine the existing policies of member countries toward debt and North-South finance and trade relations in light of their negative impact on global sustainable development. Among the innovations that should be explored by the working group are: (1) negotiating debt reduction agreements on a selective basis with environmentally important countries, conditional on commitments to reform management of natural resources to make it more sustainable; (2) establishing a compensatory financing facility for commodity exporters that would be comprehensive and adequately funded; (3) resuming access by developing countries to special drawing rights (SDRs), or IMF credits, to be allocated to countries that carry out economic as well as sustainable development reforms;[6] and (4) substantially reducing industrialized countries' barriers to developing country manufactured and processed exports in return for raising environmental standards in the developing countries.

All these proposals for reducing and ultimately eliminating the negative financial flows and slow or negative rates of growth of the recent past have the double advantage of removing existing financial disincentives for sustainable resource management while requiring commitments to sustainable development policy reforms. It is in light of their potential for supporting environmental security objectives that U.S. foreign policymakers should revisit such proposals. Previous administrations explicitly opposed any linkage between debt and trade policies and environmental goals. They argued that debt negotiations should focus solely on financial and trade objectives. But we can no longer afford to divorce these international economic policy issues from the global environment. The Clinton administration should explicitly reverse that orientation and link in its policy these issues which are already linked in reality.

These initiatives also would help the United States expand its export markets. Developing countries burdened by debt have adjusted in part by reducing their imports, thus reducing export markets for the United States. The U.S. trade balance has suffered more from the debt crisis than any other industrialized country competitor, because Latin America, where most U.S. exports to the developing world have gone in the past, has been the region most seriously affected. As a consequence of the debt crisis and recession in the developing countries, the United States is estimated to have lost 1.6 million jobs from 1981 to 1986 alone.[7]

Endnotes

1. Americans Talk Security, *Serial National Surveys of Americans on Public Policy Issues,* Survey #13, February 19-March 2, 1990, p. 4.

2. *Memorandum to the President-Elect: Harnessing Process to Purpose* (Washington, D.C.: Carnegie Endowment for International Peace and Institute for International Economics, 1992), p. 13.

3. Ibid., p. 14.

4. Americans Talk Issues Foundation, *Serial National Surveys of Americans on Public Policy Issues.* Surveys #15 and 16, March 19-23 and June 23-July 1, 1991.

5. *Memorandum to the President-Elect,* p. 14.

6. Japanese Finance Minister Ryutaro Hashimoto proposed in 1991 that $20 billion in new SDRs be made available to developing countries meeting certain conditions in order to stimulate economic growth, but the United States opposed the idea. *The Christian Science Monitor,* May 1, 1991.

7. Statement by Richard Feinberg, Vice President, Overseas Development Council, before the Subcommittee on International Debt of the Committee on Finance, U.S. Senate, Washington, D.C. March 9, 1987, pp. 6-7.

Katie -

I put together the attached briefing material on the Biodiversity issue for Dr. Gibbons and thought some of the documents might be useful to you in your discussions if you don't already have them -

Please understand that my "suggested actions" at the bottom of the issue paper were only my best guess at what you might want to do in the near future —— N. Maynard

Issue: Biodiversity: Future Actions

Background/Bush Administration:

1. US did not sign Biodiversity Convention at UNCED
2. Instead, the US made several commitments for national action on biodiversity

    a. US to establish its own national center for biodiversity information in the near future (Status: Planned, Executive Order prepared, but not signed)
    b. US offered to host a meeting of international experts to advise nations on such issues as data comparability and inventories (Status: Workshop held January 11-15, 1993)

3. Immediately following the UNCED, OMB convened an interagency committee and appointed Tom Lovejoy as chair to put these two proposals into effect.

A number of actions resulted from the many meetings of this interagency group:

Tab A	1.	"US Proposal: International Cooperation on Biodiversity Surveys, Inventories and Data Organization" (describes a plan to begin addressing biodiversity surveys, inventories and data collection)
Tab B	2.	Decision Paper on the establishment of a National Biodiversity Center through an Executive Order. The options involve the institutional home for the center: (1) MOA with Smithsonian and (2) Interagency Consortium
Tab C	3.	Draft of an Executive Order To Establish a National Biodiversity Center - 2 versions: (1) Smithsonian option and (2) Interagency Option
Tab D	3.	The planning and execution of an "International Workshop: Biodiversity Survey, Inventory, and Data Management" in Washington, D.C. January 11-15, 1993

The Executive Order was ready to be signed by President Bush in the last few days of the Administration but was evidently stopped by OMB just prior to reaching the President's desk. The Executive Order was never signed.

Possible Actions:

Tom Lovejoy is an intellectual and administrative leader in this initiative and could be given the authority to lead an agressive planning effort for US future actions.

Clinton/Gore Administration could task Tom Lovejoy to lead the effort to prepare an acceptable version of the Executive Order establishing the National Center on Biodiversity which President Clinton could then sign.

U.S. PROPOSAL

U.S. PROPOSAL: INTERNATIONAL COOPERATION ON BIODIVERSITY SURVEYS, INVENTORIES AND DATA ORGANIZATION

Recognizing the importance of biodiversity conservation and wishing to promote implementation of biological diversity options contained in Agenda 21, the U.S. Government proposes the following plan designed to begin addressing biodiversity surveys, inventories and data organization.

In particular, Agenda 21 suggests the development of "methods and technologies for the systematic sampling and evaluation of biological resources" and of "methods and technologies for the conservation of biological diversity and the sustainable use of biological resources."

The USG proposes the development of information resources and organization that will provide information to enhance the abilities of governments to assess the status of their biological resources in areas under their jurisdiction, in accordance with international law, and consistent with the 1982 Convention on the Law of the Sea. The Process will include:

1. Development of international scientific cooperation to support effective distribution of biodiversity information. This cooperation should foster access to, and, where necessary, development of tools and methods to aid in enumeration and evaluation of biological diversity (e.g., methods that assure compatibility and comparability of information generated; instruction manuals). It should also include development of an international directory of existing data bases pertaining to biodiversity and the creation of interactive networks of existing databases.

2. Analysis of various local, national, and regional approaches to undertaking surveys and inventories (including rapid assessments), and identification of the types of institutions and methods to aid in such endeavors. The goal is to bring together the collections, literature, trained people, data bases and information available for scientific study, education, management of species and habitats, and conservation of natural resources. These efforts will provide the scientific information necessary to undertake the biodiversity country studies suggested in Agenda 21.

To undertake these activities, we propose one or more multidisciplinary scientific meetings, which would include UNEP, GEF, IUCN, and IUBS as they are already active in this field. A first priority should be to analyze and develop appropriate methods, and to disseminate them to interested parties. The United States will offer to host the first meeting.

For the purposes of this document, we define **surveys** to be studies of species or ecosystems that include geographic factors (such as location, range, distribution, and condition), in addition to other relevant factors such as human settlement and practices. We define **inventories** to be site intensive collection and identification of species (i.e. study of biological communities in a particular place vs. a broad geographical consideration). A special class of inventories are **rapid assessment programs**, which gather a "snapshot" of a portion of the organisms present at a site over a short time period, a technique strongly dependent on the experience and competence of the members of the teams that perform such assessments.

INTERNATIONAL SCIENTIFIC COOPERATION

Data derived from survey and inventories, should be comparable and compatible worldwide. Thus, the scientific meeting(s) should develop options that would:

1. Improve the quality and utility of research data, including options that would:

   - harmonize collection methods and techniques for data gathering and reporting.

   - evaluate and, where necessary, develop statistical techniques to determine such factors as the completeness of species collections at inventory sites.

   - lead to increased standardization of collection techniques, specimen data, and biogeographic and taxonomic classification schemes.

2. Ensure that data collection and research continue to address an appropriate range of conservation concerns, including options that would:

   - facilitate incorporation of emerging concepts in biodiversity analysis.

   - provide an information base adequate for evaluation of the effectiveness of conservation strategies.

   - improve the consideration of issues of diversity in the terrestrial, marine, and aquatic environments.

- facilitate the incorporation of ethnobiological data with biological information.

- examine the potential for assessing the societal value of genetic diversity.

3. Evaluate institutional issues related to data collection and management, including options that would:

- provide ways to link current biodiversity data bases, including the development of interactive biodiversity computer networks.

- designate existing organizations and/or programs as an international clearinghouse for biodiversity information.

- development of an international directory of existing databases pertaining to biodiversity and an analysis of their contents.

- develop consistent international and national guidelines for data communication and public access to biodiversity data.

NATIONAL/REGIONAL SURVEYS & INVENTORIES

Surveys and inventories conducted at local, regional or national levels allow a nation to determine the extent and degree of endangerment of its biological resources, evaluate the potential value of those biological resources for social and commercial uses, and provide a basis for development and management plans for those resources. Existing local, national and regional approaches to biodiversity assessment and conservation should be examined.

Especially needed are scientifically based criteria for establishing a priority order for sites in need of such analyses.

Thus, the meeting(s) of experts should examine existing approaches, with the aim of

1. Strengthening of institutions which will engage in implementation of local, national and cooperative regional biodiversity surveys and inventories, including options that would:

- identify mechanisms that might be used to achieve specific national, regional, and local goals.

- identify specialists throughout the world to be included in a network of biodiversity experts.

- identify training needs and assess the ability of institutions or organizations to provide such training.

- facilitate dissemination of the results of national surveys and inventories.

2. Addressing areas of substantive scientific concern, including options that would:

- include ways to devote greater effort to priority areas for inventory.

- identify areas which are appropriate candidates for rapid assessment.

- evaluate the content and viability of existing ex situ collections. Zoos, aquaria, arboreta, seed banks, and other germplasm repositories can help provide the raw materials for restoring previously disturbed habitats, repopulating areas with new diversity, and ensuring the viability of agricultural crops. Ex situ and in situ conservation needs some coordination.

- record the knowledge of indigenous and local peoples regarding the uses and management of biodiversity.

November 30, 1992

DECISION PAPER

MEMORANDUM FOR: PAUL GILMAN DRAFT

FROM: Scott Cameron

SUBJECT: Decision on National Biodiversity Center

The interagency group established this summer has arrived at options for the establishment by Executive Order of a Nationa Biodiversity Center. The idea of a Center was the subject of several bills in the last Congress, and the President committ to the administrative establishment of a Center during the UN conference in Rio.

General Characteristics of the Center Under Either Option
Establishment of a Center will not require building a new facility, nor will the Center maintain a large natural science staff. To the maximum extent possible, the Center will adopt or adapt existing technologies and techniques and use existing databases and hardware. Its information should be widely accessible by computer to academia, state and local governments, Federal agencies, and the public. Its services should be provided at a reasonable cost consistent with OMB Circulars a-25 and A-130. It is possible that contractors might be used to perform some of the Center's functions.

The Center will rely on scientists already involved in field research to provide, maintain, and update as necessary the basic biological information on biodiversity. Since it will rely on a decentralized system of technical experts for its sceintific support, it will need the ability to inform users of the scientific quality of the information contained in the system. It will periodically report to Federal, State, and local science agencies and the public on information gaps that it would be useful to fill.

The Center would be a cooperative effort between government agencies and interested parties forming partnerships (e.g., government agencies, state and local governments, academic institutions, environmental groups, industry associations. and concerned citizens). Moreover, the involvement of U.S. government agencies could facilitate adequate Executive Branch and Congressional support and funding.

The Center would periodically serve as a catalyst for domestic technical meetings on biodiversity issues, providing logistical and perhaps financial support. It would also be a resource to the United States government in pursuing international discussions and information sharing relative to biodiversity.

The interagency group working on the Center concept decided that it would be counterproductive, if not technically impractical, to specify at this point those technologies or other tools the Center should use to accomplish its purposes. Instead, embedded in both options is a charge to the Center to prepare a plan for

its own evolution, which would be submitted to OMB. The plan would include benefits and costs of alternative courses of development.

The Options

The options identified by the interagency group involve the institutional home for the Center. A draft Executive Order has been prepared (attached) for each option. The main pros and cons of each option are presented below.

Option 1. MOA with Smithsonian
The Executive Order tells the heads of a number of Federal agencies to negotiate an MOA with the Smithsonian that results in the creation of a Center with a Board of Director composed of Federal and non-Federal members. The Smithsonian would appoint the non-Federal members, who would be in the minority. Smithsonian would be the primary funding agency.

PRO:
-- Greater ability to directly involve non-Federal participants in the work of the Center.

-- Greater freedom of action since the Smithsonian has more administrative flexibility than typical Federal agencies.

-- Takes advantage of widespread consensus among potential non-Federal parties that the Smithsonian will not over-emphasize any single mission or agenda.

CON:
-- Less overt Executive Branch control over the Center's Board, decisions, activities, and recommendations.

Option 2. Interagency Consortium
The Center is established as an interagency consortium, with a non-Federla FACA advisory committee. It is funded through Interior (although CEQ would prefer to see itself in this role, were this option selected).

PRO:
-- Less interference from non-Federal entities.

-- Simpler funding and organizational arrangements.

-- Greater Executive Branch control over the Center.

CON:
-- FACA structure may be viewed as exclusionary by outsiders, precluding full partnerships in governing the Center.

-- Policy-neutral character of the Center not as obvious to outsiders.

-- Cumbersome FACA structure to involve non-Federal entities.

-- Interagency rivalries more likely to surface.

Clearance Process

The agencies have been told that you will make a choice between these options, perhaps in consultation with selected policy officials in the agencies. So far, only CEQ has expressed a strong preference (they like the Smithsonian MOA option). Once an option is chosen, OMB's General Counsel has the responsibility to run a clearance process on the Executive Order. Since this may take as much as six weeks, it is imperative that you choose an option promptly. The fact that we have already given OGC (Mac Reed) a "heads up" about this EO, and that it has already received considerable interagency staffing, should expedite clearance.

Decision

Smithsonian MOA /___/ Interagency Consortium /___/

EXECUTIVE ORDER

OPTION 1 -- MOA WITH THE SMITHSONIAN INSTITUTION

DRAFT EXECUTIVE ORDER

Executive Order
National Biodiversity Center

By virtue of the authority vested in me by the Constitution and statutes of the United States of America, and as President of the United States of America, in order for our nation to better understand and wisely manage the biological resources of the United States, and in order to develop the information necessary to cooperate more effectively with other nations in joint and collective efforts to preserve and wisely manage our planet's biological heritage, it is hereby ordered as follows:

Section 1. Purpose of this Executive Order. The Secretaries c Agriculture, Commerce, Defense, Energy, Interior, and State, t Administrator of the Environmental Protection Agency, and the Director of the National Science Foundation are directed to negotiate an agreement with the Smithsonian Institution, in consultation with the Director of the Office of Management anc Budget, the Chairman of the Council on Environmental Quality, the Director of the Office of Science and Technology Policy, f the prompt establishment of a National Biodiversity Center (th Center), under the terms and conditions described in this Executive Order.

Section 2. Purposes of the National Biodiversity Center. The purposes of the Center shall be to:

(a) provide a mechanism for interested parties to access scientific information on biodiversity within the United States and its territories;
(b) promote the general adoption of standardized methods for the collection and management of biodiversity information in order to maximize the utility of scientific information;
(c) promote development of methods and systems that will enable all interested parties to have access to reliable trend information on biodiversity within the United States and its territories;
(d) assess the extent of knowledge of biodiversity, such as the presence or absence of natural history data, in the United States and its territories;
(e) provide opportunities for experts to interact on technical aspects of biodiversity questions; and
(f) provide the United States government with the capability to exchange biodiversity information with other nations, and similar centers which they establish, as well as other interested international organizations.

Section 3. Board of Directors of the National Biodiversity Center.

(a) The Agreement described in Section 1 of this Order is to include the establishment of a Board of Directors for the Center, comprised of fifteen voting members. One such Board member is to be selected by the head of each of the eight Federal agencies directed in Section 1 to negotiate an aggreement on the establishment of the Center. Each Board member is expected to represent his or her agency, and contribute its expertise to the work of the Center.

(b) The Board of Regents of the Smithsonian Institution is to select a member of the Board. That individual shall serve as the first Chairman of the Board of Directors. The Chairman is to serve in that capacity for a one-year term, and subsequently the Chairmanship is to annually rotate among members of the Board as they may determine.

(c) The Secretary of the Smithsonian is to appoint the remaining six members of the Board, assuring representation from state governments, academia, non-profit research organizations, private organizations that maintain large data bases oriented toward biological resource inventories, institutions maintaining biological collections, and companies that develop products from biological resources.

(d) Board members may serve for a two-year term, may be re-appointed, but may not serve more than two consecutive terms. An individual who fills a vacancy is to be selected by the same entity which appointed his or her predecessor.

(e) In addition to the fifteen voting members, the Chairman of the Council on Environmental Quality and the Director of the Office of Science and Technology Policy shall be ex officio members of the Board of Directors.

4. Charge of the National Biodiversity Center.

Within one year of the consummation of the agreement described in Section 1, the Center shall prepare and submit to the Office of Management and Budget, a plan for its own organization and operations which is designed to accomplish the purposes specified in Section 2. The plan shall include a proposal, including cost estimates, to develop a computerized inventory of biological diversity information, including both computer-accessible and manual databases and other sources of information, in a timely manner. The plan shall also assess the technical issues, benefits, and costs associated with the establishment of two additional services which might be provided by the Center, separately or in combination:

(a) an electronic gateway to a biodiversity computer network that would allow communication with cooperating databases; and

(b) primary direct access to a centralized database that might or might not be actively managed by the Center itself, and that might be adopted or borrowed from organizations maintaining existing databases.

The plan may address any other matter the Board of Directors considers appropriate.

5. Resources for the National Biodiversity Center.

The Smithsonian Institution will be the primary agency funding the Center. Subject to routine budget formulation and appropriations processes, other Federal agencies may contribute funds or assign staff to the Center in order to accomplish the purposes of this Executive Order.

6. Advisory role of the Federal Geographic Data Committee. Federal agency representatives on the Board of Directors shall take advantage of the expertise which can be provided by the Federal Geographic Data Committee with respect to the databases and Geographic Information Systems, as these may relate to the purposes of the Center.

Option 2 -- Interagency Consortium

PRELIMINARY DRAFT EXECUTIVE ORDER

Executive Order
National Biodiversity Center

By virtue of the authority vested in me by the Constitution and statutes of the United States of America, and as President of the United States of America, in order for our nation to better understand and wisely manage the biological resources of the United States, and in order to develop the information necessary to more effectively cooperate with other nations in joint and collective efforts to preserve and wisely manage our planet's biological heritage, it is hereby ordered as follows:

Section 1. Purpose of this Executive Order.
There is hereby established an interagency National Biodiversity Center (the Center), under the terms and conditions described in this Executive Order.

Section 2. Purposes of the National Biodiversity Center.
The purposes of the Center shall be to:

(a) provide a mechanism for interested parties to access scientific information on biodiversity within the United States and its territories;
(b) promote the general adoption of standardized methods for the collection and management of biodiversity information in order to maximize the utility of scientific information;
(c) promote development of methods and systems that will enable all interested parties to have access to reliable trend information on biodiversity within the United States and its territories;
(d) assess the extent of knowledge of biodiversity, such as the presence or absence of natural history data, in the United States and its territories;
(e) provide opportunities for experts to interact on technical aspects of biodiversity questions; and
(f) provide the United States government with the capability to exchange biodiversity information with other nations, and similar centers which they establish, as well as other interested international organizations.

Section 3. Board of Directors of the National Biodiversity Center.
The Board of Directors for the Center shall be comprised of one representative of the Secretaries of Agriculture, Commerce, Defense, Energy, Interior, and State, the Administrator of the Environmental Protection Agency, the Board of Regents of the Smithsonian Institution, and the Director of the National Science Foundation. Board members may serve for a two-year term, may be re-appointed, but may not serve more than two consecutive terms. Individuals who fill vacancies are to be selected by the same

entity individual which appointed his or her predecessor. The Chairman of the Council on Environmental Quality, and the Director of the Office of Science and Technology Policy are to be ex officio members of the Board. The representative of the Secretary of Agriculture shall serve as the first Chairman of the Board of Directors. The Chairman is to serve in that capacity for a one-year term, and subsequently the Chairmanship is to annually rotate among members of the Board as they may determine.

Section 4. Non-Federal Advisory Committee

The Board of Directors is to arrange the appointment, by June 1, 1993, of a nine member advisory committee including representatives of academia, non-profit biological research organizations, private organizations that maintain large data bases oriented toward biological resource inventories, institutions maintaining biological collections, the environmental community, and companies that develop products from biological resources. The advisory committee shall be selected and operate in accordance with the Federal Advisory Committee Act.

5. Charge of the National Biodiversity Center.

Within one year of the consummation of the agreement described in Section 1, the Center shall prepare and submit to the Office of Management and Budget, a plan for its own organization and operations which is designed to accomplish the purposes specified in Section 2. The plan shall include a proposal, including cost estimates, to develop a computerized inventory of biological diversity information, including both computer-accessible and manual databases and other sources of information, in a timely manner. The plan shall also assess the technical issues, benefits, and costs associated with the establishment of two additional services which might be provided by the Center, separately or in combination:

(a) an electronic gateway to a biodiversity computer network that would allow communication with cooperating databases; and

(b) primary direct access to a centralized database that might or might not be actively managed by the Center itself, and that might be adopted or borrowed from organizations maintaining existing databases.

The plan may address any other matter the Board of Directors considers appropriate.

6. Funding and Staffing.

Subject to routine budget formulation and appropriations processes, the Department of the Interior will be the primary funding agency for the Center. Other agencies may contribute funds or assign staff to the Center in order to accomplish the purposes of this Executive Order.

7. Advisory role of the Federal Geographic Data Committee.

Federal agency representatives on the Board of Directors shall

take advantage of the expertise which can be provided by the Federal Geographic Data Committee with respect to databases and Geographic Information Systems, as these may relate to the purposes of the Center.

WORKSHOP

INTERNATIONAL WORKSHOP

BIODIVERSITY SURVEY, INVENTORY AND DATA MANAGEMENT

Washington, DC

11-15 January 1993

Sponsored by:

The United States of America

Department of Agriculture
Department of the Interior
Department of State
Environmental Protection Agency
National Science Foundation

and

The Smithsonian Institution

AGENDA

All sessions will be held in the International Conference Suite, S. Dillon Ripley Center, Smithsonian Institution, 1100 Jefferson Dr. SW, 3rd level, Washington, DC

Monday: January 11, 1993

8:30am **Registration**

9:00am **Welcoming remarks** — Dr. Thomas E. Lovejoy, Assistant Secretary for External Affairs, Smithsonian Institution

9:20am **Conference Introduction** — Dr. Peter R. Jutro, Senior Scientist, U.S. Environmental Protection Agency

9:40am **Coffee Break**

TOPIC 1 PANEL PARTICIPANTS MEET DURING THE COFFEE BREAK IN ROOM 3109 TO PLAN DISCUSSION SESSION.

10:00am **Plenary Discussion for Topic 1: Consideration of uses and users in data collection for inventories and surveys.**

Questions to be addressed: What questions are to be answered by national biodiversity surveys and inventories? Who is asking the questions? Who are the users of national inventories and surveys? What questions do they need answered, and at what level of detail? How will the national data be used within the nation, and by other nations? What are the differences between the questions to be answered at local, national, regional and global scales?

3:00pm **Clusters for Topic 2**

Cluster 2-1: Setting priorities among taxonomic groups (e.g., priority on mammals; indicator species; exhaustive surveys). Room 3111

Cluster 2-2: Setting priorities among geographic areas (e.g., nationwide; threatened areas; selected ecosystems). Room 3035

Cluster 2-3: Sampling and other techniques as an alternative to intensive, site-specific inventories (e.g., intensive at selected sites, extensive collection over broad areas). Room 3113

Cluster 2-4: Setting priorities among users of national surveys and inventories (e.g., land managers, researchers, policy makers). Room 3109

5:00pm Adjourn meetings for the day.

6:30pm Bus departs from L'Enfant Plaza Hotel to the reception.

7:00pm Reception in the Amazonia Exhibition at the National Zoo for official participants and observers. Refreshments and hors d'oeuvres will be served.

If driving, enter through the Connecticut Ave. entrance. Drive all the way down the hill to the "D lot" and park. Signs will direct you to Amazonia.

9:00pm Bus departs from Amazonia for L'Enfant Plaza Hotel.

4:45pm **Plenary Discussion for Topic 4: Consideration of scientific standards in data collection and management for inventories and surveys.**

Questions to be addressed: How to collect data? How to ensure consistency of data? How to manage data? What is needed to increase the scope and hasten development of standard collection methods? What are appropriate roles for inventory and survey efforts that are discipline-specific, interdisciplinary and para-disciplinary (parataxonomists, paraecologists)? What steps are necessary to develop a consensus regarding data formatting, communication, or reporting (including standardization of biogeographic and taxonomic classification schemes), and associated hardware and software issues? How can these steps build upon current efforts, including taxon-specific and center-based efforts?

5:45pm Adjourn meeting for the day.

Thursday: January 14, 1993

9:00am Plenary Discussion for Topic 5: Developing an international framework for data collection and management for biodiversity inventories and surveys.

Questions to be addressed: What types of inventories of current collection and data bases are appropriate to reduce unnecessary repetition of effort? How can current data bases and centers be linked? How can new efforts be structured so as to minimize linkage problems? What are the requirements for physical specimen storage? What can be done to improve dissemination of results? How do all of these data and specimen management requirements affect the data collection effort?

9:45am Coffee Break

10:00am Clusters for Topic 5

Cluster 5-1: Specimen storage requirements (physical requirements, collection institutions). Room 3111

Cluster 5-2: Requirements of data bases, GIS systems, and other information management and dissemination systems. Room 3031

Cluster 5-3: Guidance on considering the user and uses of the data. Room 3035

Cluster 5-4: Special quality control requirements. Room 3113

12:00 Lunch (on your own)

1:30pm Plenary Summary for Topic 5
Cluster rapporteur reports to full group.

2:30pm Break

Friday: January 15, 1993

9:00am General Summary — Dr. Thomas E. Lovejoy, Assistant Secretary for External Affairs, Smithsonian Institution

10:00am Coffee Break

10:30am REPORT PREPARATION

All break out rooms available.

12:00 Lunch (on your own)

1:30pm REPORT PREPARATION

5:00pm Adjournment

Press Clippings