

Originally Processed With FOIA(s):
2005-0336-F

FOIA Number:
2005-0336-F

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Record Group/Collection: George H.W. Bush Presidential Records
Collection/Office of Origin: Science and Technology Policy, Office of (OSTP)
Series: Bromley, D. Allan, Files
Subseries: Global Climate Change Files - Conferences/Meetings

OA/ID Number: 62058
Folder ID Number: 62058-002

Folder Title:
Global Warming: Update on First Framework Convention Negotiations (Bromley/Sununu Memo - 1/14/91)

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THE WHITE HOUSE
WASHINGTON

January 24, 1991

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: D. ALLAN BROMLEY
BOB GRADY

SUBJECT: Update on First Session of Framework Convention
Negotiations

A number of issues were raised yesterday at the meeting on global change in your office. Afterwards, some of our White House group met with Bob Reinstein, Chief Negotiator for the upcoming sessions on the Framework Convention. We asked exactly what could be expected in the upcoming negotiations and a brief description of the first session, beginning February 4. Following is an outline of that discussion.

I. The key objective of the first negotiating session

The main objective of this session is to determine the structure and organization of the negotiations that will take place for the next eighteen months. In addition, the negotiators will develop a bracketed negotiating text. All countries can lay on the table any language they wish to see in a Convention. This does not preclude additions and changes during the next 18 months. No negotiating of this language is expected to be undertaken at this first session.

II. Sponsors of the Meeting

The UN Secretariat will run the first session only. Future sessions will be run by a Chairman to be elected at the first session and operated from a UN Secretariat office in Geneva (Staffed by UNEP and WMO).

III. Anticipated Order of Business at First Session

1. Welcoming Remarks - possibly by UN Secretary General
(and whatever President Bush wishes)
2. Opening of Meeting - remarks by
 - o WMO Sec-Gen Obasi
 - o UNEP Ex-Dir Tolba
3. Adoption of Agenda

Delegation was 25

4. Adoption of Rules of Procedure

- o Secretariat will have proposed set of rules
(It is expected that UNGA Rules of Procedure will be proposed)
- o This will be given to group if lawyers to work out - U.S. interests will be represented in this group by a State Dept. lawyer

5. Election of Chair

- o Chair is expected to be Mr. Jean Ripert, France
(US is supportive of this)

6. Election of Bureau

- o Two options expected:
 - a. Group of 5
 - o Required that it be geographically representative of UN Regions so o.k. if US not on it - interests will be represented
 - o Would consist of: 1 Chair, 3 Vice Chairs, 1 Rapporteur
 - b. Larger Group
 - o If expanded, would probably consist of at least 18 members and US would insist on being member

7. Statements by Governments (2 days set aside)

- o Supposed to be brief (10 minutes) - may contain country views of what should be in as possible elements of a Framework Convention
- o May draw from IPCC Legal Measures Paper

8. Establishment of Subgroups - to develop the bracketed negotiating text

US suggesting the following groups:
(more than 4 will create problems for interpretation/translation)

(1) Legal drafting group

- o to actually develop the bracketed negotiating text

(US view: this committee should not draft the text; rather, it should receive substantive inputs from Plenary and Subgroups (listed below) and take care of formal and legal niceties)

(2) Scientific and economic research and monitoring including cooperation and information exchange, technology research and information exchange, and assessments of climate change

Sequence clearance

US letter

- (3) Greenhouse gases, their sources and sinks, including net emissions inventories, forecasting, and monitoring as well as forestry issues
- (4) Implementation issues such as emissions trading, technology development and transfer, public education, financial assistance, and incentives for cooperation such as research centers or joint technology ventures, etc.
- (5) Adaptation (tentative) may be set up as separate subgroup or as part of one of another subgroup. It is of particular interest to island and low-lying countries. May be similar support for mitigation or limitation subgroup.

US Groundwork Prior to Negotiations

Over the past year, the Department of State (Robert Reinstein, DOE/OES, etc.) and other U.S. representatives - through a large number of personal contacts, meetings, international conferences, and cables - have been laying the groundwork to gain support for U.S. positions on all relevant issues with both like-minded countries as well as with countries with differing views.

In addition, cables have been sent to our own embassies in all appropriate countries to gather information on what we may expect from other countries at the Framework Convention. (Tab A) Responses to those cables are just now coming in and will be compiled and summarized for our review.

A second intensive effort by the Agency has produced considerable intelligence regarding probable positions by other countries on all relevant issues. A very useful list of other countries' positions on targets and timetables, recently produced by the Agency, is attached for reference. (Tab B)

We will continue to keep you updated as we get closer to the beginning of the negotiations. I will be providing you with a summary of country responses to the above cables as soon as we have substantial information available. I anticipate that we will have a first summary available by the end of this week.

attachments

* Science, comprehensive
mitigation & adaptation - sources & sinks, comprehensive
Implementation - economic
legal, drafting

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PAGE 01 OF 02 STATE 012638 152147Z
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PROVISIONAL AGENDA AND INSTRUCTIONS ON HOW DEVELOPING COUNTRIES SHOULD APPLY FOR TRAVEL ASSISTANCE.

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DRAFTED BY OES/EGC: JEFF MIOTKE

APPROVED BY OES/EGC: STEPHANIE S KINNEY

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FOLLOWING STATE 012638 DATED JAN 13 SENT ACTION
ALL DIPLOMATIC POSTS JEDDAH BEING REPEATED
FOR YOUR ACTION

QUOTE

LIMITED OFFICIAL USE STATE 012638

ALSO FOR USEC/USOEC/USIAEA

E.O. 12356: N/A

TAGS: SENV, KSCA

SUBJECT: FRAMEWORK CONVENTION ON CLIMATE CHANGE: OPENING
SESSION

REF: (A) 91 STATE 6080, (B) 90 STATE 436419

FOR DCM AND ECON/SCI COUNSELORS AT OOB

1. THIS IS AN ACTION CABLE.

2. SUMMARY: REFTELS CONVEY COPIES OF U.N. INVITATION AND
INFORMATION NOTE FOR THE OPENING SESSION OF NEGOTIATIONS
ON A FRAMEWORK CONVENTION ON CLIMATE CHANGE, WHICH TAKE
PLACE IN WASHINGTON, D.C., FEBRUARY 4-14. THIS CABLE ASKS
POSTS TO CONVEY TO APPROPRIATE HOST COUNTRY OFFICIALS U.S.
VIEWS ON THE OPENING SESSION OF NEGOTIATIONS AND REPORT ON
HOST COUNTRY RESPONSES. TALKING POINTS ARE PROVIDED IN
PARA 5.
END SUMMARY

3. BACKGROUND: IN KEEPING WITH UN RESOLUTION 45/212,
NEGOTIATIONS ON A FRAMEWORK CONVENTION ON CLIMATE CHANGE
WILL BE CARRIED OUT UNDER THE AUSPICES OF THE UNITED

NATIONS GENERAL ASSEMBLY, SUPPORTED BY THE WORLD
METEOROLOGICAL ORGANIZATION (WMO) AND THE U.N. ENVIRONMENT
PROGRAM (UNEP). THE UNITED STATES IS PLEASED TO PROVIDE
THE VENUE FOR THE FIRST NEGOTIATING SESSION AND IS WORKING
CLOSELY WITH APPROPRIATE UNITED NATIONS OFFICIALS TO
ENSURE THAT ARRANGEMENTS FOR THE MEETING CONFORM TO U. N.
STANDARDS AND COMMON PRACTICE. WE EMPHASIZE THAT THE
UNITED NATIONS IS RESPONSIBLE PURSUANT TO UNGA RESOLUTION
45/212, FOR ORGANIZING AND CONVENING THE FIRST NEGOTIATING

SESSION (NOT THE USG); THE USG IS SIMPLY PROVIDING THE
VENUE FOR THE SESSION, PURSUANT TO THE INVITATION OF
PRESIDENT BUSH. TO FACILITATE COMMUNICATION BETWEEN THE
U.N. SECRETARIAT IN NEW YORK AND HOST COUNTRY OFFICIALS
PARTICIPATING IN THE FRAMEWORK CONVENTION NEGOTIATIONS,
THE U.S. WILL CONTINUE TO PROVIDE POSTS WITH COPIES OF
OFFICIAL U.N. SECRETARIAT COMMUNICATIONS, SUCH AS THOSE
CONVEYED REFTELS. WE HOPE TO RECEIVE SOON FROM THE U.N. A

4. ACTION REQUESTED: IN ADDITION TO FACILITATING
COMMUNICATION BETWEEN THE U.N. SECRETARIAT AND HOST
COUNTRIES ON LOGISTICAL ARRANGEMENTS, POSTS ARE REQUESTED
TO DEMARCHE TALKING POINTS PROVIDED BELOW, WHICH CONVEY
U.S. VIEWS ON THE OPENING SESSION, AND REPORT ON HOST
COUNTRY RESPONSES AS QUICKLY AS POSSIBLE.

5. --THE UNITED STATES IS PLEASED TO PROVIDE THE VENUE FOR
THE OPENING SESSION OF NEGOTIATIONS ON A FRAMEWORK
CONVENTION ON CLIMATE CHANGE, WHICH, IN CONFORMANCE WITH
U.N. RESOLUTION 45/212, WILL BE CONDUCTED UNDER THE
AUSPICES OF THE UNITED NATIONS GENERAL ASSEMBLY WITH THE
SUPPORT OF WMO AND UNEP.

--TO FACILITATE COMMUNICATION WITH THE U.N. SECRETARIAT IN
NEW YORK AND HOST COUNTRY OFFICIALS, THE UNITED STATES HAS
PROVIDED COPIES OF THE LETTER OF INVITATION FROM SECRETARY
GENERAL PEREZ DE CUELLAR AND AN INFORMATION NOTE DATED
JANUARY 4.

--WE WILL CONTINUE TO TRANSMIT COPIES OF ALL OFFICIAL
COMMUNICATIONS FROM THE SECRETARIAT AS SOON AS THEY ARE
RECEIVED IN WASHINGTON. WE HOPE TO RECEIVE SOON COPIES OF
THE PROVISIONAL AGENDA AND INSTRUCTIONS FOR DEVELOPING
COUNTRIES WHO WISH TO APPLY FOR TRAVEL ASSISTANCE.

--WE EMPHASIZE THAT THIS IS AN UNOFFICIAL SUPPLEMENT TO THE
OFFICIAL COMMUNICATION, WHICH IS A UN RESPONSIBILITY AND

WHICH HAS BEEN DIRECTED TO GOVERNMENTS THROUGH THEIR
MISSIONS IN NEW YORK.

--ON A BILATERAL BASIS, THE UNITED STATES SEEKS AN EXCHANGE
OF VIEWS ON OUR INTERESTS AND EXPECTATIONS FOR THE UPCOMING
NEGOTIATING SESSION.

--WE NOTE THE DECISION OF DELEGATES TO THE SEPTEMBER
ORGANIZATIONAL MEETING HELD IN GENEVA THAT GOVERNMENT
REPRESENTATIVES SHOULD SELECT OFFICERS FOR THE
NEGOTIATIONS. WE ALSO RECALL THAT IT WAS DECIDED THAT NO
NEGOTIATING TEXT SHOULD BE TABLED BEFORE THE FIRST SESSION
AND THAT DURING THE NEGOTIATIONS NO MORE THAN TWO MEETINGS
SHOULD BE SCHEDULED SIMULTANEOUSLY IN ORDER TO FACILITATE
INTERPRETATION IN SIX LANGUAGES.

--IN KEEPING WITH THESE RECOMMENDATIONS, THE UNITED STATES
BELIEVES THAT A FIRST ORDER OF BUSINESS SHOULD BE THE
ELECTION OF OFFICERS OF THE BUREAU AND THE ESTABLISHMENT
OF AN AD HOC SECRETARIAT. WE FAVOR JEAN RIERPOT OF FRANCE
AS CHAIRMAN OF THE NEGOTIATIONS AND BELIEVE THAT IT WOULD
BE HELPFUL FOR U.N. OFFICIALS TO CONSULT BROADLY BEFORE

NAMING THE HEAD OF THE AD HOC SECRETARIAT FOR THE
NEGOTIATIONS. FYI: WE DO NOT KNOW WHAT CANDIDATES ARE
BEING CONSIDERED BY THE SECRETARY GENERAL FOR THIS
POSITION. END FYI

--ONCE OFFICERS ARE ELECTED AND THE AGENDA IS APPROVED, WE
ANTICIPATE THAT DELEGATIONS WILL MAKE COUNTRY STATEMENTS.
WE BELIEVE THAT IT WOULD HELP FACILITATE DEVELOPMENT OF A
DRAFT NEGOTIATING DOCUMENT IF COUNTRY STATEMENTS INDICATED
NATIONAL VIEWS ON POSSIBLE ELEMENTS OF A FRAMEWORK
CONVENTION, AS OUTLINED IN THE IPCC LEGAL MEASURE PAPER.
WHAT ARE YOUR VIEWS ON THIS MATTER?

--WE EXPECT THAT THE ESTABLISHMENT OF SUBGROUPS WILL

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PAGE 02 OF 02 STATE 012638 152147Z

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GENERATE LIVELY DEBATE AND STAND READY TO WORK WITH OTHER DELEGATIONS TO DEVELOP A CONSENSUS ON THIS MATTER. IN OUR VIEW, WE SHOULD HAVE NO MORE THAN FOUR SUBGROUPS, SINCE THERE WILL BE INTERPRETATION FOR ONLY TWO MEETINGS AT A TIME.

--THE U.S. IS CONSIDERING SUBGROUPS STRUCTURED ALONG THE FOLLOWING LINES: A) ONE ON SCIENTIFIC AND ECONOMIC RESEARCH AND MONITORING, INCLUDING COOPERATION AND INFORMATION EXCHANGE, WHICH WE BELIEVE ARE ESSENTIAL TO MAKING SOUND POLICY DECISIONS; B) A SECOND TO ENCOURAGE CONSIDERATION OF COMPREHENSIVE RESPONSES RELATED TO

EMISSIONS OF ALL GREENHOUSE GASES, THEIR SOURCES AND SINKS; C) A THIRD TO DISCUSS IMPLEMENTATION ISSUES SUCH AS EMISSIONS TRADING, TECHNOLOGY DEVELOPMENT AND TRANSFER, FINANCE, AND PUBLIC EDUCATION IN A CONTEXT THAT ENSURES

INTEGRATION OF THESE ITEMS INTO OVERALL RESPONSE STRATEGIES.

FYI: THE STRUCTURE OUTLINED ABOVE WAS RECOMMENDED BY DOS AS A LOGICAL DIVISION AMONG SUBGROUPS; POSTS SHOULD BE AWARE THAT THIS ISSUE IS STILL IN THE INTERAGENCY CLEARANCE PROCESS. END FYI

-- WHAT ARE YOUR THOUGHTS ON SUBGROUPS?

--THE U.S. BELIEVES THAT A KEY OBJECTIVE OF THE FIRST SESSION WILL BE TO DEVELOP A BRACKETED NEGOTIATING TEXT. FOR THAT REASON, WE ALSO FAVOR THE ESTABLISHMENT OF A LEGAL DRAFTING COMMITTEE.

FYI: POSTS SHOULD EMPHASIZE THAT WE DO NOT SEE THE LEGAL DRAFTING COMMITTEE AS A NEGOTIATING BODY. END FYI

--IN OUR VIEW, THE LEGAL DRAFTING COMMITTEE SHOULD NOT DEVELOP THE TEXT, BUT RATHER IT SHOULD RECEIVE SUBSTANTIVE INPUTS FROM THE PLENARY AND THE SUBGROUPS. WE EXPECT THAT THE PLENARY AND/OR SUBGROUPS WOULD WANT TO HAVE A THOROUGH DISCUSSION OF THE IPCC LEGAL MEASURES PAPER AND OTHER RELEVANT DOCUMENTS AND THEN PROPOSE SUBSTANTIVE LANGUAGE TO HELP GUIDE THE LEGAL DRAFTING GROUP WITH ITS WORK.

--WE WOULD APPRECIATE YOUR THOUGHTS ON HOW THE DRAFT NEGOTIATING TEXT SHOULD BE DEVELOPED.

--WE LOOK FORWARD TO WELCOMING YOUR DELEGATION TO WASHINGTON IN FEBRUARY AND HOPE THAT YOU WILL NOT HESITATE

TO CONSULT WITH US ON ANY MATTERS OF CONCERN.

- BARTHOLOMEW
UNQUOTE BAKER

Country Targets and Timetables

Australia

Cabinet announced target 11 October of stabilizing CO₂, CH₄, N₂O at 1988 levels by 2000, reducing 20 percent by 2005, provided no net adverse effect on Australian competitiveness if other major developed nations do not take similar actions.

Austria

Urged at February IPCC plenary that industrialized countries stabilize by 2000 as first step; no specific domestic target set.

Belgium

Said at IEA meeting in July that it had begun taking actions that would lower emissions, but had not yet conducted the analysis necessary to justify establishing a target. Supported US position at Bergen.

Brazil

President Collor noted in June World Environment Day speech the need for specific commitments for the stabilization and reductions of CO₂ emissions per capita. He implied, but did not explicitly state, that he was referring foremost to the fossil fuel emissions of developed countries.

Canada

Pledged in June to stabilize CO₂ at 1988 levels by 2005.

China

Strongly implies that it favors targets for developed countries, opposes them for LDCs. Projects substantial CO₂ emissions growth.

Denmark

National energy plan calls for 20 percent CO₂ reduction by 2005.

EC Commission

Favors stabilization of CO₂ at 1990 levels by year 2000, significant reduction by 2005.

Finland

Urged at IPCC February plenary that industrialized countries stabilize by year 2000 as first step, no specific domestic target set.

France

Proposed in September a three-tiered global strategy to converge per capita CO2 emissions rates by early 21st century. Under this plan, France would stabilize its emissions at or below 2.0 tons per capita by 2000 (up to a 10 percent increase from current levels), provided that other major industrialized countries agree to stabilize their emissions.

Germany

Cabinet announced in June non-binding commitment to reduce CO2 emissions 25 percent from 1987 levels in former West German area by 2005.

India

Opposes targets for developing countries.

Israel

Opposes targets.

Italy

Supports stabilization of CO2 at 1990 levels by 2000 as part of EC-wide initiative. No domestic target set.

Japan

Announced action plan 19 October to stabilize CO2 emissions per capita at 1990 levels by 2000. Methane emissions will also be capped at current levels. Gross CO2, N2O, and other greenhouse gas emissions will be stabilized by 2000 if feasible.

Malta

Supports targets and timetables; no domestic target set.

Mexico

Appreciates unilateral commitments by industrialized countries to stabilize emissions by 2000. Believes obligations should be equitably differentiated according to

countries' respective responsibilities for causing and combatting climate change and their level of development.

Netherlands

Parliament passed in September revised National Environmental Policy Plan, calling for stabilization of CO2 emissions at 1989-90 average by 1994-95, 3 to 5 percent reduction by 2000. Government officials describe commitment as binding.

New Zealand

Environment minister announced plans in September to reduce CO2 emissions 20 percent from 1990 levels by 2005.

Norway

National goal is stabilization at 1987 levels by 2000, provided other countries take similar actions.

Portugal

Opposes targets.

Saudi Arabia

Favors stabilization by 2000 target for industrialized countries; no domestic target set.

Spain

Would support EC stabilization target if scaled to current per capita emissions so as to be equitable among EC members.

Sweden

Parliamentary mandate to stabilize CO2 at 1988 levels. Supported call at IPCC February plenary for stabilization by 2000.

Switzerland

Urged at IPCC February plenary that industrialized countries stabilize emissions by year 2000 as first step; no domestic target set.

United Kingdom

Prime Minister Thatcher announced in May that the UK would enact a strategy to achieve a stabilization of CO2 emissions at 1990 levels by 2005, provided other major industrialized countries take similar steps.

USSR

Opposes targets.

Venezuela

Opposes targets.

Note: Only the government of the Netherlands describes its target as binding.

Withdrawal/Redaction Sheet

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
01. Report	CIA Report Conclusions (2 pp.)		(b)(1)	

Collection:

Record Group: Bush Presidential Records
Office: Science and Technology Policy, Office of (OSTP)
Series: Bromley, D. Allan, Files
Subseries: Global Climate Change Files - Conferences/Meetings
WHORM Cat.:
File Location: Global Warming: Update on First Framework Convention Negotiations (Bromley/Sununu Memo - 1/14/91)

Date Closed:	4/21/2010	OA/ID Number:	62058-002
FOIA/SYS Case #:	2005-0336-F	Appeal Case #:	
Re-review Case #:		Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

RESTRICTION CODES

Presidential Records Act - [44 U.S.C. 2204(a)]

P-1 National Security Classified Information [(a)(1) of the PRA]
 P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]
 P-3 Release would violate a Federal statute [(a)(3) of the PRA]
 P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
 P-5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
 P-6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

Freedom of Information Act - [5 U.S.C. 552(b)]

(b)(1) National security classified information [(b)(1) of the FOIA]
 (b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
 (b)(3) Release would violate a Federal statute [(b)(3) of the FOIA]
 (b)(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
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 (b)(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
 (b)(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
 (b)(9) Release would disclose geological or geophysical information

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
02. Report	Summary of Country Responses to First Negotiating Session in February (1 pp.)	1991	(b)(1)	

Collection:

Record Group: Bush Presidential Records
Office: Science and Technology Policy, Office of (OSTP)
Series: Bromley, D. Allan, Files
Subseries: Global Climate Change Files - Conferences/Meetings
WHORM Cat.:
File Location: Global Warming: Update on First Framework Convention Negotiations (Bromley/Sununu Memo - 1/14/91)

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P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

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