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Divider Title: _____

USA. COMMENTS

A/AC.237/WG.I/CRP.1
13 September 1991

ORIGINAL: ENGLISH

INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE
Third session
Nairobi, 9-20 September 1991
Item 2(a) of the provisional agenda

BRACKET SECTION → [[II. PRINCIPLES] ← BRACKET TITLE

Common concern of mankind

1. Climate change is a common concern of mankind.

2. All inhabitants of the planet have equal rights to the oceanic and other global sinks and to atmospheric resources, subject to provisions of international law.]

[Universality]

[All Parties shall participate in the global effort to realize the objectives of the Convention.]

Sovereignty

[G.]

[Alternative A]

[States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction.]

[Alternative B]

[Every state has the sovereign right to exploit natural resources in accordance with its national policy and aspirations. In this regard, environmental considerations should not be used as an excuse for interference in the internal affairs of the developing countries, nor should these be used to introduce any forms of conditionality in aid or development financing, or to impose trade barriers affecting the export and development efforts of the developing countries.]

[respected]

[2. The principles of sovereignty of States and of non-interference in the internal affairs of other countries shall be adhered to in all international affairs, including those relating to the protection of global environment] [climate]

[Equity/Common but differentiated responsibility/Main responsibility] BRACKET TITLE

Alternative A

[1.] The obligations shall be equitably distributed [between developed and developing]/[among all] countries in accordance with their common but differentiated responsibility and capabilities [and different time frames be set out for implementation, noting that the largest part of the current emission of greenhouse gases originates in developed countries and those countries have the main responsibility for combating [the adverse effects thereof]/[such pollution]]. Policies to counter climate change shall recognize [the "polluter pays" principle,] the different circumstances of countries, including the particular circumstances of developing countries and countries which will be abnormally affected, as well as differences in economic structures between countries at the same level of development.

[2. Countries whose per capita contribution to the increase in the concentration of anthropogenic greenhouse gases has been or is excessive, are required to take measures to combat emissions of greenhouse gases and/or to increase accordingly sinks in their territory or in the territory of other countries wishing to receive such assistance, thereby making it possible finally to balance emissions and sinks.]

[Alternative B]

[Action to be taken should be based on equity, in accordance with the [proportionate]/[past, present and future] contributions to the problem, with due regard to the development requirements of developing countries [especially those whose current emissions are low.]]

[Alternative C]

[There is a [global obligation] [need] to protect the climate for the benefit of present and future generations based on principles of equity and common but differentiated responsibilities of countries. [In this context, the efforts already undertaken by a number of countries to meet this goal are acknowledged.]]

[Alternative D]

[taken into account in the]

[The principle of equity and the common but differentiated responsibility of countries should be [the basis of any global response to climate change [the developed countries taking the lead.]]]

Right to development

1. [The right to development is an inalienable human right. All peoples have an equal right in matters relating to living standards. An appropriate level of economic development is the prerequisite for adopting concrete control measures to address climate change.]
2. [Since developing countries have as their main priority the eradication of poverty and achieving social and economic development, their net emissions must grow.] *It may need to*

Sustainable development/Sustainability

1. Compatibility of environment and economic development should be ensured, both in developed and developing countries, reflecting the long-term nature of climate change and building the knowledge, technology and resources needed to achieve sustainable development.
2. Environmental protection and economic development shall proceed in an integrated manner in light of country-specific conditions.
3. All countries, particularly developing countries and countries with economies in transition, in exercising their right to choose the best path to ensure their sustainable development and to reach an appropriate standard of living, shall be entitled to choose the forms of energy which suit better their growth need, especially those energy resources which are characterized by security of access, abundance and low-cost.

[Precautionary [principle] approach]

[which are justified in their own right]

[In order to achieve sustainable development in all countries and to meet the needs of present and future generations, precautionary measures to meet the climate challenge must anticipate, prevent, attack, or minimize the causes of and mitigate the adverse consequences of, environmental degradation that might result from climate change. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing cost-effective measures [and high priority must be given to solving the remaining major uncertainties regarding causes and effects of climate change] to prevent such environmental degradation. The measures adopted should take into account different socio-economic contexts.]

Polluter Pays Principle

Alternative A

[Those responsible for causing damage to the environment should bear the responsibility for rectifying that damage [and compensate for environmental damage suffered by other countries or individuals.]]

Alternative B

[The polluter should bear the expenses of carrying out the measures needed to ensure that the environment is in an acceptable state. The cost of these measures should be reflected in the cost of goods and services which cause pollution in production and/or consumption.]

Non-conditionality

1. [No environmental conditionalities shall be introduced in aid or development financing.]
2. [No country or group of countries shall introduce barriers to trade on environmental grounds, except on the basis of a decision by the Conference of the Parties.]

Comprehensiveness

1. All greenhouse gases [not covered by the Montreal Protocol] [all] [their] sources and all sinks should be considered in [the most] [a] comprehensive manner [possible] in the elaboration of response strategies. In addition, [the] [any] [limitation and adaptation] [responses] measures should [also] [be] addressed as soon as possible, in a step by step approach and as a part of an integrated and cost-effective package of responses to climate change.
2. [The desirability of adopting over time] [a] [should be adopted] comprehensive approach embracing all greenhouse gases, sources and sinks, in action to combat the adverse effects of climate change as advances in scientific and technological knowledge permit this.
3. [The Framework Convention on Climate Change should be comprehensive, recognizing that several greenhouse gases, each with different impacts on the environment, arise from numerous human activities and natural processes worldwide; and that strategies to understand and address climate change will be most environmentally effective and economical if they encompass all the greenhouse gases, their sources and sinks and reservoirs.]

Special circumstances

[of different countries] [L]

- [1. All Parties recognize the different circumstances, including the particular circumstances of developing countries and countries with economies in transition and shall endeavour to exert all efforts to ensure that those countries [are provided]/[shall be assisted] with [the necessary]/[new and additional] financial resources and the requisite technologies and means in order to adequately address the problem of climate change.]
- [2. Additional financial resources to cover incremental costs of abatement and adaptation measures, and costs of appropriate technological cooperation, shall be provided for developing countries and countries which will be abnormally affected by measures to counter climate change.]
- [3. All Parties shall give special consideration, including the adoption of appropriate measures to the situation of countries, particularly developing countries whose economies are highly dependent on fossil fuels, either because they are not in a position to use substitutes for such fuels or do not possess the flexibility to switch to non fossil fuels or because of their dependence upon the production and exportation of fossil fuels and associated energy intensive products.]
4. The particular vulnerability of the least developed countries to the impact and/or potential threat of global climate change needs to be addressed on a priority basis and [similar measures should be adopted to address] the particular problems and needs, including [funding]/[new and additional financial resources], of low-lying coastal areas, small vulnerable island countries, some of whose very existence is placed at risk by the consequences of climate change and areas threatened by desertification.

Liability

This Convention shall be without prejudice to the application of the rules of international law governing the liability of States.

Flexibility

Actions should be undertaken in a [phased and] flexible manner on the basis of short, medium and long term comprehensive strategies at national, regional or global level, recognizing that strategies to understand and address climate change will be environmentally, socially and economically most effective if they are based on and continually reevaluated in light of relevant scientific, technical and economic considerations. [The flexibility includes the possibility of exchange between different GHGs (in CO2 equivalents)].

International cooperation)

International cooperation should be fostered enabling cooperative arrangements for understanding and addressing potential climate change in the most effective and efficient manner.

Cost-effectiveness

1. Climate policies should be cost-effective to ensure global benefits at lowest possible costs. [To achieve this, climate policies should be comprehensive, include all relevant sources and sinks of GHGs, comprise all economic sectors, and may be implemented in cooperation with other Parties.]
2. A balance must be struck between potential ecological and socio-economic consequences of climate change, the cost of abatement policies and the cost of adaptation. Climate policies must be combined with policies to foster vigorous economic growth to combat poverty, safeguard the development priorities of developing countries and create the necessary resources to combat local and regional environmental degradation.

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Divider Title: _____

Intervention by The Netherlands on behalf of the European
Community and its Member States.

THE STRUCTURE AND IMPLEMENTATION OF THE CONVENTION.

9/19/91

Mr. Chairman,

Twin ghosts have been haunting this building for more than a week now. They go by the names of Pledge and Review. We believe Mr. Chairman that the time has come to chase them out of our midst, switch on the light and try to get a clear view of what this Convention really is all about. The concept of Pledge and Review has caused a great deal of confusion. We are quite ready to admit that this was also the case among the Member States of the European Community. The Group of 77 was therefore completely right when it stated, through its Chairman, that the concept of Pledge and Review lacked precision and transparency. For exactly this reason the European Community and its Member States have given further thought to this matter after our earlier intervention on the second day of this session.

We have reached the conclusion that the phrase Pledge and Review has generated too much heat. It would be of much more use to look behind these words and concentrate on the kind of structure we envisage for this Convention and the process for its implementation. We would like to share our current views on this as they have developed up to this moment. If after this intervention you have the impression that a lot sounded familiar to you, that impression is correct. What we have tried to do is to piece together the relevant elements of the Convention that are already under discussion.

Although this matter does in fact concern both working groups, we think it is appropriate to raise this issue here, because the machinery that has to make the convention work, has been and will be discussed in working group 2. I refer to our earlier discussions on compliance and verification.

Mr. Chairman, in the view of the European Community and its Member States the Convention on Climate Change should provide a balanced system of commitments as well as a flexible mechanism to ensure compliance by all Parties with their commitments. We can see three categories of commitments within the framework of this convention.

First of all general commitments, applying to all Parties to the Convention.

Secondly we would have specific obligations for particular groups of countries. We envisage for instance that the industrialized countries will assume, in the Convention, certain clearly defined obligations.

Thirdly the European Community and its Member States would like to see that the Convention provides a legal framework for States to assume unilateral obligations.

Such unilateral obligations would go beyond, while remaining consistent with those assumed under the general commitments or, where applicable, the specific commitments.

I would like to elaborate a little on the category of unilateral commitments. We believe that introducing such a category in the Convention would allow for the differentiated approach that everybody agrees is necessary. It allows countries, developing and developed alike, to assume those additional obligations that they feel they are able to live up to and it thus enables them to gradually step up their commitments according to their own possibilities. Let me repeat that I am speaking about additional commitments and that the main body of obligations will remain in the sections on general and specific commitments.

In our view unilateral commitments could be related to the availability of financial and technical assistance, under the provisions of the convention. This will be of particular relevance to developing countries that are not in a position to fully implement unilateral commitments without such assistance. Unilateral commitments would also have a stimulating effect on other countries in a comparable socio-economic situation to come forward as well. It would help to overcome a possible reluctance of countries to take unilateral action, if a 'guarantee' is given, that a country which has made a unilateral commitment will get credit for this when at a later stage common specific obligations would be assumed. In this way, countries would not be 'punished' for early action.

Unilateral commitments can concern all greenhouse gases, sources and sinks. They could be made individually, or collectively by a number of countries. We could even perceive a mechanism whereby negotiations on a Protocol would be initiated, when a certain number of similar unilateral commitments has been made. For the country or countries concerned, a unilateral commitment, once made, would assume the same status and would be subject to the same process as other commitments in the Convention.

Mr. Chairman, I would now like to turn to the issue of the implementation of the Convention. In our view the mechanism to translate objectives and obligations into 'real world action' will be the preparation of national or, where appropriate, regional strategies, including a description of measures to be taken. This of course is not a new idea; it has already been discussed in the working groups. These national strategies should form the basis for concrete actions in each country. The content of these strategies and therefore also the measures that are taken, will of course vary from country to country as a result of the differentiated obligations Parties will assume. There will be countries that do not have adequate resources to develop and implement the strategies fully on their own. As we have said before, the European Community and its Member States recognize that financial and technical assistance should be provided to these countries.

Mr. Chairman, as I have just stated, the European Community and its Member States hold the view that the Convention should provide for a flexible mechanism to ensure compliance by the Parties to it. Such a mechanism should in our opinion contain provisions for a review of the national strategies and efforts made by a country and, where necessary, for assistance to a country in the implementation of its obligations, by providing technical assistance and by dissemination of experience gathered. The basis for such a review would be a regular report prepared by the country on its national strategy, the implementation thereof and the results of the measures it undertakes. I wish to stress here that a country should be able to adapt its national strategy to its own particular circumstances. It is obvious that the contents of the national reports should reflect the differentiated obligations of the Parties to the Convention.

Mr. Chairman, I will not dwell long on the question what kind of body should do the review. We have no fixed idea about this yet, but it would seem to us that it should be a body with appropriate expertise, appointed by the contracting Parties.

The report of the review should of course go, through appropriate channels, to the Conference of the Parties, but it should in our opinion also be made public. This would make clear to the world that we are serious about our commitment to address the problem of climate change. We consider this to be an important aspect of the review procedure.

I would like to conclude the description of our views on the structure of the convention and the process of its implementation by stressing again the importance of a financial mechanism and a system of technological cooperation to make the Convention work.

Mr. Chairman, my remarks on behalf of the European Community and its Member States were not intended to present detailed proposals on how the respective elements of the Convention should exactly look. We have made, and will make, our proposals on the various elements where appropriate during the work of the respective working groups. By concentrating on the overall structure of the Convention, the relationship between its elements and the process of its implementation. I hope our remarks will contribute to a clearer picture of what an effective convention should be.

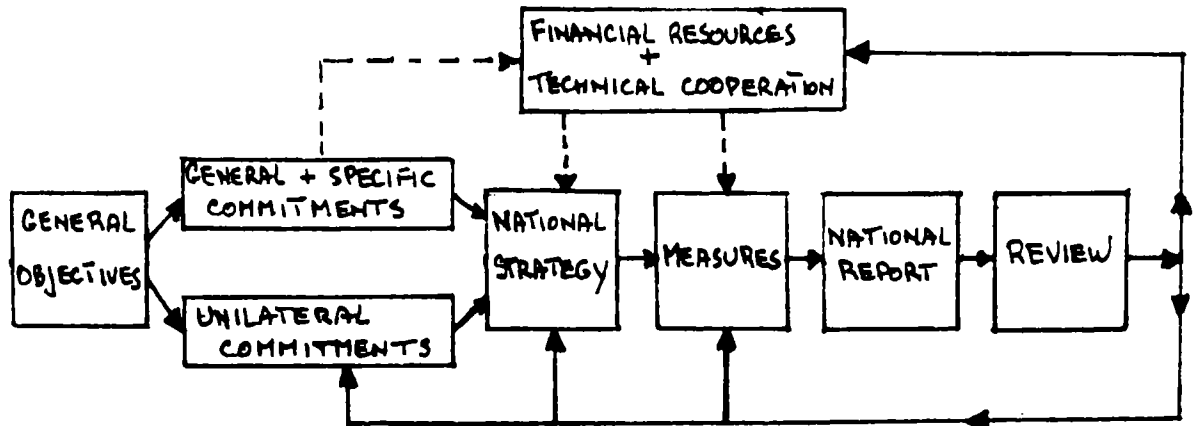
We will be circulating a provisional discussion paper on our ideas and we are very happy to receive any comments.

Thank you, Mr. Chairman

PROVISIONAL EC POSITION-PAPER ON THE STRUCTURE AND IMPLEMENTATION
OF THE CONVENTION, INCLUDING PLEDGE AND REVIEW.

It is important to note, that the following text is not intended as the final word on how the respective elements of the convention should look, nor does it make specific proposals for the text of the convention.

1. For the purpose of clarification of our views with respect to implementation of the Convention, including "pledge and review", it is necessary first of all to go back to the overall structure of the convention. We envisage the following broad structure:



Referring to the diagram the following explanation can be given on the various elements of the structure:

2. General Objectives: States the general objectives of the Convention as discussed by Working Group 1.
3. General and Specific Commitments: Establish the common and the differentiated commitments of parties on sources, sinks, financial resources, technology transfer and other aspects as discussed by Working Group 1.
4. Unilateral Commitments: Are public unilateral declarations on how parties intend to contribute, beyond the general and specific commitments, to the implementation of the Convention and related protocols. (Note: Unilateral Commitments are the only element to which the term "pledge" could properly apply.)

Unilateral commitments would have the following features:

- a. A unilateral commitment must be made in accordance with procedures to be established under the convention.
- b. Countries can make unilateral commitments individually or jointly.
- c. Unilateral commitments can be made on qualitative as well as quantitative targets.
- d. Unilateral commitments can be made on all GHGs, sources and sinks.
- e. Unilateral commitments can be related to the availability of financial and technical assistance, under the provisions of the convention.
- f. A unilateral commitment, once made, for the country or the countries concerned would assume the same status and be subject to the same process as other commitments in the Convention.
- g. When a certain number of similar unilateral commitments have been made negotiations about a protocol could be initiated.

5. National strategies : Parties should prepare and update national (or where appropriate regional) strategies detailing measures for the implementation of the objectives and commitments of the Convention.

The contents of these strategies should be differentiated according to criteria to be established. Agreed formats for such strategies should be outlined in an Annex to the convention. .

The strategies should, as a minimum, contain:

- inventories of GHG-emissions, using an agreed methodology,
- a description of national measures to be taken to limit emissions, to preserve and enhance sinks and reservoirs for GHG's, and an assessment of the impacts of these measures.

Financial and technical assistance for the preparation of a national strategy should be made available to those countries that do not have the necessary resources.

6. Measures

Measures are those concrete actions that a Party will take to implement its national strategy. Some countries will

require access to financial resources and technical cooperation for the actual implementation of certain measures.

7. National Reports

Parties to the Convention make regular reports on

- their national strategies and programmes,
- and their achievements in implementing these strategies and programmes.

The content of this reporting will of course reflect the differentiated obligations of Parties to the Convention.

8. Review

Review is a regular assessment of strategies and measures undertaken for the implementation of the Convention and related protocols.

- a. The review process should assist Parties with their implementation of the obligations, i.a. by providing technical assistance and disseminating best practices.
- b. An integral part of the review process is the feedback to the planning stage, the updating of national strategies and programmes as well as (if applicable) the formulation of unilateral commitments.
- c. The review will be carried out by a body with appropriate expertise ("review body"), appointed by the Contracting Parties.
- d. The review shall be carried out at regular intervals.
- e. The review shall be based on regular reporting from the parties in accordance with procedures to be established.
- f. The review body can, as appropriate, take into consideration other information which may be submitted to it.
- g. The Parties shall be consulted by the review body during the review procedure.
- h. The review body will be mandated to prepare and submit, through appropriate channels, to the Conference of the Parties a report on the review which

* assesses the national strategies and progress made by Parties in meeting the objectives and commitments contained in the Convention and related protocols, including unilateral commitments made;

* evaluates the measures undertaken in the light of the objectives and obligations under the Convention, evolving scientific and technological knowledge, and other circumstances relevant to the objectives of the convention.

* provides, where appropriate, suggestions to parties on how to devise and implement further measures as part of their national strategies.

- i. The Contracting Parties will, on the basis of the reports from the review body, assess the adequacy of collective international action undertaken in the light of the overall objectives of the Convention and evolving scientific knowledge.
- j. The final report of the review shall be made public.
- k. In the first round Parties will, following ratification, submit, as a minimum, their national strategy to the review body.

9. Financial and technical assistance

Financial and technical assistance will be available, through appropriate channels, for the practical implementation of concrete actions, in accordance with the general and specific commitments of the Convention. The review procedure will generate information and assessments relevant to the disbursement of such financial and technical assistance.

Nairobi, September 19, 1991

**INTERVENTION OF THE NETHERLANDS DELEGATION ON BEHALF OF THE
EUROPEAN COMMUNITY AND ITS MEMBER STATES**

**Third session of the Intergovernmental Negotiating Committee for
a Framework Convention on Climate Change (Nairobi, 9-20 September
1991)**

Mr Chairman,

For the European Community and its member states the structure of the convention and its related legal instruments is important. At this stage, however, we would like to focus on the substance rather than on the question whether elements will be put in the convention itself or in the related protocols.

In our view the convention should, inter alia, contain the following elements:

- general obligations and commitments to which all parties have to comply;
- specific obligations and commitments for those parties who will have to take specific responsibility at this stage, particularly industrialized countries;
- appropriate review and implementation mechanisms.

In our view a pledge mechanism could serve to specify obligations and commitments and establish additional obligations and commitments. Such pledges should also be subject to an efficient review mechanism.

In particular the pledge and review system would be an important instrument to reflect the differentiated responsibilities.

In this context I would like to reconfirm the position of the EC that a crucial part of the package to be agreed in the process towards Rio 1992, is the stabilization of CO2 emissions by the year 2000 in general at 1990 level by industrialized countries individually or jointly.

Simultaneously, and in the context of the common and differentiated responsibility, developing countries should adopt, as appropriate, measures on, inter alia, energy efficiency and land use practices. Provided that technical cooperation and provision of financial resources are available, this can be achieved in accordance with the need for development and even reinforce the development.

In our opinion a linkage between such differentiated commitments and measures is crucial to the success of a global strategy.

Finally, Mr Chairman,

We recognize that developing countries will face considerable investment needs in coping with climate change and we acknowledge that new and additional resources are needed to assist these countries in dealing with such global environmental externalities. In the EC we are ready to discuss such needs and the related modalities.

France

- Financial measures should be linked to reporting

Sweden

- Verification will help instill confidence
- Mechanism must be obligatory
- national body should report
- must be link to financing
- Guidelines will be needed
- Industry Codes more frequently
- NGOs should play a role

India

- Need common methodology but there must be recognition of differences
- Perhaps an annual report
- NGOs should be encouraged
- DC home official secret act is an obstacle
- Complaint presumably would be parties
- Active role for advisory assistance for international organizations

-
- New machinery will require much assistance
 - NGOs do have a role, but no need for separate report

Romania

included in the commitments section.

For paragraph 10, as we stated yesterday we believe that countries should analyse and make best use of economic and fiscal instruments, such as taxes and charges.

For paragraph 11 and 12 are strongly related to discussions which will take place soon in this Group.

We of course recognise the importance of paragraphs 14 and 15.

SPECIFIC COMMITMENTS

We have stated in previous interventions that we believe a crucial part of the package to be agreed in the process towards Rio 1992 is the stabilisation of emissions of CO₂ by the year 2000 in general at 1990 levels by industrialised countries individually or jointly.

For developing countries, we described yesterday the commitments we believe they should undertake which is similar to the text under alternative A.

On reductions of greenhouse gas emissions, we would support alternative G as applied to developed countries.

On sinks, we would support para 1 without the final clause referring to minimum tree cover.

On para 2, we would like this to refer to improvements in the sustainable management of forests

In para 7 we would prefer this to refer to scientific research rather than simply information.

We believe that other proposed paras are satisfactorily covered by paras 1 and 2.

NATIONAL STRATEGIES

As we indicated in our intervention yesterday we would broadly support para 1.

Para 2 seems to us to have been covered in earlier paras.

Para 3 has in general been covered but contains a principle to which we attach importance.

For the remaining paras the approaches are generally dealt with elsewhere. We do agree on the need to balance environmental protection and economic development and to develop the Global Warming Potential Concept. For coastal zone management, we recognise this as a major concern of some countries, and believe

~~Text not to be~~
back

INTERVENTION BY THE PRESIDENCY ON BEHALF OF THE EUROPEAN
COMMUNITY AND MEMBER STATES

4/12

COMMITMENTS

Introduction

Mr Chairman,

As ^{le} has often been said in the INC, the European Community and its Member States, are of the opinion that countries have a common but differentiated responsibility in addressing climate change and that commitments by developing countries are strongly related to the outcome of our discussions on financial resources and technology transfer.

General Objective

We believe that the convention should set an ultimate global objective of stabilising greenhouse gas concentrations at a level that would prevent dangerous anthropogenic interference with climate. Such a level should be reached within a timeframe sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and permit economic activity to develop in a sustainable and environmentally sound manner.

General Commitments

In pursuit of this objective the convention should initiate a global strategy by committing Parties to -

- take appropriate measures to limit, reduce, modify and control human activities that result or are likely to result in adverse effects on the climate;

- prepare, report and update national and/or regional strategies which include, inter alia, inventories of greenhouse gas emissions using an agreed methodology, and which describe the measures being taken to limit emissions and preserve and enhance sinks for greenhouse gases;

- develop and adopt improved practices in all sectors responsible for greenhouse gas emissions, including the promotion of energy efficiency, low or non-carbon emitting energy sources, agriculture and transport;

- promote the protection and enhancement of sinks and reservoirs for greenhouse gas emissions, in particular through the adoption or reinforcement of appropriate national forest policies;

- encourage the promotion of public education and awareness of the environmental and socio-economic impacts of climate change.

We fully understand that all least developed countries will not be able to comply with all general obligations at this stage. We find it therefore necessary to pursue further discussions on this issue.

CUTS OFF

Specific commitments for industrialised countries

We believe that a crucial part of the package to be agreed in the process towards Rio 1991 is the stabilization of CO₂ emissions by the year 2000 in general at 1990 levels by industrialised countries individually or jointly.

The developed countries should also strengthen their cooperation with developing countries to enable them to fully address climate change without hindering their development goals through the provision of financial resources and the transfer of environmentally sound technologies.

Developed countries should also analyse the feasibility of and options for strategies and/or targets for a staged approach for achieving reductions of all greenhouse gas emissions not controlled by the Montreal Protocol. And should analyse and make best use of economic and fiscal instruments, such as taxes and charges, as they may play an important role in achieving limitations on greenhouse gas emissions.

Commitments for developing countries

We recognise that many countries will have to increase their greenhouse gas emissions as part of their development efforts. Developing countries should however adopt as appropriate measures on, inter alia, energy efficiency and land use practices; and could take as a guideline for their national strategies, that they will keep the future net growth in their greenhouse gas emissions to the lowest level possible compatible with their development aims and capabilities.

Netherlands

- Tough reporting
- Nations should discuss final point
- Guidelines for reports is strong
- Review - period more than 1 year

Mexico

- Countries should make choice of who should submit
- Forward to review body
reports
- Conclusion Recommendations submitted to C of Parties
- Review body many representatives
balance representative
- Reports exclusively by governments
- C of Parties should be supervisory authority

Germany

- UNEP/WMO / international organizations could review

Brazil

- Verification / Compliance subsidiary issue
- take for granted that we need to report
- Parties should report - given a great degree of flexibility
- domestic mechanism should be decided by parties
- Not every country starts from same place
- OECD used to this reporting
- reporting must be differentiated
- Verification should be linked to financial resources
and transfer of tech.
- GATT has not been able to solve many similar issues
- Don't know if Guidelines is enough
- Role of NGOs should be left to governments
- ~~that~~ should not use, just UNEP / WMO

10 September 1991

Statement on the "Pledge and Review" Process

Japan

At the second session of the INC, the delegation of Japan proposed the "Pledge and Review" process. Our proposal invited a lot of misunderstanding and criticisms particularly from NGOs calling it "hedge and retreat". These criticisms, however, have been based on misinterpretation. The "Pledge and Review" process should not be regarded as a retreat from making commitment. Thus in this session we would like to clarify our proposal once again on the P&R process.

As we stated during the last session, the P&R process will provide an implementation mechanism of the commitment which will be defined in the Convention. The important point is that first comes the commitment on sources and sinks and then comes the "P&R" process as a mechanism to ensure the implementation of the commitment.

Regarding the commitment, which we did not specify at the last session, we would like to make the following proposal:

First, all Parties shall limit emissions of greenhouse gases;

Second, industrialized countries, in particular, shall make best effort aimed at stabilizing emissions of CO₂ or CO₂ and other greenhouse gases not controlled by the Montreal Protocol, as soon as possible, for example by the year 2000 in general at 1990 level, recognizing the differences in approach and in starting point in the formulation of objectives.

The details of our proposals on the "P&R" process are contained in the document A/AC.237/Misc.1/Add.7. I am not going to repeat them in details now, but I should like to highlight some of the points:

First, each country (or regional group) makes public a pledge, consisting of its past performance, strategies to limit greenhouse gas emissions and targets or estimates for such emissions as the result of the strategies.

Second, a review will be conducted periodically for each country/regional group by a team of experts from different countries/regional groups and the report will be submitted to the permanent review committee:

Third, the results of the review, that is, the report, will be made public through appropriate procedures by the review committee and the Conference of the Contracting Parties:

Fourth, guidelines for the review will be established by the Conference of the Contracting Parties or the review committee.

II OPERATIONAL PRINCIPLES

1. Universality

All Parties shall participate in the global effort to realize the objectives of this Convention.

2. Equity

Policies to counter climate change shall recognize the "polluter pays"-principle, the different circumstances of countries, including the particular circumstances of developing countries and countries which will be abnormally affected, as well as differences in economic structures between countries at the same level of development.

3. Financial resources and technology.

Additional financial resources to cover incremental costs of abatement and adaption measures, and costs of appropriate technological cooperation, shall be provided for developing countries and countries which will be abnormally affected by measures to counter climate change.

4. Precaution.

In order to achieve sustainable development, climate policies shall be based on the precautionary principle. Where there are threats of serious or irreversible damage, lack of full scientific certainty shall not be used as a reason for postponing measures to prevent unwarranted impact on climatic conditions. High priority shall be given to solving the remaining major uncertainties regarding causes and effects of climate change as well as the efficiency and adequacy of abatement and adaptation measures.

5. Cost-effectiveness.

Climate policies should be cost-effective to ensure global benefits at lowest possible costs. To achieve this, climate policies should be comprehensive, include all relevant sources and sinks of GHGs, comprise all economic sectors, and may be implemented in cooperation with other Parties.

III COMMITMENTS

COMMITMENTS ON SOURCES AND SINKS

Commitments related to decision 1, para 6 (a)

1. General

- 1.1 The Parties shall, based on agreed methodologies, monitor/estimate and register emissions and absorption of GHGs. Such systems should be comprehensive, taking due account of all relevant sources and sinks under the Parties' jurisdiction.
- 1.2 The Parties shall develop national policies to counter or adapt to climate change. Such policies should, inter alia, identify:
 - all relevant sources and sinks of GHG emissions within each Party's jurisdiction,
 - appropriate measures and mechanisms to reduce net emissions,
 - means to reduce the potential detrimental impacts of climate change.
- 1.3 The Parties are encouraged, where appropriate, to develop and implement their national climate policies in cooperation with other Parties.
- 1.4 The Parties shall implement national measures which are justified in their own right and in addition will have mitigating effects on climate change.
- 1.5 Measures to combat climate change should be subject to environmental impact assessments in order to avoid detrimental social and environmental risks and effects.
- 1.6 The Parties undertake, as appropriate, to initiate and cooperate, directly or through competent intergovernmental or international bodies, in the conduct of research, and scientific and socio-economic assessments to increase knowledge about causes and effects of climate change, to form a qualified basis for development of strategies to implement abatement, adaptation and other policy measures.

2. **Harmonization of policies.**

The Parties shall, in conformity with the provisions of GATT, implement climate policy measures, such as

- Coordination and, as appropriate, harmonization of subsidies, taxes and charges that affect net greenhouse gas emissions.
- Coordination and, as appropriate, harmonization of other relevant instruments aimed at limiting net greenhouse gas emissions.

The means and modalities of such measures, including GHG-related taxation, shall be outlined in an Annex to this Convention.

3. **Limitation and reduction of greenhouse gases.**

- 3.1 In order to meet the global and/or regional targets referred to in Section I.2, Parties to the Convention shall commit themselves to measures to limit and reduce GHG emissions in accordance with the criteria for the distribution of commitments among countries set out in Annex to the Convention.
- 3.2 The comparable national commitments by industrialized countries referred to in Annex to limit and reduce GHG emissions, to the extent possible on a net basis, shall be based on national strategies. Other Parties shall, as a minimum, establish national strategies to limit GHG emissions, to the extent possible on a net basis, to be financed in accordance with the provision of Section III. Decisions to base limitations and reductions of GHG emissions on the concept of net emissions shall be based on the best available scientific knowledge, as agreed by the Scientific Committee.
- 3.3 Implementation of the commitments shall be permitted on a comprehensive CO₂ equivalent basis for GHGs which are included in GHG Forcing Index in Annex to this Convention. All measurable limitations and reductions of net GHG emissions shall be credited a Party's commitments under this Convention in accordance with the best available scientific knowledge, as agreed by the Scientific Committee.

12 September, 1991

Japan: Statement on "Commitment"

The delegation of Japan would like to state its basic position regarding "Commitments on Sources and Sinks". It can be summed up in 3 points:

- (1) Developed countries should commit themselves to limitation of greenhouse gases and other relevant actions. Developed countries should also strengthen financial and technical cooperation with developing countries.
- (2) Developing countries should commit themselves to appropriate action within the limits feasible.
- (3) The Pledge and Review process should be a practical and feasible mechanism to ensure implementation of the commitments.

On Tuesday, September the 10th at the informal plenary session, the Japanese delegation has already stated its position on the specific commitment as a part of clarification of the Pledge and Review process. For the purpose of our discussion here, let me repeat our proposal:

"First, all Parties shall limit emissions of greenhouse gases. Second, industrialized countries, in particular, shall make best effort aimed at stabilizing emissions of CO₂ or CO₂ and other greenhouse gases not controlled by the Montreal Protocol, as soon as possible, for example by the year 2000 in general at 1990 level, recognizing the differences in approach and in starting point in the formulation of objectives."

Some parts of our proposal are based upon the SWCC ministerial declaration. I would like to point out this declaration constitutes a good starting point for our discussion not only on the principle but also on the commitments, since it is a consensus paper agreed upon after long and often very difficult discussion. In the view of the time constraints, it is most desirable to make use of formulations of the SWCC declaration.

We have not had time enough to examine the detail of the document Misc.9 and need further consideration to finalize our position. Therefore we would like to reserve the right to make further comments later. At this stage I would like to state our preliminary thoughts on Misc.9.

Regarding "I. General Objective (page 8)", we support the idea of setting "Long term objective" and specifically, the stabilization of greenhouse gas concentrations in the atmosphere, as is formulated in the first sentence of Alternative B. It is the phraseology of the SWCC declaration.

Turning to the "General Commitment", the Japanese delegation feels that the General Commitments should mean general obligations and not specific ones. From this point of view, we

NORWAY

Convention on Climate Change/Cost-effective Implementation of Commitments across National Borders / Proposal for a new Partnership in Development Funding related to the Financial Mechanism.

Climate change is a truly global problem requiring a global, long-term solution and global participation in a comprehensive approach addressing all sources and sinks through cost-effective measures across national borders.

The point of departure of the proposal is that the framework convention must contain elements that point towards a global long-term solution in introducing the criteria of cost-effective implementation measures. One such element should be the provision that specific country commitments on limitations of emissions may be implemented either individually, jointly or in co-operation with other countries. The proposal is based on a Climate Convention containing specific quantitative emission limitation commitments including national implementation strategies for OECD countries.

In order to ensure a cost-effective allocation of net emissions on a global basis, countries should have the option to implement part of the limitations they have committed themselves to either domestically or abroad, in co-operation with other countries. This can be done by allowing for exchange of emission commitments between countries with specific quantitative limitation commitments and/or in co-operation with countries without quantitative commitments. This cooperation could take place through a multilateral mechanism, covering bilateral and regional arrangements.

The mechanism would be part of the convention machinery and under the authority of the Parties. The mechanism would function as a clearing-house and appraise and select projects for reducing net emissions according to their cost-effectiveness, and co-ordinate funding for these projects in areas such as energy efficiency (industry/power sector), forestry and agriculture/soil management. Projects submitted by developing countries as an integral part of their development strategy should be given priority.

The net reduction in emissions resulting from any specific project should be credited the country or countries that contribute to the implementation of this project and deducted from their national commitments under the Climate Convention in accordance with agreement between the cooperating countries and subject to criteria approved by the Parties to the Climate

Convention. Such crediting/ verification would take place in the review process to be instituted as part of the framework convention. The mechanism would have a large portfolio of potential projects, thereby facilitating a more efficient matching of projects and funds than a system of purely bilateral exchanges.

Even if some groups of countries would not have quantitative emission targets in the initial framework convention, the proposed system might be of great value. Countries with specific emission commitments would still have the option to finance emission reductions in other countries as an alternative to more expensive reductions in their own countries, thereby facilitating measures of high environmental, economic and developmental value.

The Norwegian proposal aims at adding a new source for financial and technology transfer/co-operation and represents a concrete example of moving to a "second generation" of environmental agreements.

Due to the mutual benefits resulting from the proposed arrangement a true partnership can be achieved giving rise to a flow of funds and technology that might otherwise not be forthcoming. This would be an important supplement to other financial mechanisms and could become a very substantial source of development funding through the transfer of financial and technological resources. The proposed arrangement must be part of the Financial Mechanism to be established under the Climate Convention whose other function will i.e. cover the incremental costs of developing countries.

NORWEGIAN PROPOSAL

MECHANISMS FOR FINANCIAL AND TECHNOLOGICAL COOPERATION

1. A Financial Mechanism is hereby established.
2. The Financial Mechanism shall include a Climate Fund which shall be administered as a Trust Fund by the Global Environment Facility of IBRD/UNDP/UNEP.

The Climate Fund shall:
 - (a) meet on a grant or concessional basis the agreed incremental costs of developing countries referred to in Article ---,
 - (b) facilitate through provision of clearing-house functions greenhouse gas limitation investments by a Party cooperating with other Parties within those Parties' jurisdiction. Such limitations shall be credited the Investor Party towards that Party's commitments under this Convention. The Terms of Reference for the clearing house functions shall be adopted by the Conference of the Parties.
3. The Financial Mechanism shall include a mechanism for technology transfer. The mechanism shall facilitate identification and transfers of the best available, environmentally sound climate related technologies to Parties being developing countries and countries with economies in transition. The Terms of Reference for the Technology Cooperation Mechanism shall be adopted by the Conference of the Parties.
4. The Financial Mechanism shall operate under the authority of the Conference of the Parties, who shall decide on its overall policies.
5. The Executive Committee of the Parties shall, with the consent of the Conference of the Parties develop and monitor the implementation of specific operational policies for the purpose of achieving the objectives of the Financial Mechanism.

are afraid that Paragraphs 5 and 10 are too specific. Regarding Paragraph 9 the concept of "harmonizing" should be further clarified.

As for Paragraphs 11 and 12 on page 9 where options are included, we support in Para 11 "on a fair and most favorable basis", and in Para 12 "adequate and additional fund" respectively. Both are the agreed expressions of the SWCC declaration after very long and difficult debate.

In addition, my delegation is of the view that cooperation in technological research and development and dissemination of technologies should be mentioned in this section for the General Commitments.

Now, let me proceed to "Specific Commitments".

With regard to "stabilization of emissions" in the part of "Source" on page 10, we have already indicated our position. As for "Reduction" on page 11, Japan's position coincides with Alternative G.

Turning to "Sinks" on page 13, the question of forest is properly being dealt with in the UNCED process and relevant measures are going to be worked out there. Therefore, in this Convention we should confine ourselves to general recognition of its utility as "Sinks" and also of the importance of its protective measures.

In relation to "National [targets or] strategies or programmes" (page 14) my delegation would like to explain our thoughts about "Pledge and Review" process, since the Pledge part of "Pledge and Review" has some relations with national strategies.

In our proposal, Pledge and Review is an implementation mechanism, therefore, we thought the whole Pledge and Review process should be discussed in the Working Group 2. However, we see now a consensus emerging that the Pledge part is so closely related to the Commitments that the Working Group 1 should discuss it. Therefore, if other delegations would agree to discuss the pledge part in this Working Group, we could certainly support that.

I would like to take this opportunity to elaborate on the relationship between the Commitments and the pledge. The pledge is a public undertaking to take certain concrete measures, for example, in the form of a national strategy, to implement the Commitments provided for in the Convention. The content of the Pledge would vary from country to country, depending on the situation for each country. Each country should formulate the best measures to carry out the Commitment and pledge them in accordance with the procedures of the Convention. Developed countries should assist developing countries in formulating the latter's national strategy.

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The net reduction in emissions resulting from any specific project should be credited the country or countries that contribute to the implementation of this project and deducted from their national commitments under the Climate Convention in accordance with agreement between the cooperating countries and subject to criteria approved by the Parties to the Climate

Article X

1 Each Party to the Convention shall identify national practices and policies which protect, subsidise or otherwise encourage activities which lead to greater levels of global emissions than would otherwise occur. In identifying such practices and policies, the Parties will have regard to activities in, inter alia, the energy, transport, manufacturing, agriculture and forestry sectors.

2. Having identified those practices and policies referred to in Clause 1, each Party to the Convention agrees to develop, [within x months/years of the date of the entry into force of the Convention] a strategy for the phasing out of those practices and policies, to be completed no later than [year x] [x years after the date of the entry into force of the Convention].

Article X

1. The Parties, recognising the major contribution which renewable sources of energy will need to make in meeting future energy needs, shall, individually, jointly or through competent international bodies, co-operate to promote research, development and promotion of renewable energy technologies both in the development of national strategies and in their assistance to other Parties to the Convention.

2. The Parties, in the preparation of national strategies to meet their obligations under the Convention [and in the preparation of strategies to fulfil their pledges] shall ensure that measures are implemented to promote the development and exploitation of renewable energy sources and to remove barriers to these sources.

PAPER NO 32 : BRAZIL

SUBMISSION BY BRAZIL

PREAMBLE

The Parties to this Convention.

Recalling the United Nations General Assembly resolutions 43/53 and 212;

Recognizing climate change due to greenhouse warming is a common concern of mankind;

Affirming their commitment to participate in the effort to realize the objectives of the Convention in proportion to their historical responsibilities and their capabilities;

Noting that States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction;

Mindful, in this regard, that environmental considerations should not be used as an excuse for interference in the internal affairs of the developing countries, nor should these be used to introduce any forms of conditionality in aid or development financing, or to impose trade barriers affecting the export and development efforts of the developing countries;

Fully aware that the principles of sovereignty of States and of non-interference in the internal affairs of other countries shall be adhered to in all international affairs, including those relating to the protection of global environment;

Noting that policies to counter climate change should recognize the "polluter pays" principle, the different circumstances of developing countries (and countries which will be abnormally affected);

Stressing that the cost of measures needed to rectify environmental damage should be reflected in the cost of goods and services which cause pollution in production and consumption;

Aware that, in order to achieve sustainable development in all countries and to meet the needs of present and future generations, precautionary measures to meet the climate challenge must anticipate, prevent, attack, or minimize the causes and mitigate the adverse consequences on environmental degradation that might result from climate change;

Further aware that where there are threats of serious or irreversible damage resulting from climate change, lack of full scientific certainty should not be used as a reason for postponing cost-effective measures;

Considering that high priority must be given to solving the remaining major uncertainties regarding causes and effects of climate change;

Noting that actions by the Parties should be taken in a phased and flexible manner on the basis of short, medium and long term strategies and should be continually reevaluated in light of relevant scientific, technical and economic considerations;

Also noting that actions should take into account the progressive reduction of uncertainties regarding the contribution of each human activity to climate change;

Affirming that all obligations and commitments to be taken by developing countries are conditioned to and dependent upon the provision of new and financial resources and the transfer of technology on a non-commercial and preferential basis, and that the particular circumstances of countries with economies in transition should be taken into consideration in the implementation of the Convention;

Have agreed to:

ARTICLE 1 - DEFINITIONS
ARTICLE 2 - GENERAL PRINCIPLES

GENERAL PRINCIPLES

ARTICLE 2

- (i) Sustainable development is an imperative that constitutes the indispensable basis for the participation of developing countries in the framework convention.
- (ii) Countries have a common but differentiated responsibility in counter-acting anthropogenic interference in climate change.
- (iii) Lack of scientific certainty is no excuse for not developing precautionary measures that would contribute to counter-acting anthropogenic interference in climate change or to eliminating the adverse effects of global warming.
- (iv) Sources and sinks of greenhouse gases deserve attention in proportion to their effective net contribution to climate change.
- (v) New and additional financial resources as well as effective modalities for favourable access to and transfer of environmentally sound technologies, including on concessional and preferential terms are elements central to the obligations corresponding to developing countries in the framework convention.

12/9/91, 3.00 p.m.

Proposal on Principles Submitted to Working Group 1
by the following Delegations:

Cook Islands - Federated States of Micronesia - Fiji - Kiribati
Malta - St. Lucia - Sao Tome & Principe - Singapore
Solomon Islands -Trinidad and Tobago - Tuvalu - Vanuatu

(1) The Contracting Parties recognize that climate change is a common concern of mankind, requiring the participation of all states in the international community in any response, in accordance with the means at their disposal and their capabilities.

(2) The Contracting Parties, within the framework of the present Convention, shall apply the principles of equity and the common but differentiated responsibility of countries, on the basis of the polluter-pays principle as applied in the international context.

(3) The Contracting Parties to this Convention are determined to protect the global and regional climate, in accordance with the principle of sustainable development, by taking actions based on the precautionary principle. These actions shall anticipate, prevent, address and minimize the causes of climate change, and its adverse consequences, including environmental degradation and other impacts. Where there are threats of serious or irreversible damage, lack of scientific certainty shall not be used as a reason for postponing measures to prevent such adverse impacts. The measures adopted should take into account different historical and socio-economic contexts, and the availability of resources and technical capabilities.

(4) This Convention shall be without prejudice to the rules of international law governing the liability of States.

(5) Contracting Parties shall take action on the basis of immediate, medium and long term strategies, at national, regional, and global levels, in a phased and flexible comprehensive manner through international cooperation including the transfer of financial, technical and technological resources.

(6) Sovereignty: Principle 21 of the Stockholm Declaration is an appropriate basis for negotiation.

STATEMENT ON COMMITMENTS

General commitments

p.2 delete after "climate-related gases"

p.5 new language "Aim at establishing better resource-pricing by using economic instruments and refraining from subsidizing activities inter alia in agriculture and energy domains"

p.10 delete

p.11 "a fair and most favourable"

p.12 " new and additional funds"

p.14 underline its importance: personal responsibilities in particular of the affluent in all countries.

Specific commitments: sources

Our position is clear on stabilisation of CO2 emissions from fossil fuels by the year 2000 at 1990 level. Efforts to reduce other GHGs should be made as soon as possible,

As for reduction we need further work to clarify the possibilities, and e noted in this regard the very interesting statement by the delegation of Malaysia. I wish here to underline the absolute need for a long-term vision. Action of this kind will have to receive the right signals in order to adopt behavior. I can mention transport as a particularly sensitive sector. Here certainly the role of IPCC is important.

Specific commitments: sinks

We agree with among others Japan, Malaysia, Argentina and Malta that it would be desirable to have only a brief paragraph in the convention on this subject: indeed very important and constructive discussions are going on in UNCED. Certainly this is an independent process, but the need for cross reference might be best served by a brief statement, e.g. which could be taken from existing draft on forest principles: paras 3,b,c.

Having said this, we certainly feel that the Finnish proposal just circulated contains many useful elements with which we can agree. And we certainly agree that we will have to build firm bridges between this convention and the convention on biodiversity and any other possible consensus on forests that will emerge in UNCED process.

On other sinks, we agree with those who maintain that more attention should be given to them. In particular we believe that the very complicated role of oceans needs to be clarified. We are grateful to Malta for the initiative you have taken in this regard. - Also here there is of course a link to UNCED.

I wish to comment on two other issues.

The notion of differentiated responsibilities and different obligations

Sweden has circulated a text under code number misc.1/Add 12. We would be ready to provide concrete language for insertion in the convention later, if there is an interest in persuing our ideas. We remain however very flexible on the way differentiation will be carried out: but we stand firmly on the principle that the global problems requires a global response, covering all states supporting each other. And this can only be achieved if commitments are tailored to the real situations of countries, and in particular to the overriding objective of development in developing countries. In this context I wish to specifically emphasize the special needs of the least developed countries, most of which are in Africa - and where issues of land management, afforestation and desertification are essential from the climate point of view: furthermore the international community has a particular responsibility towards these countries in their battle for survival. Here I would like to refer to what just have been said by the delegate from Mauretania.

The question of national strategies

In a way we feel a little uncomfortable with the labelling of this issue as a commitment at the same level as the general and specific commitments. In fact, we believe that countries are obliged to present national measures to implement the commitments they have agreed to; this will be done in the form of national strategies or programmes - and possibly the convention itself should just provide guidelines for their elaboration and procedural rules.

This would then form the basis for the review process, which really falls outside the scope of our Working Group. Let me just add the personal reflection that I see no contradiction between national sovereignty and the review process. In this independent world all nations are regularly submitted to different form of review and monitoring - not least the OECD countries. But of course such procedures have to be agreed to; and carried out in the right way they would both support national efforts and give useful feedback to the whole system. I make this remark because I think this kind of follow-up is a logical component of multilateral system, which is certainly not at all supranational. And I am a very firm believer in that system.

"PLEASE CHECK AGAINST DELIVERY"

STATEMENT BY
DR. MOSTAFA K. TOLBA
EXECUTIVE DIRECTOR
UNITED NATIONS ENVIRONMENT PROGRAMME
TO THE INTERGOVERNMENTAL CLIMATE NEGOTIATING COMMITTEE
Nairobi, 9 September 1991

Mr. Chairman, Distinguished Delegates, Ladies and Gentlemen.

UNEP is proud to have collaborated so closely with our colleagues in the World Meteorological Organisation in preparing the groundwork for these negotiations, including climate impact studies within the World Climate Programme; the Intergovernmental Panel on Climate Change (IPCC) -- a WMO/UNEP joint venture; the Preparatory meeting for these negotiations in Geneva last September and the Second World Climate Conference. So it is really a pleasure and honour to welcome so many friends and colleagues wholeheartedly here at UNEP Headquarters, as you embark on a critical phase of your negotiations. I am especially happy to be able to welcome to Nairobi very dear friends and colleagues - Your distinguished Chairman, Mr. Jean Riper, Professor Patrick Obasi, Secretary General of WMO, Mr. Niten Desai Deputy Secretary General of UNCED and your Executive Secretary Mr. Michael Zammit Cutajar.

Mr. Chairman,

People around the world look to this negotiating group to show courage, resolve and leadership necessary to avoid the catastrophic possibilities of climate change and global warming. Governments have indicated their resolve -- in the General Assembly, in UNEP's Governing Council, in other international fora -- to build a strong convention; a treaty with meaningful commitments.

Our Governing Council, at its meeting in May, strongly supported your effort and asked me to offer all possible assistance.

We continue to make available to this Committee's Secretariat all relevant information and data collected by our on-going programmes -including the results of climate change impact studies and those of the costs and benefits of implementing these strategies. Even before being requested by the Governing Council to do so, UNEP seconded a senior lawyer to your Secretariat. We are now also financing the post of another senior staff member for the last three months of this year. Our Conference Services and two of my senior colleagues here in Nairobi are supporting this negotiating session.

Mr. Chairman, Ladies and Gentlemen.

You bear the responsibility of finding the politically, socially and economically feasible commitments to action. I do not for a moment underestimate the challenge. For the climate debate is not about ecology or protecting the environment. Instead, it concerns national vested interests of the public and private sectors. It concerns both valid and illusory impacts on economic development.

Yet, in less than ten months, it is hoped that a treaty will be ready for signature in Rio. You have had a wealth of ideas and views during the first two sessions of this Committee. Therefore, this Nairobi session must be the turn-around session. Negotiations must move ahead with deliberate speed to reach agreement on concrete treaty texts. It is time to clarify the precise wording

of the proposed convention. In this context it may be useful to consider what our experience in negotiating environmental treaties showed to be helpful - that is to put together small groups of legal experts - geographically balanced to draft what you agree upon in legal language under the supervision of your chairmen. Those experts do not negotiate. They simply translate your agreements into legal drafts which facilitate your further negotiations.

Mr. Chairman, Ladies and Gentlemen. I know you will not seek diplomatic refuge in square brackets. And I feel certain you recognise the need to build a framework convention much stronger than the Vienna Convention. The world expects as a minimum starting point a clear statement of the objective of the Climate treaty: is it keeping temperature increase within a certain level which allows life on earth to continue or setting a certain level of global warming potential that greenhouse gases concentration in the atmosphere should not surpass. And in the light of this come up with specific agreements - legally binding agreements - on: (a) reduction levels of global emission of CO₂ or greenhouse gases not controlled by the Montreal Protocol; (b) energy efficiency targets and standards; and (c) flexible, innovative, equitable mechanisms for technology transfer and for providing additional financial resources to support developing countries in securing the required technologies and in meeting all requirements of the Convention.

Mr. Chairman.

I realize there are those who argue that, despite the work of the IPCC, the jury remains out on climate change. As a scientist who has argued that action must be predicated on solid science, I strongly support the need for more research, including clarifying regional impacts, potential feedbacks and other areas. We all know many unknowns exist. Recent volcanic activity in the Philippines, coupled with smoke plumes from Kuwait oil fires, may make assessment of impacts of climate change more difficult. Yet in the face of unprecedented ecological risk, a policy of deliberate procrastination is simply reckless.

We know the arguments of wait and see. Not long ago, some said that because the science was not 100 percent, links between CFCs and ozone layer destruction were unclear. In less than two years after the Montreal Protocol was signed, science confirmed that our worst fears were underestimated. Governments rushed to tighten the provisions of the Protocol. Yet even the amended Protocol underestimated the extent of repair needed to control ozone layer destruction. We may need to go much further.

How many millions of drought victims and environmental refugees do we need before acting on climate change? How much lost land, decreased agricultural output? It is our duty to act without any delay, to put the principle, precautionary the principle of anticipate and prevent - advocated by so many - into real action. It is not only an essential response to science - it is also a moral imperative. I therefore applaud the wise words of my friend William A. Rile, Administrator of the US E.P.A., who recently argued for (and I quote) "an ethical imperative to restore and conserve the natural order." These current negotiations must

combine science, economics, law and a moral, ethical obligation to protect future generations.

Let us be honest, it is not scientific uncertainty which is the root of hesitation. It is cost that is the root cause of delay. Response costs may run into hundreds of billions of dollars. And it is the industrialised nations, who bear the major responsibility for greenhouse gas emissions, who will have to foot most of the bill. To those who argue that it is not in their direct self-interest to act; that the worst impacts will be concentrated not so much in the North, but in small island states, low-lying areas like Bangladesh and the Egyptian Delta, all in the global South, I say there are two factors which should guide these deliberations:

One, Climate change is a global environmental time-bomb. Best estimates of climatic futures do not include feedbacks and reactions. We do not know long-term, synergistic effects. There is no scientific basis whatsoever for the assumption that any country can quarantine itself against the full range of potential impacts of climate change.

Two, although economists receive passing marks for estimating response costs -- figures of up to \$1.3 trillion for the US alone or two percent of its GDP are mooted -- they have failed to elaborate the damage functions. What are the costs of inaction?, in terms of lost life; misery; lost revenues; shortage of food; destruction of habitats; human, plant and animal; loss of forests and agricultural land; declining standards of living, adaptation measures? These costs will no doubt be much greater than the cost of action. And delay will surely inflate costs.

Ladies and Gentlemen.

In building the Convention, it is critical that the IPCC continues its work as the authoritative, scientific body supporting these negotiations. UNEP is committed to further the work of the Panel. But the Panel itself must come to grips with the concerns of developing countries. They feel it is dominated by developed countries. This is a matter that - I understand - will be reviewed at the Panel's next session. I plan to discuss the question with my colleagues Prof. Obasi and Professor Bolin. In UNEP we will work with the IPCC to assist, within our available resources, country studies in some developing countries to better quantify sources and sinks of greenhouse gases, to prepare comprehensive emissions inventories and to assess costs and benefits of emission reduction strategies. We hope these studies will involve several bilateral donors, the UNDP, the OECD and the Global Environmental Facility.

Mr. Chairman, Distinguished Delegates.

I have recently returned from an extremely productive session on international environmental law and developing countries, hosted by China. Lawyers from around the world examined the legal implications of such concepts as the "common concern of mankind" and "common but differentiated responsibility." This latter concept is of particular relevance to your negotiations. While projected impacts of climate change are likely to be global, it is

the developing world -- least responsible for the problem -- who will likely suffer the most. And when considering distribution of responsibility, one should not forget that part of carbon dioxide emissions by oil producing countries come from the process of production rather than consumption by the country concerned and hence should be added to the end users emission levels. You need to take such differentials into account when building a fair global approach.

Mr. Chairman,

Recent events in the Middle East, in Eastern Europe and elsewhere remind us that the new world order is a highly volatile system. Conflict and failure are very possible. Immense progress is also possible. Through these negotiations you can contribute substantially to that progress, and I am sure you will.

Thank you.

INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE
Third session
Nairobi, 9-20 September 1991
Item 2(a) of the provisional agenda

COMPILATION OF PROPOSALS RELATED TO COMMITMENTS

Submitted by the Bureau of Working Group I

Corrigendum

Page 20, paragraph 47

Insert the following new paragraphs:

Malaysia

To complement the commitments for the stabilization of carbon dioxide, there should be also a commitment on the protection of global sinks for carbon dioxide. To this end, while recognizing the importance of conservation of tropical forests as carbon sinks, we must not deviate from the fact that temperate and boreal forests can also serve as efficient sinks. Indeed, a meaningful commitment on protection and enhancement of sinks would be to call for a minimum tree cover in all countries. Developed countries, particularly those which have undergone extensive deforestation, should play a key role in drawing up a national forestry plan aimed at substantially increasing their forests, which could contribute towards expanding global carbon sinks. On the issue of forests, I wish to take the opportunity to support the statement made earlier by Japan that UNCED will be the most appropriate forum to discuss comprehensively the issue of forestry taking into account its multi-faceted dimensions.

While forests have been singled out as sinks for carbon dioxide, we should not ignore the basic fact that the ocean which covers 2/3 of our planet forms a major sink for carbon dioxide. We wish to call for more scientific studies on the role of oceans as a major sink for carbon dioxide. In this regard, there should also be appropriate commitment in the protection of oceans. By having more scientific information on the role of forests and oceans as sinks for carbon dioxide, then only we will be able to address the protection, enhancement and increase of sinks in a comprehensive and balanced perspective.

17 September, 1991
Paper prepared by Finland

Referring to the document A/AC.237/WG.I/CRP.2 (14 Sept. -91)

IV.2. Sinks

In order to achieve the general objectives of the convention
The Parties shall:

1. Promote the protection and enhancement of sinks and reservoirs of greenhouse gasses through the adoption of appropriate and environmentally sound policies.
2. Manage their forests in a sustainable manner and practice appropriate agricultural techniques, with the aim of reducing the degradation of forests and other ecosystems, taking into account local socio-economic needs and land-use patterns as well as maintaining the ecological balance in the area concerned.
3. Maintain and enhance the amount of biomass in forest ecosystems and promote their health and ability to absorb CO₂ and other greenhouse gasses.
4. Manage their forest ecosystems, as extensively as possible in their best possible structure, by counteracting the causes of the threat posed to them i.e. the emissions of pollutants or environmentally damaging use.
5. To reduce the rate of deforestation, where appropriate, with the primary aim of stabilizing the forest area, and secondly increasing it further.
6. Develop measures with regard to other sinks and reservoirs (such as oceans and seas) of CO₂ and other greenhouse gasses.
7. Promote additional scientific research and monitoring, and improve the exchange of information on: a) the role of ecosystems (oceans, forests etc.) as sinks and reservoirs of CO₂ and other greenhouse gasses; and b) the sustainable management of ecosystems.
8. To agree first on global targets and further on national targets and on implementation measures for afforestation and reforestation

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Airline Emissions Warning

By ECO reporter

Dramatic growth of civil and military air transport is a major factor in global warming, according to the World Wide Fund for Nature. Airborne emissions of carbon dioxide could increase by 100% by the year 2020 unless all passengers exercise voluntary restraint.

In spite of several decades of rapid growth in energy-intensive air travel, aircraft emissions have attracted less attention than land-based emissions. Until now, noise has been seen as the major environmental problem caused by aeroplanes.

A new report from the World Wide Fund for Nature, authored by energy consultant Dr Mark Barrett, says that pollutants from aircraft have not been taken into account by computer models which predict climate changes from the greenhouse effect. Control of aircraft pollution should be linked to international negotiations on climate change, says WWF.

Dr Mark Barrett says, "we are already sure that aviation fuel is responsible for 2.7% of global carbon emissions from fossil fuels, and consequently for about 1.3% of global warming. The new evidence concerning the effect of high-altitude nitrogen oxide emissions could change the manner in which we evaluate the environmental impact of aircraft. This impact is significant rather than small and could be of enormous importance."

Because the volume of air traffic continues to grow, high altitude emissions will

worsen sharply in the years to come. The number of air passengers increases by 4% each year, while the tendency is for longer and longer journeys - the average distance travelled increases by 5% yearly.

A high proportion of aircraft pollution is released into the atmosphere at altitudes of 10 km (6 miles) or more and it is likely that air transport is contributing to global warming on a scale hitherto unrecognized.

Military aircraft also play a major, but unknown role in the process. It is known that, globally, they use about 25% of aviation fuel so they are an important source of pollution. However, the speeds at which they fly, their altitude and the precise mixture of the fuels they burn is shrouded in secrecy.

Dr Colin Johnson, from Britain's Atomic Energy Authority laboratories at Harwell, has estimated the global warming potential of high-altitude nitrogen oxide released by civil and military planes to be 50 times greater than that of the ground level nitrogen oxide.

The report points out that high-altitude emissions of nitrogen oxide are extremely efficient at creating ozone, and it is at precisely

		Time Horizon (years)			
		20	50	100	500
NOx global warming potential	Ground level	1.00	7.6	4.0	1.4
	Altitude	7,300	5,800	8,000	700
CO2 equivalent of aircraft emissions (Mt CO2)	CO2	60%	60%	60%	60%
	NOx	16,251	8,123	4,375	1,496
% of Total CWE	CO2	1.4	1.4	1.4	1.4
	36.8	36.8	18.7	9.8	5.4
	Total	36.8	80.1	11.8	4.8
	Total (adjusted)	87.9	16.9	10.8	4.8

Japan Switches to 'Best Effort'

By Eco Staff

The Japanese Delegation is planning to propose the following as elements of a possible convention at the third session of the INC in Nairobi:

COMMITMENT TO ESTABLISH OBJECTIVES AND IMPLEMENTATION MECHANISM

1. Commitment to establish objectives.

- Each party shall limit emissions of GHGs.
- Industrialised countries, in particular shall make the best effort aimed at stabilising emissions of CO₂ or CO₂ and other greenhouse gases not controlled by the Montreal Protocol as soon as possible, for example by the year 2000 in general at 1990 level recognising the differences in approach and in starting-point in the formulation of objectives.

2. Implementation Mechanism. The Pledge and Review mechanism was proposed as an implementation mechanism to ensure the achievement of above objectives.

NGO observers reserved judgement on the proposal, stressing the importance of firm commitments to CO₂ reduction targets and timetables.

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Abandon Hope?

Hopes that the US will agree to substantive targets for Greenhouse Gas reductions that will, in turn, put teeth into anything contained in next year's INC Framework Convention, are idle folly.

In his "post mortem" report on the Geneva INC session, delivered to the US Senate in July, Deputy Assistant Secretary of State Robert Reinstein proudly announced that G7 countries had been brought into line, while some developing countries had even "tempered their rhetoric" to suit US aims.

The American performance at the third UNCED PrepComm, held in August, shows why Washington insists on keeping thorny climate issues out of so volatile a political forum as UNCED.

Bob Ryan, deputy head of the US delegation at the recent Geneva PrepComm, restated that a broad INC Framework Convention must come first because any firm protocols now would be "premature."

But the real reason why Uncle Sam will not submit to others' demands is that he plans to pull a rabbit from his striped top hat. New official projections show that, because of slower economic growth, US carbon emissions are well below forecast. Diplomats proudly say there will be less than 10% growth in carbon emissions through the year 2000, and stability by 2030.

"We have a pretty good record on CO2 now but we don't want to tie ourselves down," concludes one diplomat.

If we don't tie you down, how can we be sure you won't leave us all hanging?

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Paul Hohnen of Greenpeace International outlines the arguments for a new UN agency to promote energy efficiency through TREES - Technologies for Renewable Energy and Efficiency.

The current arrangements dealing with global energy use are in urgent need of overhaul. We need a new international body to promote new energy-efficient technologies.

Greenpeace believes present institutions in the energy field are not only piecemeal but their functions are dangerously skewed away from solutions to global warming. They take no account of the significance of energy to development or the parts played by coal, oil, gas and nuclear fuels in damaging the environment.

The UN Committee on New and Renewable Sources of Energy, which was set up in 1981 with virtually no resources at its disposal, has demonstrated no tangible progress. Other United Nations bodies retain a peripheral involvement in energy issues. The UN Environment and Development Programs, the Industrial Development Organisation and Regional Economic Commissions have only marginal interest in energy issues.

The International Atomic Agency (IAEA) is currently the sole UN agency operating in the energy sector. Nuclear power meets only 4% of the world's energy supply. Yet industrialized countries on average devote around 60% of their energy research and development budgets to promoting it.

This represents a misguided allocation of resources in a situation where - as confirmed by experience from the USA - energy-efficiency options are seven times more cost-effective in reducing carbon dioxide emissions than nuclear power.

So we need a new institution. Establishing a new agency that grasps the opportunities offered by newer, non-polluting technologies is an important test of politicians' commitment to dealing with global warming.

With international scientific consensus concluding that cuts in carbon dioxide emissions of more than 60% are needed to halt global warming, widely-available measures to reduce energy use make sound environmental sense. These consist of moving away from traditional energy sources and substituting them for renewable sources that will not contribute to global warming.

Experience shows that efficient use of energy makes sound economic sense; it is generally cheaper to save energy than to supply it. On the supply side, however, the costs of renewables have been plummeting over recent years. This is despite investment of only a fraction of that devoted to conventional, environmentally damaging fuels.

Wind power, for example, now delivers electricity in Denmark at a cost equal to that of fossil fuels and several times cheaper than nuclear power.

Greenpeace is proposing the adoption of TREES: Technologies for Renewable Energy and Efficiency. This means overcoming substantial barriers of industrial inertia and vested interests in maintaining the old, dirty technologies.

Renewables have too often been pigeon-holed by industrialized countries as suitable only for developing nations. It is true that for developing countries they do offer the option of reducing reliance on those imported fuels that help pile up international debt. But from the global warming point of view, everyone would benefit from greater use of renewables.

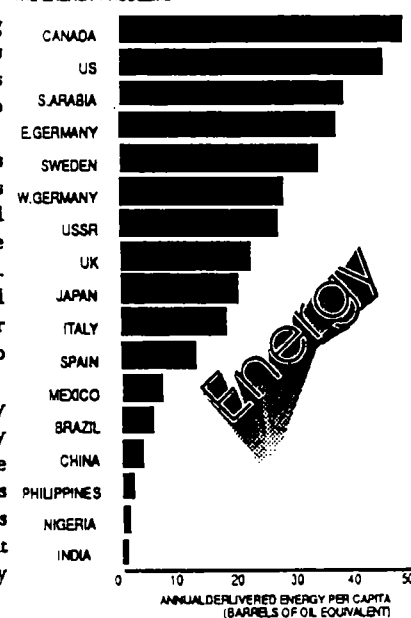
Widespread reliance on energy efficiency and renewable energy will enable all countries - developed and developing - to play their part in dealing with global warming.

We need to see the international community putting its resources behind those energy sectors which are going to deliver the maximum of environmental security for the maximum of the world's population with the minimum of environmental impact.

A new institution, to be created after UNCED, is needed to:

- promote energy efficiency
- develop integrated resource planning and policy
- delegate decision making on energy
- increase technology transfer
- coordinate allocation of international financial resources.

THE ENERGY PROBLEMS



Monday 9 September 1991	
No times given	Statements by Executive Director of UNEP and the Secretary-General of UNCED. Reports by the Chairman of the Committee and by the Co-Chairman of the Working Groups on pre-session preparations
Tuesday 10 Sep. 1991	
1000	Working Groups I and II
1500	Working Groups I and II
Wednesday 11 Sep. 1991	
1000	Working Groups I and II
1500	Working Groups I and II
Thursday 12 Sep. 1991	
1000	Working Groups I and II
1500	Working Groups I and II
Friday 13 Sep. 1991	
1000	Item 2 (c) Consideration by the plenary of progress report submitted by the Working Groups. Item 3. Review of extra-budgetary funds: (a) Special voluntary fund to support the participation of developing countries. (b) Trust fund for the negotiating process
1500	Working Groups I and II

Monday 16 September 1991	
1000	Working Groups I and II
1500	Working Groups I and II
Tuesday 17 Sep. 1991	
1000	Working Groups I and II
1500	Working Groups I and II
Wednesday 18 Sep. 1991	
1000	Working Groups I and II
1500	Working Groups I and II
Thursday 19 Sep. 1991	
1000	Working Groups I and II
1500	Working Groups I and II (conclusion of work for the session)
Friday 20 Sep. 1991	
1000	Item 2 (c) Consideration by the plenary of progress report submitted by the Working Groups.
1500	Item 1 (c) Dates and venues of subsequent sessions Item 1 (d) Provisional agenda for the fourth session Item 4 Adoption of the report

Note:

Facilities will be available for one Working Group to meet simultaneously with plenary, as required.

THE VIEW FROM TUVALU

The South Pacific Forum has issued its strongest international statement to date, demanding a substantive convention with binding commitments to reduce greenhouse gas emissions. The South Pacific's leaders, meeting in July in the Federated States of Micronesia, warned in a communiqué that global warming and sea-level rise put the physical, economic and cultural survival of their nations at risk. They put the onus squarely on rich nations.

Their communiqué stressed "the urgency of securing international action through the timely conclusion of a strong and substantive global convention."

It called for "significant and immediate reductions in emissions of industrially generated greenhouse gasses."

Greenhouse gas stabilisation means "commitments to achieve greater energy efficiency and to develop appropriate alternative energy sources and technologies," they said.

Their statements said "all countries, but particularly developed countries, must give high priority to continuing research, development and transfer of technologies" in the areas of energy efficiency and alternative energy sources.

These words fell on deaf ears when the US Assistant Secretary of State, Richard Solomon refused to discuss CO₂ reductions as he attended a post-forum dialogue Micronesia's Acting Secretary for External Affairs, Asterio Takesy, said, "I think the entire forum was somewhat disappointed."

'War of words' in Nairobi?

By Eco Staff

This Nairobi session of the INC could be the forum for major disputes over controversial proposals for 'Pledge and Review' processes, according to an authoritative British think-tank that says this formula is a recipe for new complications, not a solution.

A report published by the Royal Institute of International Affairs provides the first independent - and far from optimistic - analysis of the pledge and review proposals.

When these were put forward by the British and Japanese governments at the June session they were greeted with accusations that these two key players were collaborating to weaken the convention, which is due to be signed in Brazil in June 1992.

The RIIA report says these accusations can be expected to resurface in Nairobi.

'Pledge and Review' was interpreted to mean

that instead of having emission reduction targets agreed within a convention, governments would simply be required to develop strategies for controlling greenhouse gases which might or might not include fixed targets. The pledges would be subject to an international review process after the convention finally enters into law.

Pledges would later be subject to an international review process. The UK and Japanese governments later denied that 'Pledge and Review' would weaken a convention, arguing instead that it would strengthen it.

The INC workshop, co-sponsored by Britain's Department of the Environment and Tokyo's Global Industrial and Social Progress Research Unit, found that:

1. International discussions are confused by technical terms: clear definitions and rules for emissions are needed.

2. Equity issues will be central, so developing countries will not accept voluntary pledges.
3. Pledges are not a substitute for additional commitments in a binding convention.
4. National strategies will be an important feature of any convention.
5. The composition and authority of the review body will be critical.
6. Any new bodies created by the Framework Convention must dovetail with those already in existence.
7. Countries are so diverse, that the same process cannot apply to all.
8. 'Pledge and Review' could strengthen - or complicate the convention process.

The report stresses that equity is the anvil on which agreements and disagreements over climate must be beaten out. The industrial countries will have to pay the largest share of the bill, and these countries will also have to exercise restraint in order to allow for increasing emissions from the developing countries in the future.

Gulf War Fall-out

From Climate Action Network and Reuter
Greenpeace activists now in the Gulf for a detailed survey damage caused by the 350 Kuwaiti oil-wells left burning after the Iraq war say problems will worsen dramatically with the onset of winter.

By next January, the amount of pollution from Kuwait's oil-well fires will equal the quantity of toxic emissions from all of the world's automobiles - and it has already doubled the level of global carbon-gas pollution, according to a group of meteorologists and oil experts who gathered recently in Geneva.

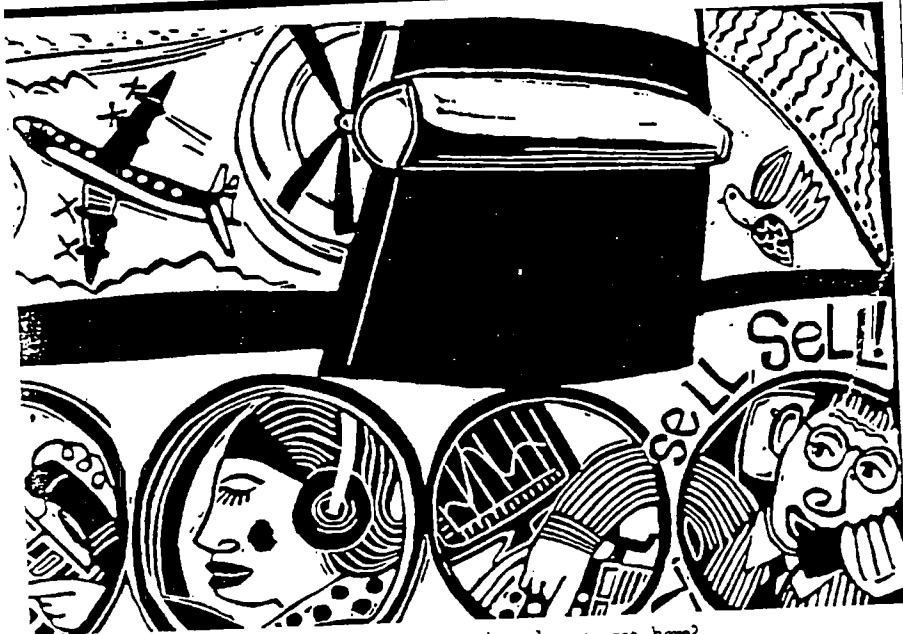
They also say that the fires are causing higher-than-normal temperatures not only in the Middle East but as far away as China.

Coral reefs are dying, along with the marine life that they support, in the South Pacific

Ocean, possibly due to warmer waters caused by the greenhouse effect or ozone holes - or both. Similar damage, in which the dead coral turns as white as chalk, has also been reported as far away as Indonesia.

A NASA report stated that these effects will occur within 1,000 km. Other sources, including Friends of the Earth suggest that the height of the plume is twice this.

It has been stated authoritatively that there is 100,000 tonnes/day of soot coming from the fire. Much of this soot has fallen into the Persian Gulf. Given that this is of the order of magnitude of one Exxon Valdez tanker per week, the effect on the water quality in the Gulf must have been be pretty spectacular in the months since the ceasefire. "Smoke and soot downwind of the oil fires are getting worse," said Paul Horsman of Greenpeace.



How many of you took a plane to get here?

this altitude that ozone has the most impact on the greenhouse effect. If the growth in air traffic continues as predicted, it is probable that emissions of carbon dioxide and nitrogen oxide will increase by 100% and 50% respectively by 2020.

Aircraft should be used more efficiently, with a 90% passenger load rather than 68% as at present. Air traffic controllers should avoid stacking at airports. More modern aircraft with cleaner engines should be introduced as soon as possible and passengers should find alternative transport such as sea or rail. Most business travellers could use fax, phone or other telecommunications to avoid travelling at all.

There has been very little scientific research done on the environmental impact of aircraft emissions, so the figures given in the WWF

report can only be rough calculations. The estimate - based largely on the work of Dr Johnson - is that nitrogen oxides from aircraft could increase global warming by between 5% and 40%. Dr Barrett says that the adoption of new technologies might prevent aircraft pollution from rising significantly between the year 2010 and 2020. But as new air-frame and engine technologies saturate the stock, towards the end of this period emissions of carbon and nitrogen oxide will rise again. So any technical fixes will be overwhelmed by the increase in demand and pollution will rise inexorably. The only means of preventing this is demand management: telecommunications must substitute business travel and improvement of local amenities can reduce the desire for long-distance vacation travel.

Forests & Climate in Impact

The Kenya Consumers' Organisation has produced the second edition of *Impact Newsletter of the Climate network Africa*. This issue examines the connection between forests and climate conditions. Articles include an essential primer on INC 'Sources and Sinks' jargon and Carbon Dioxide Offset Policy.

KCO/Climate Network Africa, PO Box 21136 Nairobi, Kenya.

'Earth Summit'

Earth Summit Conversations with Architects an ecologically Sustainable Future is useful background reading for those interested in deepening their understanding of the issues involved in the UNCED negotiations. The collection of interviews provides a good mix of practical and theoretical perspectives on the promotion of sustainable development. A joint publication of Commonwealth and Friends of the Earth, copies may be obtained by writing to Commonwealth P.O. Box 316, Bolinas, CA 9492 USA. FAX: (415) 863-223 Tel: (415) 868-0970

THANKS

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Tolba Turns Heat on US

By Eco Reporter

Mostafa Tolba, the Executive Director of the United Nations Environment Programme (UNEP) launched what most observers saw as a thinly-veiled attack on the position of the United States, at the resumption of negotiations on a climate convention in Nairobi yesterday.

"How many millions of drought victims and environmental refugees do we need before acting on climate change?" asked the UNEP Director. There were "less than ten months" to agree a climate treaty, he reminded diplomats. The INC negotiations are designed to create such a convention by the time the UN convenes its June 1992 'Earth Summit' in Rio de Janeiro.

The talks were convened seven months ago by the UN General Assembly under the name 'Intergovernmental Negotiating Committee (INC) For A Framework Convention on Climate Change' but have made little progress in two fortnight-long meetings, in part because the United States and others have opposed exactly the specific "binding legal agreements" to reduce global emissions of CO₂ and other greenhouse gases which Tolba calls for.

The Climate Convention, said Tolba, should be "much stronger" than the Vienna Convention set up to protect the ozone layer. That Convention, partly engineered by Tolba, which led to the Montreal Protocol controlling CFCs (greenhouse gases and ozone layer destroyers). The Vienna Convention, while referring to climate change, did not tackle the problem, including controls on CO₂ which is the main contributor to the global warming problem.

The Executive Director's comments were delivered to delegates from almost one hundred countries, gathered to open the Third Session of

the INC talks. They add to growing pressure on the United States, which so far refuses to consider specific commitments to curb its greenhouse pollution. They will also be unwelcome to countries such as the UK and Japan, which have previously proposed a vague and voluntary system called 'Pledge and Review'.

Last night delegates from countries which have already committed to taking action to cut their greenhouse gas pollution were warning that the UK and others will raise 'Pledge and Review' at today's session in order to delay progress towards targets and timetables.

Tolba also called for "specific" and "legally binding" agreements on "energy efficiency targets and standards" together with "flexible, innovative, equitable mechanisms for technology transfer and for providing additional financial resources to support developing countries in securing the required technologies and in meeting all requirements of the Convention". The US can be expected to oppose such standards on energy, and would only accept 'additional' resources for developing countries if these were transferred from other aid and development budgets.

Dr Tolba, himself a scientist, added that while he realized that "there are those who argue that... the jury still remains out" on the issue, "in the face of unprecedented climate ecological risk, a policy of deliberate procrastination is simply reckless".

Tolba bases all his proposals for specific commitments under a climate convention on the idea that it should limit temperature increases to 'a certain level which allows life on earth to continue', a basic concept not yet taken up by negotiators.

Greenpeace echoes Tolba's Frustration

By Eco Staff

Greenpeace campaigners yesterday voiced rising frustration with slow progress toward the INC Framework Convention as the 1992 deadline approaches, echoing parts of Mostafa Tolba's introductory speech to delegates.

"It is the first and only time these negotiations are being held in the ^{developing} world. Negotiators now only have nine months to agree on a framework convention to halt global warming, expected to be signed in Rio de Janeiro in June next year," said Greenpeace spokesperson Paul Hohnen.

Calling on developing countries to push for an environmentally-effective solution, Hohnen also said "this meeting provides the developing world with an historic opportunity to ensure that the industrialised world heeds the advice of its own scientists."

"In spite of authoritative scientific warnings of unprecedented climate change, most industrialised nations - the main greenhouse gas factories - refuse to take meaningful action," said Hohnen.

If the 'Worst-case' predictions of climate change are correct, the 1992 climate convention may be the last chance to halt global warming, he said.

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No Decision Will be Taken

The climate talks are already bogging down in 'Pledge and Review.' Today there will be a discussion of the idea touted by Japan, by the UK and others. It is clear that most countries do not understand it. It is also clear that it's not meant to be very clear. It remains, as was stated in Geneva, a formula for 'hedge and retreat'.

As delegates fiddled and fidgeted, made paper aeroplanes and yawned in the jet lag at the tail end of yesterday afternoon's session, Chairman Jean Ripert led a desultory discussion about whether to have a plenary discussion on what 'Pledge and Review' might mean.

The Netherlands declared it would only take part in a discussion if others did. The Group of 77 decided they needed to have a meeting before they could attend a meeting to have a discussion. Eventually, Japan was coaxed into agreeing that if a discussion took place, then it would take part. The UK 'helpfully' undertook to circulate its 30-page closely-written and ultimately inconclusive report of a workshop on pledge and review. The price was a reassurance from the Chairman that it would be 'an informal meeting' which 'certainly won't reach any conclusions'.

Earlier Mostafa Tolba of UNEP had tried to impress the urgency of their task on the delegates. He referred to ethical imperatives and moral obligations.

Once Dr Tolba left, the discussions descended into reality. The Chairman was concerned with procedure, and particularly the two Working Groups which had split the work of the negotiations between them, in order to speed progress.

He pointed out that pledges were rightly in the remit of Working Group 1 as that dealt with 'commitments.' Whereas reviewing was an activity which Working Group 2 should deal with, as it covers 'mechanisms'. Thus 'Pledge and Review' can only be properly discussed by both Working Groups meeting together. So as a device for slowing down the climate talks, 'Pledge and Review' is tailor-made. As a way of delivering an effective climate convention, its credibility is zero.

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Greenhouse Cartel of Drunk Drivers

By Aubrey Meyer

The cartel of greenhouse-gas polluters led by the United States and the United Kingdom stands in the dock for drunk-driving offences - being "over the limit" on emissions and "under the influence" of bad habits of consumption.

As in all drinking problems, the rest of the global family ends up suffering. If we accept the principle of equal per capita emissions rights, a basic minimum of 55% of the world's population already live within the IPCC's cut-for-stabilization parameters. The majority of our planet's inhabitants is subsidising this "drunken minority."

"We believe that all people present and future, should have rights to life and sustainable livelihoods which are free from the threat and the reality of human-induced climate disruption. We stress that the responsibility for taking corrective action and reducing bad practice lies with those who created and who continue to exacerbate this global crisis. We demand that their response should be immediate and without prevarication, and should take special action over this issue of social equity."

When national CO₂ emissions are taken gross for all countries the global total is 7.6 billion metric tonnes of carbon (MTC) and the global annual per capita average is 1.5 MTC. This, cut by 60% (the IPCC's minimum cut for atmospheric concentration stabilization), gives a per capita threshold figure of 0.6 MTC.

Over half the world's population already emits at or below this threshold. Moreover, there is a collective shortfall in the emissions of the countries below the limit equal to over 10% of the "below threshold" emissions total.

This 10% credit is effectively "donated" as a form of environmental subsidy to the over-the-limit industrial polluters in the North.

It is not just that individual US citizens emit CO₂ at 22 times the rate of, say, individual Tanzanians, it is that US citizens are 10 times over the limit whilst Tanzania is not even halfway to it.

Each UK citizen emits at 5 times the rate of each Indian, but UK citizens are more than 4 times over the limit whilst India could collectively deliver another 90 million metric tonnes of CO₂ emissions, without being over the limit.

This is the North's "Ecological Debt" to the Third World and it massively outweighs the "Third World Debt" to the North. The Americans and their friends should sober up and get serious about emissions. Nobody's asking for total prohibition - just equal rights.

Developing countries subsidise the rich

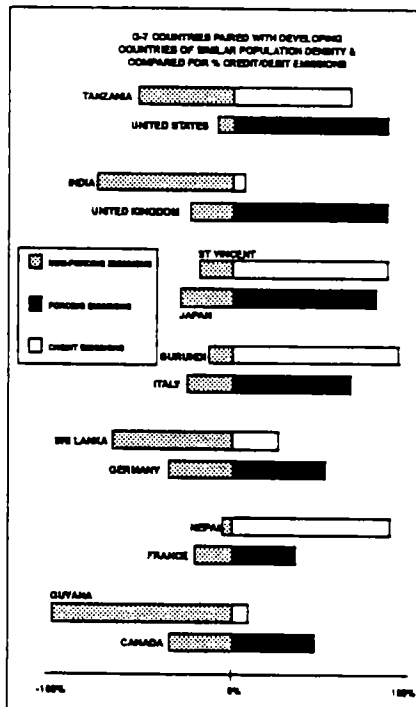
countries' ability to keep pumping out carbon. This constitutes a form of global welfare payment from the poor to the rich.

The US government forges a 15% increase in US CO₂ emissions over the next 15 years. Any CO₂ reductions amongst the other rich countries will be completely absorbed by the projected US emissions increase, as the US currently produces 147% of the CO₂ emission of the other group members combined.

The Overseas Development Administration - Britain's aid agency - says the UK aim to conserve Third World forests is to "help them in their efforts to control their emissions of greenhouse gases." It's really the other way round - developing countries are being coerced into helping Britain solve its emissions problem. The UK Department of the Environment is advocating replanting a tropical forest area 1.1 times the size of Britain in order to offset the effect of UK CO₂ emissions.

The United States, too, wishes to restrict discussion of this issue to the INC, keeping it right outside the PrepComm framework of the UNCED process, where the majority of nations might just wake up to the fact that one country with only 4% of world population is responsible for about 25% of the CO₂ problem.

Aubrey Meyer is coordinator of the London based Save the Forest/Save the Planet, whose statement submitted to G7 heads of government at the London Summit - an extract is given opposite - was signed by leading politicians and environmental activists in Britain and Europe.



Scientific Uncertainty is Global Catch-22

The stakes are simply too high for us to relax and assume the current models are wrong, writes Dr Jeremy Leggett, Director of Science with Greenpeace International.

Scientific uncertainty is sure to be pressed into service at these negotiations in opposing ways by opposing groups.

One group, led by the low-lying nations most immediately threatened by sea-level rise, will evoke the uncertainties as a spur to action, as a reason to exercise the precautionary principle, and to make urgent cuts in greenhouse gas emissions.

Another group, led by the United States, will cite the uncertainties as a justification of inaction, for persisting with the mass incineration of fossil fuels responsible for some 60% of the human-enhanced greenhouse effect, at least until further scientific investigations have been completed.

Cautious policymakers in the White House, who advocate a "wait-and-see" approach, in fact advocate a form of reckless caution: a willingness to mortgage the future.

The likely outcome of this impasse is continuing deadlock. Bookmakers should be

offering long odds on successful completion of the Climate Convention.

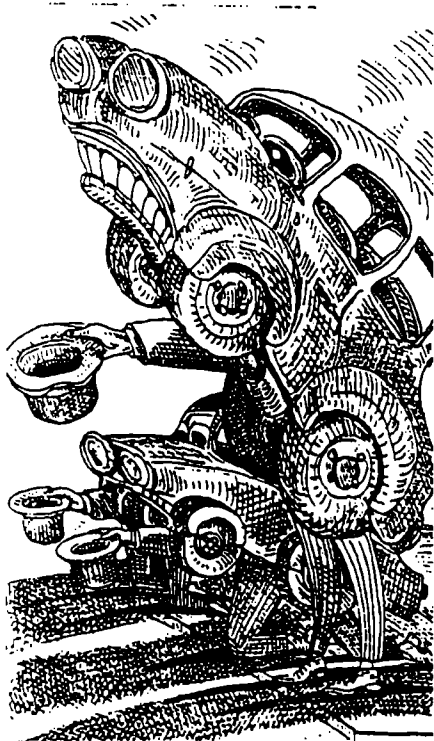
Two graphic examples of the way new scientific discoveries tend to complicate - rather than ease - the dilemmas of policymakers are climate models for snow and oceans.

Snow-cover had been assumed to set off a positive feedback in a warming world.

But scientists found that, depending on the behaviour of clouds above melting snowy terrain, the snow feedback ranged from strongly positive to weakly negative. The more we look, the more uncertainties we uncover.

Results of a major international investigation of the oceans, add to the problem. The Joint Global Ocean Flux Study (JGOFS) asked how much carbon dioxide flows to and from the oceans. The study found astonishing variations in the carbon dioxide content of the ocean waters of the North Atlantic. So most estimates will be subject to significant error.

The more we look the more ignorant we discover we are. Can we gamble that the models are wrong? They *might* be. The stakes certainly involve the environmental study of our children, possibly involve the viability of civilisation, and perhaps even place at risk the future of life on the planet.



Oil, oil give us more oil

G7 Fails Environment

The seven leading industrialized countries held the annual G7 Economic Summit in London in July. Environment groups criticized the G7's environmental commitments and rhetoric as dismal even by comparison with Houston and Paris. Once again, the US was accused of arrogance and intransigence in thwarting other countries' efforts to agree on more concrete commitments on climate. Under the pressure of the United States, the G7 failed to make any reference to the need to limit CO2 emissions.

The only positive note on climate was actually contained in the section of the Summit Economic Declaration on Energy, where the G7 committed themselves 'to price energy from all sources so as to reflect costs fully, including environmental costs.' The same groups now look forward to learning what plans the US has to implement this commitment.

G7's failure to take climate and other environmental issues seriously was a major disappointment to environmental observers, as this was the last G7 Economic Summit before Rio. Reports are that President Bush was surprised by how strongly some of his other G7 colleagues felt on the need to undertake a leadership role on climate and on the importance of UNCED itself. "Hopefully he will get the message" said one NGO in Nairobi.

THE VIEW FROM TUVALU

Let no one say that the rich nations of the North have a monopoly on spewing out ozone-depleting substances. Thanks to diverse acts of God, the South is also doing its bit: just one volcanic eruption is capable of wiping out 7-10 percent of the ozone layer.

A report published by 'New Scientist' on the spread of dust clouds from the eruption of Mount Pinatubo in the Philippines as the point of departure for a hair-raising scenario involving ozone-depleting reactions in the stratosphere.

Could the dormant volcanoes of the earth's geologically-unstable areas - largely situated in the developing world - be the ultimate sanction to hold out against the 'Pledge and Review' crowd - a sort of throwback to the old days of Mutual Assured Destruction?

Scientists from the University of Rome calculate that the 1982 volcanic eruption of El Chichon in Mexico could have wiped out seven percent of the ozone layer at northern latitudes. By the year 2010 a similar eruption could demolish 12% of earth's protective layer. In contrast, scientists say the Mount St Helen's blast in Washington State, USA, sent puny volumes of dust into the stratosphere.

Dust particles from volcanoes provide effective sites for chemical reactions between ozone and chlorine compounds in the atmosphere, as ice does over Antarctica.

Italian scientists Giovanni Pitari and Guido Visconti say because of higher chlorine levels the next big eruption will have double the effect of the last. You have been warned!

Japan Disappoints

Some European Community member States and other knowledgeable sources were surprised and disappointed with the new Japanese negotiating position on CO2 as reported in yesterday's ECO.

They were expecting a position which was much stronger than the "best efforts" wording contained in the Japanese proposal on a "commitment to establish objectives" and on a specific CO2 commitment rather than allowing credit for other greenhouse gases not controlled by the Montreal Protocol.

Clarification was being sought from the Japanese whether they are serious about a clear CO2 commitment by industrialized countries. Hopefully such a clarification will be provided in today's discussion on Pledge and Review.



TUSKER

Taking a break from snapping acacia trees on the slopes of Mount Kilimanjaro, Tusker found himself in Nairobi recently and was surprised to come across a gathering of small grey-suited animals just across the road from Uhuru Park.

Stealthy approach through the traffic revealed that these pale, two-legged little creatures were gathered around the pool of the Intercontinental Hotel, apparently one of their favourite watering holes.

Tusker managed to get within a few metres of these unusual but apparently loosely colonial creatures, and was able to make out a few snatches of their primitive, mumbling cries. Sounds like 'Pledge and Review' and 'mine's a scotch' seemed to be prominent calls, while others were chirruping along the lines of 'Mr Chairman, the Etruscan translation seems not yet ready: I insist on a plenary'.

Unfortunately, Tusker was just getting familiar with these fascinating little beasts when one of them sounded the alarm, and they all rushed off to their respective burrows, jangling small metal objects attached to plastic. Clearly there is some sort of colony of these beasts, which Tusker has since learnt are known as 'climate delegates'.

Tusker hears that they can be seen heading out into the Rift Valley towards Gigiri, where they apparently have some sort of daily gathering. Clearly this diurnal migration needs further investigation, although by all accounts it has local observers baffled, as it seems to be a fruitless activity.

EC Oil Tax Wrangle

By Eco Reporter

European Community countries would feel almost no economic pain from a proposed new tax that could add \$10 to a barrel of oil, a confidential survey shows.

EC Commissioners are today scheduled to begin discussing the proposals - which lobbyists say would cause mass unemployment and destroy the energy-intensive industries. But a report by DRI, an independent consultancy hired by the EC - shows the eight most industrialised states would in fact suffer a decline of no more than 0.08% in GDP between 1991 and 2003.

The study also says inflation would rise by only 0.29% and balance of payments would actually improve. The study concludes that the negative effects of the proposed tax - which would raise US\$ 37 billion a year - 'are more than compensated for by benefits elsewhere.'

The EC tax proposals come as part of a broad-ranging package including measures to improve air quality, to foster more efficient energy use in the home and better transport.

The EC Commissioners were told, however, that in order for the community to meet its goal of stabilising emissions at 1990 levels by the decade's end a US\$ 18 a barrel tax would be necessary. They concluded that so large a tax was 'not politically realistic.'

The proposed tax - expected to have a hard time securing approval from the 17 Commissioners - would be introduced between 1993 and 2000 and would levy a fixed charge on the 10.7 million barrels a day of oil burned in the community. Non-renewable fossil fuels and nuclear energy would pay a special levy.

Meanwhile, Spain has reportedly announced that it plans to accelerate the rate at which its power stations and heavy industries emit carbon gases - from 25% to 36% by the year 2000.

Sub-Arctic Change

by Tessa Robertson

Plant life in Alaska is already suffering changes because of the greenhouse effect, according to two new studies from this sub-Arctic region. In the tundra region between Fairbanks and Pradeaux Bay, warming has caused changes in both the characteristic vegetation of the region and in the amount of carbon taken up and stored.

In the first survey, greenhouses were placed over areas of tundra and the temperature was raised inside them. Over a period of time, cotton grass, the dominant vegetation, was gradually replaced by dwarf willows.

What surprised the scientists was that areas of tundra not covered by the greenhouses began to show exactly the same changes, causing them to conclude that warming was actually happening.

The second study has been going since 1982, and involved sampling areas of tundra and measuring the carbon taken up. Tundra normally stores carbon, but the most recent results show that the areas sampled are now net exporters of carbon, something that only happens when long term warming is taking place.

The papers were presented at a meeting of ecologists in San Antonio, California three weeks ago, and were carried out by American scientists. President Bush, calling for more hard evidence about the greenhouse effect, should take note.

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Everyone's favorite climate change cartoon

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Climate Talk Commitments?

by ECO staff

The talks on the climate convention in Nairobi were yesterday dominated by special debate on 'Pledge and Review,' a controversial proposal which environmentalists have criticised as a retreat from specific commitments to action.

The positions of Japan and Europe converged on reaffirming the need for legally binding commitments, effectively relegating 'Pledge and Review' to a way of implementing these. This further isolates the United States.

The European Community and Japan, proposers of 'Pledge and Review,' both specified similar targets for a freeze on carbon dioxide emissions by industrial countries in 2000, at 1990 levels. EC and EFTA countries called for 'new and additional' financial resources to ensure that developing countries could also take action. This left the United States alone among major industrial powers in opposing these measures.

Increasingly aware of environmental issues, Japan opened the debate by recalling the characterisation of 'Pledge and Review' in Geneva, as 'hedge and retreat.' Its position had been 'misunderstood' by environment groups, sometimes 'intentionally,' Japan said.

However 'pledges should not be seen as a retreat from making commitments' but should follow commitments, as 'a mechanism to help implement' them. Ambassador Akao of Japan said 'first' there should be 'commitments on sources and sinks, then 'Pledge and Review' to ensure implementation of commitments.'

Adam Markham of WWF International comments: "the Japanese position still contains several escape clauses, and allows for targets and timetables to be discretionary rather than mandatory. Moreover, it appears to leave open

stabilization of a 'basket' of gases comprising CO₂, methane and others."

Austria highlighted "the urgent need to discuss legally-binding commitments," while Switzerland declared that the Convention had to contain "legally-binding commitments." Sweden warned that the "seemingly attractive idea" of 'Pledge and Review' was so easily misunderstood that "straightforward obligations and commitments" should be preferred.

The Netherlands, speaking for the European Community, called for general and specific obligations with which all countries had to comply. Switzerland added that 'Pledge and Review' should make commitments public but these should come from the convention.

Environmentalists have criticised 'Pledge and Review,' fearing that it could become a substitute for commitments to take action to reduce greenhouse gases, or impede negotiation of a climate convention requiring such commitments. (continued on page 4)



Mr Boddens-Hosang of the Netherlands

Working Group Reports

By Eco Staff

The majority of the first session of Working Group 2 was taken up by a discussion of the work program over the next two weeks and complaints from delegations that the single text on elements relating to mechanisms was only in English and had just been received by countries at the beginning of last week. It was agreed that the text should not be considered an official paper and was therefore described as the 'co-chairs text.'

The meeting focused on the structure of the first section on text related to scientific and technical cooperation, monitoring and information. Four major points were discussed.

The Saudis questioned a firm commitment on information exchange, commenting on undefined implications for national sovereignty and proposing that it be voluntary. More than one participant shook his head in disbelief at the proposal.

Working Group 1 got off to a rip-roaring start with a two-hour debate on the agenda for discussion. "With a rate of progress like this over coming days, we can be assured of smooth advances toward an agreed text by the turn of the century," said one NGO observer.

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Time for Africa

African countries have agreed a common position on the global warming issue, and that is a significant step (see article page three). In fact the agreement, reached in July but little known outside this continent, is perhaps the most significant development on the climate change issue for many months.

Africa, like the small island states, has now become a player in the greenhouse debate. By acting as well as agreeing together, African nations now have the opportunity to help dictate the pace and direction of the climate negotiations, rather than just sit back and wait to see what disappointments the process throws up. But the key is action, and unless African countries now speak out, the world will not realise that they do have a coherent and thought out policy.

Of course that policy will go on being revised and amended, not least when Africa's UNCED representatives get together in Cote d'Ivoire this December. It does not go nearly as far as some in Africa would like. A great deal more could be done to mobilise Africa's indigenous solar and other technologies to prevent dependence on fossil fuels, for example.

But it is specific about carbon targets, forests and savannah. Coming as it does from one of the planet's largest and most populous continents, the African position deserves to be taken very seriously by the OECD countries and the rest.

Lost in Translation

If anyone doubted that 'Pledge and Review' is a recipe for confusion, they need only consider the comments of delegates at yesterday's special INC session. The delegate of Senegal, the delegate of the USSR and the delegate of Argentina all confirmed that it was difficult or impossible to translate. Why? Because as the old adage of negotiators goes, when the translators can't tell you what someone is saying, it means that what they're saying doesn't mean anything much.

Extracts of Japanese 'P and R' Position

"...At the second session of the INC... our proposal invited a lot of misunderstanding and criticisms particularly from NGOs calling it 'hedge and retreat.' These criticisms have been based on misinterpretation. The 'Pledge and Review' process should not be regarded as a retreat from making commitments.

"As we stated during the last session, the 'P&R' process will provide an implementation mechanism of the commitment which will be defined in the Convention. The important point is that first comes the commitment on sources and sinks and then comes the 'P&R' process as a mechanism to ensure the implementation of the commitment.

"We would like to make the following proposal: - all Parties shall limit emissions of greenhouse gases... industrialized countries, in particular, shall make best efforts aimed at stabilizing emissions of CO₂ or CO₂ and other greenhouse gases not controlled by the Montreal Protocol, as soon as possible, for example by the year 2000 in general at 1990 level, recognizing the differences in approach and in starting point in the formulation of objectives...

"First, each country (or regional group) makes public a pledge, consisting of its past performance, strategies to limit greenhouse gas emissions

and targets or estimates for such emissions as the result of the strategies.

"Second, a review will be conducted periodically for each country/regional group by a team of experts from different countries/regional groups and the report will be submitted to the permanent review committee:

"Third, the results of the review, that is, the report, will be made public through appropriate procedures by the review committee and the Conference of the Contracting Parties:

"Fourth, guidelines for the review will be established by the Conference of the Contracting Parties or the review committee.

"Fifth, this process will be applied to all Contracting Parties, both developed and

developing.

"For industrialized countries, in particular, most of them have already established and announced their specific targets to stabilize (and reduce) CO₂ emissions... the pledge has to include concrete strategies and measures together with such targets. These ... are subject to examination by a team of experts and the review committee.

"As far as Japan is concerned, the Government of Japan, last October, established the 'Action Programme to Arrest the Global Warming,' which includes the following target:

(a) the emission of CO₂ should be stabilized on a per capita basis in the year 2000 and beyond at about the same level as in 1990, by steadily implementing a wide range of measures

under the Action Program, as they become feasible, through the utmost efforts by both the Government and private sectors;

(b) efforts should be made... to stabilize the total amount of CO₂ emission in the year 2000 and beyond at about the same level as in 1990,

through progress in

the development of innovative technologies, etc., including those related to solar, hydrogen and other new energies as well as fixation of CO₂ at the pace and in the scale greater than currently predicted.

Since then, we have been exerting our efforts to achieve our goal.



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ECO INFORMATION

1 The Unprecedented Effects of Global Warming

Bequeathing the Unprecedented

Known:

Carbon dioxide traps infra-red radiation, forcing up average global temperatures.

Known:

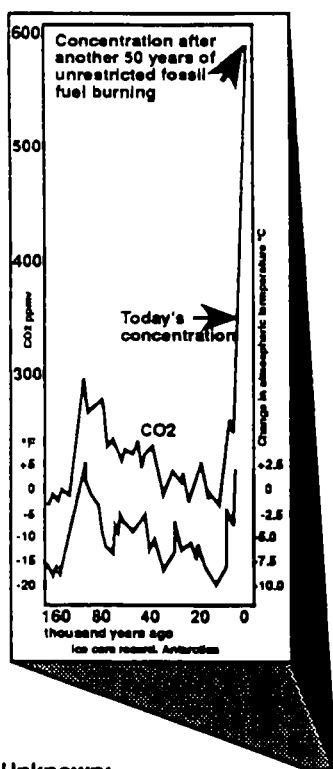
Atmospheric carbon dioxide concentrations never exceeded 300 parts per million in the last 160,000 years - until the mass burning of fossil fuels began.

Known:

Atmospheric carbon dioxide concentrations are soaring. By the time the children born today are the world's decision-makers, their atmosphere will contain the equivalent of more than 600ppm of carbon dioxide

Certain:

Inaction = accelerating global warming, and sea level rises



Unknown:

How fast temperatures could rise, and how far, when even a tiny increase will imperil whole ecosystems. Seas just a few tenths of a metre higher would imperil dozens of human cultures in atoll nations and create tens of millions of refugees from low-lying regions of nations such as Bangladesh, Egypt and China. Further sea level rises would threaten coastal cities such as Miami.

Thanks to Greenpeace

Africans Urge Warming Halt

By ECO Staff

Meeting in Cairo in July, African nations reached their first common position on global warming, and called for a 'substantial' reduction in global carbon dioxide emissions by the end of the century.

The African region 'Common Position' (CP) for UNCED thrashed out at an Economic Commission for Africa meeting, emphasises the need for action from industrial countries to cut carbon dioxide but does not rule out measures in the developing world. It also calls for 'massive afforestation and rehabilitation' of forests and grasslands in Africa.

The African position, drawn up in preparation for the UNCED 'Earth Summit' to be held in Rio next June, could transform the role of the continent in the climate talks, creating the same sort of profile for African countries as that of such blocs as the Alliance of Small Island and Low-Lying States.

Noting the 'great importance' which participants attached to the on-going climate negotiations, the CP recalled that it was the 'primary responsibility' of the industrialised nations to bear the burden of stabilising and reducing the emission of greenhouse gases.

In particular, the African group called on the international community 'and in particular the developed countries, for a commitment to halt global warming and to reduce carbon dioxide emissions from 1990 levels substantially by the year 2000'.

According to the CP, which was the basis for African negotiators at the recent Geneva UNCED Precom, a 'two-pronged' approach is necessary to respond to global warming.

The first involves a 'drastic reduction' of the emissions from industrial sources of all gases that contribute to global warming. The CP noted that the IPCC concluded that a 60% cut was required immediately to stabilise present day atmospheric contributions of GHGs, and that there were technical studies to show that cuts of over 20% could be made by industrialised nations at 'no, even negative cost'.

The second measure was 'massive afforestation and rehabilitation of tropical forests and savanna woodlands' as a matter of urgency. It noted further that Africa was a 'major sphere of action' in this regard.

The CP also underlined the importance of adequate provisions in the Framework Climate Convention to enable developing countries to increase their financial and technical capacity to meet their obligations under the convention.

Importantly, it stressed that the convention 'should...provide for the promotion and development of the local technical capacity to mitigate those causes of environmental problems resulting from ecosystem depletion and degradation.'

THE VIEW FROM TUVALU

By Gilbert Arum

Is appropriate economic development a pre-requisite for controlling climate change? A dangerous misconception seems to have been created at INC, in that many see development as being synonymous with economic growth. What has been forgotten is that the climate problem's roots can be traced back to all sectors of the modern economy. We are dealing with the values of and attitudes toward development.

For the same reason, delegates propose the use of market forces to correct both climate and poverty problems. How can the cause be the cure? Working Group One's draft text (Misc 9), creates the illusion that developing countries are worried only about eradicating poverty. This is obscuring the main task of the international community.

This is to re-examine the resources balance; to correct inefficient and wasteful use of resources; and to seek optimal resource utilization patterns in an integrated, comprehensive move toward sustainability. A climate convention is about a commitment to usher the human community into the next century and beyond. Specific commitments and targets are needed for the climate problem. The targets should create a sustainable future recognising the need for a continued flow of social, economic and environmental resources.

How can we discuss a framework convention on climate without reference to human rights, and forces that impact on the environment and resource base?

Any guiding principles for concrete action and targets should have the survival of the human being as the central focus.

Gilbert Arum works with KENGO in Kenya.

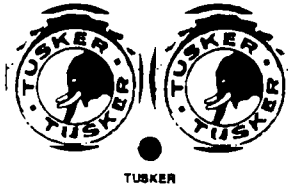
Non-Aligned Fears

By Eco Reporter

Non-Aligned Nations share concern about the need for an early, effective climate convention.

The 1991 NAM declaration - from week's summit in Accra, Ghana - emphasises the critical relationship between environment and development. It concludes by 'recognising the need for the work... UNCED (and INC) ... to place more emphasis on developmental issues, especially in providing new and additional resources, transfer and access to environmentally sound technology... the movement agrees that the Non-Aligned countries should adopt a common stand in these negotiating processes to ensure that their concerns and interests are properly and adequately addressed.'

NAM member states could be among the most seriously affected by climate change.



TUSKER

Deeply disturbed by the intense human activity in Gigiri and anxious to discover its meaning, Tusker yesterday withdrew to the Great Rift Valley to summon a parliament of the animals.

The eldest and wisest of the beasts, Tusker, opened the proceedings by reminding them they had nine months to discover why the world was heating up and their grasslands withering.

Seven well-fed beasts of prey - among them an elderly but still cunning lion - kept a haughty distance from the varied herd of 77 younger, swifter-footed animals that had come to hear the debate. "Your troubles are no concern of mine," cawed the bald eagle. "No one here shall tell me how high I may fly or just how much mess I make."

Six other slightly more conscientious beasts, including the lion, looked thoughtfully at the herds of game and wondered if the eagle's intransigence might spoil their future hunting prospects. "If we really promise to consume less," asked their spokesman, "can we be sure we will always continue fiercer and stronger than the 77?" A Japanese crane was going to speak, then changed its mind.

"Your promises and pledges were not supposed to include any specific commitments from we poorer animals of the plains," complained a Senegalese gazelle, a Peruvian Llama and a Pakistani wolf. The Argentinian condor concluded "we can promise you nothing."

Tusker expects mud-slinging round this water-hole. Most worrying is the widespread rumour that a Saudi camel is delaying the whole proceedings. Watch this space.

Pledge and Review (from page 1)

Observers say the UK, which was privately trying to maintain that 'Pledge and Review' could mean almost anything in order to win backing for a convention that the US would accept, has had to submit to pressure from Germany, Denmark and others in agreeing to the EC position.

The debate forced the United States to take its first public stance on the subject, only to disclose that it had 'no position.'

The 'like minded' countries - mainly the EC, EFTA and Japan - are now likely to try and minimise any delay cause by discussing 'Pledge and Review' by confining discussion of pledges to Working Group 1, and review to Working Group 2.

The central issue is what commitments countries will really make. In the words of one US source, this 'could lead to a "shoot-out at OK corral" between Europe and Japan one side and the US on the other.

The Cairns Group and OECD countries have to clarify the relationship between 'Pledge and Review' and commitments. St Lucia and a number of developing countries including Peru, Pakistan and Brazil, emphasised that neither 'Pledges' nor 'Reviews' should be used to coerce developing countries into changing their policies.

EXTRACT FROM THE EUROPEAN POSITION ON 'P&R'

"In our view the convention should, inter alia, contain, the following elements:

- general obligations and commitments to which all parties have to comply;
- specific obligations and commitments for those parties who will have to take specific responsibility at this stage, particularly industrialized countries;
- Appropriate review and implementation mechanisms.

In our view a pledge mechanism could

serve to specify obligations and commitments and establish additional obligations and commitments. Such pledges should also be subject to an efficient review mechanism.

In particular the 'Pledge and Review' system would be an important instrument to reflect the differentiated responsibilities.

In this context I would like to reconfirm the position of the EC that a crucial part of the package to be agreed in the process towards Rio 1992, is the stabilization of CO₂ emissions by the year 2000 in general at 1990 level by industrialized countries individually or jointly.

Simultaneously, and in the context of the common and differentiated responsibility, developing countries should adopt, as appropriate, measures on, inter alia, energy efficiency and land use practices. Provided that technical cooperation and provision of financial resources are available, this can be achieved in accordance with the need for development and even reinforce the development.

In our opinion a linkage between such differentiated commitments and measures is crucial to the success of a global strategy.

Finally, Mr Chairman, we recognize that developing countries will face considerable investment needs in coping with climate change and we acknowledge that new and additional resources are needed to assist these countries in dealing with such global environmental externalities. In the EC we are ready to discuss such needs and the related modalities."

THANKS

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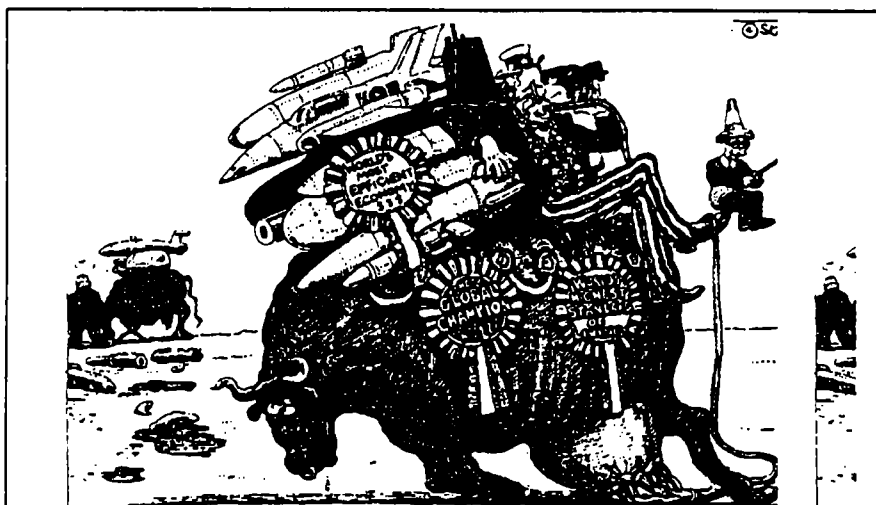


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Five bottles of Tusker to the delegate with best caption.

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EC Raises Climate Stakes

By Eco Staff

The European Community launched a dramatic bid to raise the ambitions of the Climate Convention being negotiated in Nairobi yesterday, calling for international agreement to stabilise greenhouse gases at levels which 'prevent dangerous anthropogenic interference with climate' and that would 'allow ecosystems to adapt naturally.'

The United States delegation - which has consistently opposed new measures to reduce greenhouse gases - last night declined to comment on the European move. But one US source, who had earlier warned of a forthcoming confrontation between the Europe and Japan on one side, and the US on the other, confirmed that the 'shoot out' was "now coming".

The Europeans see their ecological protection approach as a 'crucial part of the package to be agreed in the process towards Rio 1992' (the UN Earth Summit, due to see agreement of a Climate Convention).

Adam Markham of WWF International welcomed the EC move as "a remarkable step forward. It is the first time the EC has proposed specific objectives for the convention aimed at halting the build-up of greenhouse gases before climate change has damaging ecological effects."

Scott Hajost of the Environmental Defense Fund said: "The EC proposal usefully introduces the concept of ecological limits - as proposed in the Stockholm Environment Institute's Report on Ecological Indicators of Climate Change - into the treaty negotiations."

Scientists have pointed out that future impact of existing GHG pollution may already be enough to severely damage ecosystems. So by calling for protection against such change to be

a 'general objective' of the Convention, the European Community has significantly raised the stakes of the negotiations.

Its proposals on objectives and commitments go on to call for 'specific commitments for industrialised countries to stabilize their CO₂ emissions by the year 2000 in general at 1990 levels ... individually or jointly.' This is likely to be strongly opposed by the US.

Japan, which has a less clear-cut though similar position to the European Community on stabilization of carbon dioxide, was last night said to be considering supporting the European proposal.

The negotiation organizers expect the two week session, now about to start its fourth day, will create a draft text of a final Framework Convention on Climate Change, to be agreed at the UN 'Earth Summit'.

Environment groups, although welcoming the EC proposal as moving the climate talks into 'hardball' negotiations, were last night united in warning that the European proposal needs to be more specific. It ought to go further to give the world real protection from human-made greenhouse damage, they agreed.

Greenpeace International's Dr Jeremy Leggett, who took part in the scientific Intergovernmental Panel on Climate Change, warned: "if the world's climate proves to be less sensitive than scientists predict, the EC proposal could provide some salvation from global warming. A true precautionary approach, however, demands commitment to deep reductions - not just stabilization - of greenhouse gas emissions".

Bill Hare, a climate scientist from the Australian Conservation Foundation, (*cont p.4*)

Sununu Emits Lots of Gas

By Eco Staff

White House Chief of Staff John Sununu's controversial use of government aircraft for political and personal travel generated approximately 840,000 pounds of extra CO₂ compared with making the same trips on commercial aircraft, according to an analysis completed recently by the Natural Resources Defense Council.

Sununu's objection to placing any limits on CO₂ emissions has been the chief obstacle to progress in international negotiations on a convention to curb global warming.

Between April 16, 1989 and May 4, 1991, Governor Sununu travelled approximately 36,700 miles on government aircraft for personal or political reasons. Based on the fuel consumption of the Gulfstream III jet most commonly used for these trips, roughly 41,000 gallons of jet fuel were consumed in the process.

In contrast, travel on commercial flights would have saved tens of thousands of gallons of jet fuel. Even if Sununu was accompanied by three additional persons on each trip, the same amount of travel for himself and his party would have required just 5,000 gallons of jet fuel at current rates of (*cont p.4*)

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Europe Moves

The European proposal to base a climate convention on ecological tolerances is the most welcome development yet to emerge from the 'greenhouse' negotiations.

It sweeps away the grey shade thrown over the negotiations by all the discussion of 'Pledge and Review.' Because it comes as a package which includes 'minimum' short-term actions on CO₂, it draws a dividing line between those who want a climate convention which means business, and those who do not. It will probably put the EC and US in opposing camps.

As US sources have put it, a shoot-out can now be expected at the 'OK Corral', or rather at Dr Tolba's Corral. Interestingly, it may not be just a shoot-out over targets and timetables for specific commitments. The EC must be congratulated for bringing in a principle of action, albeit called a 'general objective', which would require governments to protect the planet, rather than simply protect their environmental reputations.

The position that Japan takes will now be particularly telling. If Japan really is to join the side of the ecological angels (wingless though they may be), it has to support basing a convention on ecological limits.

The resolution of the forthcoming dispute over the EC proposal will have a major impact on the shape of the Convention to be agreed in 1992. The EC has yet to put facts and figures on its environmental limits but these have been spelt out by the Stockholm Environment Institute, and the basic science is covered by the IPCC.

Now is the time for the INC to draw on the scientific consensus to take policy across a new threshold and provide real safeguards to the planet's threatened ecosystems.

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Developing Countries Should Take Pledge

By Adam Markham

Tuesday's debate over 'Pledge and Review' proposals, and subsequent discussions on principles for the framework convention, have exposed the fears of many developing countries that they are being dragged into a treaty that will require them to make commitments that might severely inhibit development efforts.

Although it appears to be in the interest of a tiny minority of industrialized and oil-exporting states to promote this view, it is clear that this is not the intention of the majority of OECD countries.

Most OECD states intend to sign a convention committing themselves to taking the first concrete steps towards reducing carbon dioxide emissions.

Additionally - some, including European Community and EFTA countries - say they are prepared to provide substantial assistance to developing countries for the development and implementation of climate strategies.

These would, as the EC pointed out, be intended to provide the financial and technical resources to enable developing countries to take future steps towards slowing the growth of greenhouse gas emissions.

As the historical responsibility for the vast majority of past emissions lies with the developed world, those countries cannot, in all conscience, and for all practical political purposes, require any short-term commitments on emission reductions from others before they have taken

significant and effective steps towards emissions.

Yet both developed and developing nations seem agreed that there should be a general commitment within the convention for all countries to carry out greenhouse gas inventories and to undertake country studies aimed at developing strategies for reducing greenhouse gas emissions.

Corridor talk between representatives of environmental groups and some OECD governments from Europe and the Asian/Pacific region suggests that the resources for the preparation of such country studies are indeed there for the asking.

These studies could outline national climate strategies in individual developing countries, and put forward incremental plans with details of costs and the financial/technical assistance needed.

The pledges made by developing countries under the Framework Convention should not tie them down to achieving specific targets by specific dates, but merely to going through the process of planning and costing national strategies.

This would provide the basis for negotiating the kind of aid and co-operation that the G77 countries have been demanding. At the same time, the OECD countries would have been firmly pinned down to taking specific and immediate action on their own emissions.

Adam Markham is with WWF International

EC intervention in Working Gp. 1

Extracts

The European Community and its Member States are of the opinion that ... commitments by developing countries are strongly related to the outcome of our discussions on financial resources and technology transfer.

'...the convention should set an ultimate global objective of stabilising greenhouse gas concentrations at a level that would prevent dangerous anthropogenic interference with climate. ... this should be reached within a timeframe sufficient to allow ecosystems to adapt naturally to climate change.

'...the convention should initiate a global strategy to:

- take appropriate measures to limit, reduce, modify and control human activities that result or are likely to result in adverse effects on the climate;
- prepare, report and update national and/or regional strategies which include...inventories of greenhouse gas emissions using an agreed methodology...
- develop and adopt improved practices...

including the promotion of energy efficiency, low or non-carbon emitting energy sources, agriculture and transport;

- promote the protection and enhancement of sinks and reservoirs for greenhouse gas emissions...

- promote public education and awareness of the environmental and socio-economic impacts of climate change.

'... all least-developed countries will not be able to comply with all general obligations at this stage.

'... a crucial part of the package to be agreed in the process towards Rio 1992 is the stabilization of CO₂ emissions by the year 2000 in general at 1990 levels by industrialised countries individually or jointly.

'We recognise that many countries will have to increase their greenhouse gas emissions as part of their development efforts.'

Correction

Yesterday Eco reported the Saudi Arabian delegation as questioning a 'firm commitment on information exchange'. Eco is informed that today in Working Group 2 the Saudis clarified that this was not the case and that they do support commitments on information exchange.

Finland

12 September 1991

**Draft proposal on commitments related
to sinks particularly forests**

Among sinks forests can play an important role. They can act both as sinks and sources of green house gases, depending on the manner in which they are managed. Since healthy and well-growing forests are an effective sink of carbon, special commitments concerning forests and other sinks are needed. Therefore we propose that the following elements could be considered for inclusion in the Draft Convention on Climate Change.

1. With regard to the preservation, protection and enhancement of CO₂ reservoirs and sinks, particularly in view of the role of the forests, the Contracting Parties shall take measures in order.

a) to manage their forests in a sustainable manner, with the aim of reducing forests degradation, and to maintain and promote their health and ability to absorb as much CO₂ as possible.

b) to reduce the annual deforestation rate, where appropriate, with the primary aim of stabilizing the forest area, and secondly increasing it further.

c) to agree first on global targets and further on national targets and on implementation measures for afforestation and reforestation, taking into account local socio-economic needs and land-use patterns, as well as maintaining the ecological balance in the area concerned.

d) to promote utilization of long-life wood-products.

e) to promote research and monitoring on: i) forest cover, ii) forest resource and its sustainable management, and iii) different roles of forests (raw material of wood products, source of renewable energy, protection against erosion, conservation of biological diversity, etc.)

f) to develop national forestry programmes taking into account the measures included in the present Article.

g) to develop regional and global programmes on sustainable forest management.

2. Promote research on the role of other sinks and reservoirs and take measures in the light of the results for their preservation, protection and enhancement.

INTERVENTION BY THE PRESIDENCY ON BEHALF OF THE EUROPEAN
COMMUNITY AND MEMBER STATES

COMMITMENTS

Introduction

Mr Chairman,

As ~~has~~^{it} has often been said in the INC, the European Community and its Member States, are of the opinion that countries have a common but differentiated responsibility in addressing climate change and that commitments by developing countries are strongly related to the outcome of our discussions on financial resources and technology transfer.

General Objective

We believe that the convention should set an ultimate global objective of stabilising greenhouse gas concentrations at a level that would prevent dangerous anthropogenic interference with climate. Such a level should be reached within a timeframe sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and permit economic activity to develop in a sustainable and environmentally sound manner.

General Commitments

In pursuit of this objective the convention should initiate a global strategy by committing Parties to -

- take appropriate measures to limit, reduce, modify and control human activities that result or are likely to result in adverse effects on the climate;
- prepare, report and update national and/or regional strategies which include, inter alia, inventories of greenhouse gas emissions using an agreed methodology, and which describe the measures being taken to limit emissions and preserve and enhance sinks for greenhouse gases;
- develop and adopt improved practices in all sectors responsible for greenhouse gas emissions, including the promotion of energy efficiency, low or non-carbon emitting energy sources, agriculture and transport;

- promote the protection and enhancement of sinks and reservoirs for greenhouse gas emissions, in particular through the adoption or reinforcement of appropriate national forest policies;

- encourage the promotion of public education and awareness of the environmental and socio-economic impacts of climate change.

We fully understand that all least developed countries will not be able to comply with all general obligations at this stage. We find it therefore necessary to pursue further ~~distinctions~~ on this issue.

Cass 2015

Specific commitments for industrialised countries

We believe that a crucial part of the package to be agreed in the process towards Rio 1991 is the stabilization of Co2 emissions by the year 2000 in general at 1990 levels by industrialised countries individually or jointly.

The developed countries should also strengthen their cooperation with developing countries to enable them to fully address climate change without hindering their development goals through the provision of financial resources and the transfer of environmentally sound technologies.

Developed countries should also analyse the feasibility of and options for strategies and/or targets for a staged approach for achieving reductions of all greenhouse gas emissions not controlled by the Montreal Protocol. And should analyse and make best use of economic and fiscal instruments, such as taxes and charges, as they may play an important role in achieving limitations on greenhouse gas emissions.

Commitments for developing countries

We recognise that many countries will have to increase their greenhouse gas emissions as part of their development efforts. Developing countries should however adopt as appropriate measures on, inter alia, energy efficiency and land use practices; and could take as a guideline for their national strategies, that they will keep the future net growth in their greenhouse gas emissions to the lowest level possible compatible with their development aims and capabilities.

ECO INFORMATION

2 The Unprecedented Effects of Global Warming

Can we Risk Climate Change?

Known:

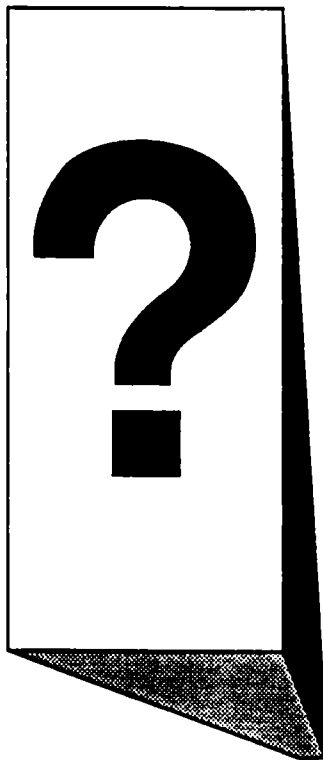
There are many uncertainties in forecasting climate change. Increasingly, however, the scientific uncertainties concern not whether global warming is likely, but how bad it will be.

Known:

All the world's major Global Circulation Models now predict that without urgent action we can expect a warming that is ten to a hundred times faster than ecosystems have ever had to face before - a warming faster and greater than at any time since humans first walked on the planet.

Likely:

That the climate-model forecasts, dreadful as they already are, are underestimates.



Known:

The uncertainties involve feedbacks - reactions of the Earth's natural system to the warming. Many of these natural feedbacks are too unpredictable to be included in the computer models of future climate. But, according to the 500-plus scientists involved in the Intergovernmental Panel on Climate Change, they are likely to amplify, rather than suppress, global warming.

Thanks to Greenpeace

IPCC Intimidation?

By Eco Staff

ECO has learnt of attempts by some US energy industry groups to intimidate the IPCC science working group (Working Group I) into removing meaningful conclusions from its updated policy-makers' summary.

The IPCC WG1 is in the process of preparing a Supplement to the First Science Assessment, to be concluded by early 1992. A key aspects of this Supplement is the updating of emissions scenarios for the energy sector.

At an Energy and Industry sub-group (EIS) meeting of IPCC WGIII on 6-7 August in Geneva, representatives of the US National Coal Association, Exxon and the Uranium Institute argued for several hours that the WG1 emission scenarios should not be used without massive qualification.

On August 19 Don Pearlman, who attended the EIS meeting for the 'Climate Council' - believed to be a coal industry front group - wrote to the Chair of WG1 and suggested that he and other industry representatives attend the lead authors' meeting for the Supplement to the science report, in order to develop an 'agreed' approach to the industry group's concerns about the scenarios.

Pearlman's avowed concern was to protect the credibility of the IPCC, in particular the science report. The real heart of Pearlman's 'great concern' however, can be found in the final paragraph of Part III of his widely-distributed correspondence.

Here he challenges the 'bold-faced assertions' in the scientists' First Assessment Report where the climate scientists provided advice to policy makers with words such as 'we are certain of the following...' or 'we calculate with confidence....'

US energy industry groups are concerned that policymakers could be misled by the sort of language coming from the scientists of Working Group I. Pearlman's strategy would be to curb the science working group to the point where no clear advice as to policy responses is possible.

There are some fundamental issues at stake in this challenge to the integrity of the IPCC scientists and of the process by which the IPCC science report is to be concluded.

The introduction of non-scientists and lobbyists undermines the scientific integrity of the IPCC Science report and its chief purpose - to provide rigorous advice to governments.

THE VIEW FROM TUVALU

After 20 years of land erosion, population growth and periodic food shortages, the 700 or so people of the Carteret islands of Papua New Guinea, agreed to resettlement in the late 1960s.

These North Solomon islands are formed from raised coral reef encircling a lagoon 20 km long and 15 km wide close to the equator. The islanders' harrowing story is a grim foretaste of what will befall other island-nations as global warming drowns them.

Heavy seas had devastated garden land and food was short. Islanders used old oil drums to build a sea-wall with coral heaped along the shoreline. But none of their efforts stopped the erosion. Many had expressed the desire to leave as far back as 1968.

Under the Atolls Resettlement Scheme, it was decided to use surplus land at Kuvavia, next to the local prison. Ten families would be resettled at a time. In August 1984 the first group of 100 ex-Carteret settlers arrived in the mainland to confront a bleak new world.

The families had to get used to new food crops and new building materials. Upon arrival they were forced to live under an iron roof, out of sight of the sea.

Children unused to any distances on their small atolls now had to walk six kilometres to school. Road traffic, fear of snakes and frightening forest - Everything required major adjustment.

Women sat for long periods thinking about their island homes. On Sundays they would trek to gaze for hours out to sea towards the atolls. They found the diet of sweet potato hard to adjust to and missed their coconuts and fish.

Tension flared with a neighbouring village flared when a Carteret man married a local girl, whose family demanded a bride-price: such payments are not part of Carteret traditions.

The settlers were promised community schemes: a fishery, a trade store, and a cocoa and copra project. But they were frustrated with the long delays. Others were afraid they would lose their rights to the little land that was available on the islands and ultimately be left without land rights at all.



THAVES 2-2



TUSKER

Weary and parched from a hard day mingling with the beasts in the Gigiri area, Tusker dropped in to a convenient watering hole for a cool trunkful of the favourite brew. Leaning a convivial tusk on the bar of the cafe, your columnist was surprised to observe the activities of a pair of the two-legged creatures attaching tubes to an ice-making machine.

What caught Tusker's eye was a small blue and white cylinder going by the name of Freon 12. Somewhere in the old memory cells, Tusker seems to recall that this is a rather dodgy substance. Tusker feels that it's not the sort of thing to cool the fevered brow of delegates at this particular gathering.

Shortly after this unsettling encounter with the world of restricted industrial chemicals, Tusker chanced to bump into the old camel mentioned in yesterday's dispatches.

The camel was holding forth to others on the subject of language. Apparently he couldn't take part in after-hours drafting work because of a lack of translation into his native tongue. Other animals gathered round seemed downcast: apparently this means that the 'climate negotiations' will probably proceed rather more slowly than need be. It seems a shame.

Sununu (from p1) commercial airplane fuel consumption per passenger mile.

...."Some people are less concerned about climate change than establishing an anti-growth policy." Such people "keep finding surrogates for non-growth,"

... The Administration had "a very strong commitment toward making sure we develop a superior understanding of the reality of global climate change" before making "either national or international decisions that are multi-trillion dollar decisions in terms of impacts on the economy and jobs." From The New York Times

By using executive aircraft rather than commercial flights - which carry, on average, 160 passengers at a time - Sununu's trips accounted for approximately 36,000 gallons of unnecessary jet fuel consumption.

Intervention (from p1) commented: "The clear implication of the IPCC Report is that the uncertainties of climate feedbacks are likely to lead to higher rates of climate change than currently indicated. This means that earlier and faster emission reductions are called for than specified in the EC specific commitment proposals. The specific commitments should also set quantitative reduction targets for methane emissions."

Hajost of EDF stated that "to be effective" the European proposal needs to: "involve a clear specification of such ecological limits, including rates of change and global ceilings of GHG concentrations, which fully take into account the most sensitive ecosystems. It is critical that negotiators give this concept serious attention if they are serious about meeting the general objective set out by the European Community."

For WWF International Markham declared that "the proposal needs to be augmented with a target figure for atmospheric CO₂, and limited to strong enforcement and monitoring commitments negotiated in Working Group 2."

Developing country groups added that the Convention had to restructure economic relationships between South and North if it was to be effective. "The industrialised countries will have to reform discriminatory trade and aid policies before a real solution is found," said Gilbert Arum of KENGO, Kenya Energy And Environment Organizations.

The United States is due to respond to the EC proposal today, Thursday. Others are also expected to react. Bill Hare of the ACF commented that the EC 'General Objective' "should command widespread support from delegations as the minimum objective for the Convention."

'Complacent' US Can Adapt

By Greenpeace

Scientists in the US have come up with research that the White House could use to bolster its position on climate change, by suggesting that the nation could adapt to a warmer climate 'at reasonable cost.'

News agencies reported last week that a 14-member committee of the National Academy of Sciences has recommended diversifying water supplies, improving insulation in buildings and encouraging conservation of as many animal species as possible as a 'natural protection against surprises, shocks, climatic and otherwise.'

There was little comfort for developing countries, however: the committee expects them to suffer more trouble adapting to global warming.

American business and agriculture, in contrast, should have an easier time. The committee's report says 'the capacity of humans to adapt is evident in the rapid technological, economic and political changes of the past 90 years.' Committee chairman Paul E. Waggoner said the time to start adapting was now.

Various members of the committee have already disagreed with the report, complaining that its tone is 'complacent and unwarranted.' Another viewed it as 'somewhat optimistic.'

It suggests that since a warming climate might force some endangered species to move to new habitats there is a need for 'corridors for movement, to assisting species... when their natural environments are threatened.'

One European delegate commenting on the US report asked whether this meant shifting the Everglades to Canada.

Greenpeace has questioned whether mid-western farmers in the US - who lost more than one billion dollars in failed crops following the 1980's droughts - have been consulted.

Dr Jim Titus, the principal sea-level rise scientist at the EPA in Washington, has calculated the cost of adapting to a one metre sea level rise to be anything up to \$US400 billion a year. A Dutch study estimated the global cost of deep cuts of CO₂ at \$30 billion a year. Conservative economists estimate \$300 billion a year.

THANKS

We would like to thank the following, who have provided funds and facilities for Eco:



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WWF INTERNATIONAL



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eco



Eco has been published by Non-Governmental Environmental Groups at major international conferences since the Stockholm Environment Conference in 1972. This issue is produced by groups attending the Climate Talks in Nairobi, September 1991

Industrial World v. US - Round 1

By Eco Reporters

The debate at the heart of the climate convention continued yesterday in Nairobi with statements on commitments to limit emissions and increase sinks of greenhouse gases by major countries, including the United States, Japan, Germany, the USSR, India, and China.

Delegates were particularly anxious to hear the US response to yesterday's opening volley by the EC. Chief of delegation Robert Reinstein restated the US opposition to specific targets and timetables, but also emphasized that the convention should "commit to long-term goals and objectives for combatting human-induced climate change" and should "give a clear signal to industry and consumers...as to the long-term direction of government policies and actions regarding responses to climate change."

Mr. Reinstein noted that the costs of stabilizing CO₂ in 2000 and reducing emissions 20% by 2010 "may be quite high for the United States," although he also acknowledged that "other studies seem to show that the costs could be lower."

Uncertainty about the costs and benefits of emission reductions and the fact that these will differ by country were cited as one reason for the US refusal to accept "a single quantitative limit on CO₂ emissions, or GHG emissions in general, uniformly applied and to be met in a specific year." The US also argued that "if only industrialized countries take these short-term actions, the effect...is likely to be small and transitory."

Each element of the US argument was challenged by delegates and NGOs, both inside and outside the meeting. Germany in a plenary statement endorsed the need to give clear signals on the direction of government policy,

emphasizing, however, that "we remain firmly convinced...that the clearest signal possible is a firm and binding commitment on targets and timetables which can be relied upon by all concerned."

The UK echoed this point. US NGOs noted with interest that Mr. Reinstein had made explicit the fact that concern over costs is the major reason that the US is unwilling to make such binding commitments, but they challenged the basis for this concern.

"The US has a remarkably selective vision when it comes to cost studies," said Dr Daniel Lashof of the Natural Resources Defense Council. "Not only do the 'some' studies which show costs may be lower include those of the National Academy of Sciences and the Congressional Office of Technology Assessment, but there are many additional studies that show the US would actually profit from a stabilization policy."

Dr Jeremy Leggett of Greenpeace International commented "US persistence in ignoring the advice of its own scientists is becoming worthy of an Orwell novel. What is most incredible about their selfishness is the whining about the perceived costs of action without mentioning the even higher, and possibly infinite, costs of inaction."

The US assertion that action by industrialized countries in the short term would have little effect was challenged as "misleading" by T.J. Glauthier of WWF-US. "If the US stabilized carbon dioxide emissions in 2000 at 1990 levels, worldwide carbon emissions would be about 200 million tonnes lower than otherwise, according to US government projections. That's as much as all of India's emissions."

Continued on p.4

Working Group 2 Report

By Eco Reporter

Working Group 2 devoted yesterday's discussions concerning the Conference of the Parties and the Secretariat. No decisions were made regarding the selection of the body or bodies to form the Secretariat for the Convention.

One intervention suggested that extraordinary meetings be closed to observers. The United States deserves credit for its response that observers be provided with the same open access to all meetings as stated in the draft text.

The idea of an Executive Committee for the Conference of the Parties was again brought up but discussion was deferred. Tomorrow's discussion promises to be more lively as Working Group 2 turns to the provisions on Verification and Compliance.

Monday's Eco

There will be no Eco tomorrow because it is the weekend. Monday's Eco will contain an analysis of Week 1 from various NGO Groups and a special report on Central America. Tusker will report back from Cam Sununu on the results of the diplomatic safari.

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ECO

Running On Empty

The US statement on commitments regarding sources and sinks signifies nothing new in substantive terms, and the US remains isolated in the industrialised world. But the statement is constructive because it lays bare the US position and is more temperate in tone than its predecessors.

The US position is itself studded with inconsistencies and fallacies which render it not just unpalatable, but unacceptable. Nevertheless, the US delegation has found a way to help others understand the internal structure of its policy. It may even indicate that some change in the actual policy is possible.

The US has reiterated wording from the Second World Climate Conference, mentioning stabilization of concentrations of greenhouse gases at concentrations which prevent 'dangerous anthropogenic interference' with the climate. But it has not taken the next step of addressing ecological limits that would give meaning to the SWCC statement, as the EC has done.

While rejecting 'uniform,' 'specific,' and 'single' limits for CO₂ reduction, the US does not rule out limits altogether. Curiously, it speaks of major disincentives for countries 'disadvantaged' by a CO₂ target and schedule, but so far no other industrialized country has identified itself as being so disadvantaged (if they are out there - speak up) and no one is proposing any developing country targets. Further, the US had no problem with a common target in the Montreal Protocol process.

On the negative side, there is the emphasis on coal, reflecting its continuing favoured status within the US energy sector. Perhaps significantly, the US has chosen some patently ridiculous arguments to defend itself with. It has dug up an old and disreputable bone from the acid rain debate and says because we can't solve the problem outright, we shouldn't set a common target for action. The US 'economic' analysis says little on the costs of inaction or the potential impacts on countries outside the US.

In short, the US delegation has executed a ponderous, if elegant pirouette and shown a politic glimpse of ankle but it has yet to join the dance, and it still has yet to find willing partners.

Ecological Limits

By Eco Staff

Mostafa Tolba of UNEP and the European Community have invoked ecological limits as a guiding principle of a Climate Convention. This 'limits approach' has received relatively little political attention but has been the subject of extensive scientific enquiry. Governments approved very similar language at the Second World Climate Conference.

The comprehensive Stockholm Environment Institute's (SEI) 1990 report - *Responding to Climate Change: Tools For Policy Development* - identifies targets for limiting the rate and total magnitude of climate change. It sets a maximum target rate of sea level rise at 20-50 mm per decade, and a maximum total sea level rise of 0.2-0.5 metres above the 1990 global mean sea level. It states: "The lower rate of rise - 20 mm per decade - would permit the vast majority of vulnerable ecosystems, such as natural wetlands and coral reefs, to adapt." This gives scientific backbone to the new EC proposal.

"Beyond this rate of rise," says SEI, "damage to ecosystems will rise rapidly. Limiting sea level rise to a maximum of 0.5 m would prevent the complete destruction of island nations, but would entail large increases in the societal and ecological damage caused by storms. A sea level rise of 0.2 m would also entail such damage but at much lower levels."

On temperature, the SEI report sets a target of a maximum rate of temperature change of 0.1°C per decade, in terms of 'realized warming'.

It sets two 'absolute temperature targets for committed warming' which entail a different level of risk. These are an absolute limit of a 1°C increase above pre-industrial levels (a 0.5°C increase above today's levels), and a maximum rate of a 0.1°C rise per decade. Comparison of these limits with IPCC findings shows the world may already have pollution levels that will cause warming very close to, if not beyond, the SEI's lower safe limits.

SEI notes the lower limit "is set on the basis of our understanding of the vulnerability of ecosystems to historical temperature changes". Beyond a 1°C increase, there may be "rapid, unpredictable and non-linear responses that could lead to extensive ecosystem damage". Beyond the absolute upper limit of 2°C "the risks of grave damage to ecosystems, and of non-linear responses, are expected to increase rapidly".

IPCC's 'best estimate' for the impact of a doubling of CO₂-equivalent (the benchmark used to compare predictions of different models - an

increase in the forcing effect of all gases equivalent to doubling CO₂ alone) is a global increase of 1.5-4.5°C. Its 'best guess' is 2.5°C. The IPCC range is dependent on the sensitivity of the earth system to forcing. If it is high (i.e., highly responsive), then the increase will be 4.5°C and if it is low, then the increase will be 1.5°C.

The sensitivity also affects the lag-time, and hence the degree of existing commitment to future warming. If sensitivity is low (the response to doubling CO₂ is 1.5°C) then at any one time 80% of the response will be realised (i.e., 20% is to come). But if the sensitivity is high (4.5°C) then 50% more is to come as only 50% of the eventual equilibrium rise will have been realised at any one time.

IPCC predicts, based on its 'best guess' and known emission trends, that, with 'business as usual', during the next century the global mean temperature will rise 0.3°C per decade (range 0.2-0.5°C). This exceeds anything experienced for 10,000 years but is also well above the SEI's lower limit for safeguarding ecosystems: or 'allowing them to adapt naturally'.

The IPCC also predicts on the same basis, that a global 1°C rise above present levels will be reached by 2025 (i.e., c. 2°C above pre-industrial), and a global 5°C rise above present levels will be reached before 2100 (i.e., 4°C above pre-industrial). Thus the IPCC prediction is for the SEI absolute maximum total temperature increase to occur by 2025.

Of course the IPCC emissions scenarios make specific economic and technical assumptions, but even the 'drastic measures' Scenario D, which stabilizes industrial CO₂ by the early 21st century and reduces emissions to 50% of 1985 levels by 2050, only holds the temperature increase to 0.1°C a decade through the next century, reaching a total of 2°C - the SEI upper limit - by 2100.

The SEI also converts its limits into targets for concentrations of greenhouse gases. The 1°C limit increase corresponds to a 330-400 ppm CO₂ equivalent (for a 4-2°C range of climate sensitivity), while the 2°C absolute upper limit corresponds to a 400-560 ppm level.

The environment groups of the Climate Action Network recommended at the first session of the INC, that the actual level of CO₂ should not be allowed to exceed 400 ppm while the CO₂ equivalent, including all greenhouse gases, should not be permitted above a peak of 475 ppm. Even then, some ecological damage may occur.

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3 The Unprecedented Effects of Global Warming

Known:

Known:

Temperature change (°C) from today's average

IPCC predictions plus "very" positive feedbacks

IPCC Upper estimate by 2100

IPCC best guess by 2100

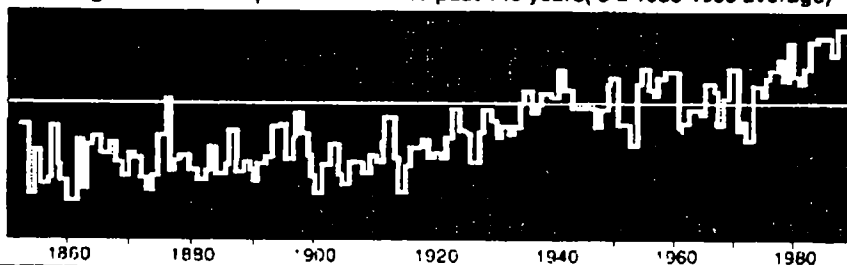
Little ice age - wettest on Thames and estuary off Norway

Medieval warm period: Vikings arrived; Greenlanders, possibly reaching North America

1000 1500 2000 2100

Unknown:

Whether human civilisation could even survive the baseline predictions of the world's scientists - much less an escalation of natural feedback reactions. Thanks to Greenpeace.



By Cindy Baxter

A major public campaign against Hoescht by Greenpeace in Germany forced it to acknowledge both the ozone-depleting potential of HCFC's, and the fact that they are powerful greenhouse gases.

US Cost Disputed

By Eco Reporter

US claims that the costs for reducing greenhouse gas emissions might be excessive ignores developments in the private sector, which is already outpacing government policy.

The current *Business Week* describes the energy usage revolution now occurring in the US. "While Washington fiddles over a national energy strategy, these eclectic approaches are evolving into a *de facto* energy diet for America," concludes the businessman's bible.

In 1991, 200 utilities will spend \$2 billion on 1,300 conservation programmes - by the year 2000, this will save the need for 24 large powerplants (24,000 megawatts).

The Electric Power Research Institute has concluded that 18% to 38% of electricity demand could be reduced by the year 2000 with existing technologies.

The article cites the potential savings from existing technologies in six key energy sectors: cars and trucks 18%–36%, aircraft 30–50%, electric motors 27%–42%, lighting 21%–40%, refrigeration 21%–44%, and heating, cooling and ventilation 26%–48%.

Major electric utilities such as Southern California Edison and Los Angeles Department of Water and Power are committing themselves to 20% reductions in CO₂ emissions by 2010.

THE VIEW FROM TUVALU

by Agus P. Sari

How much funding do developing countries really need to develop new technologies?

The fact that developing countries are, generally at an early stage of industrialisation is not necessarily a handicap. Many are just starting the process and can leapfrog the old energy-intensive model adopted by the developed world.

The old model emphasizes economic growth and discounts environmental concerns. Yet environmentally-sound development models are available: all that is needed is the political will.

Some argue that shifting to these development models will require large amounts of capital, to be funded through the transfer of resources resulting from climate change negotiations.

But if the goal is technology development and exchange rather than simply additional funds, huge sums are not needed. Not all environmentally-sound technologies require much capital. Appropriate and indigenous technology is needed, which does not require large transfers of funds. For instance, small, community-developed micro hydro-electric dams can be far cheaper than large centralised sources of energy.

Development assistance is not the first option in providing new funds. A truly free and fair market system without protectionist barriers would provide the funding needed for technology development. Cheap solar water heating has been developed in Indonesia, at very low cost. Yet this device is marketed at six times the real cost. Development of environmentally-sound technologies must be released from the control of the multinationals if their use is to be economically feasible.

The allocation for development of renewable sources of energy is only 8% of the whole Research and Development fund for energy sources of the IEA member countries, while 67% of the fund goes to develop nuclear energy (from *Energy for a Sustainable World*, WRI).

It is essential that industrialized countries, especially IEA member countries, increase the allocation for renewable energy development and reduce the funds available for nuclear energy. Renewable energy technologies must be made available cheaply to developing countries. If global climate change is to be halted, renewable energy sources must be available for developing countries before the year 2000.

Agus P. Sari is with Walhi: The Indonesian Forum for Environment/Friends of the Earth Indonesia.



TUSKER

Glimpsing the chance of a weekend's escape from the ever-troublesome Mrs Tusker and the Tuskerettes, your rogue elephant has already packed his trunk for the Masai Mara - that vanishing paradise far from the angry murmurs of Gigiri.

But disturbing news is already pouring back along the bush telegraph: Tusker's country cousins report frenzied activity at the distant safari outpost known as 'Camp Sununu.' The airstrip is ready for a major influx of gas-guzzling planes, while fleets of all-terrain vehicles are ready to roar their camera-toting charges across the reserve.

Turning back a tent-flap with his trunk at the camp, an inquisitive cousin has found orderly rows of camp-beds, each draped with a flag and ready to receive the two-legged creatures.

Tusker's cousin was shocked to report that planning for this extravagant safari appears to have cast aside all limits of diplomatic decency: lions are ready to lie down with lambs and bipeds who normally shun each other seem ready to pass the weekend in indecent proximity.

Tusker - always ready to grace the viewfinder of rank amateurs - expects a busy weekend spying on these curious creatures.

EDF Paper

"Outline of issues for Tradeable Permits in the Global Climate Convention" has been prepared for the Environmental Defense Fund (EDF) as a discussion paper may be obtained from the EDF representative of this session or by writing EDF, 1616 P Street NW, Washington DC 20036, USA (tel. 202-387-3500) (Fax. 202-234-6049).



George Bush in Florida - 2001

Continued from p.1

Despite nearly-universal rejection of the substance of the US position, some observers noted that its manner of presentation could prove constructive. Scott Hajost of the Environmental Defense Fund said that "while the US statement did not really break any new ground, it provided a useful and probably the most detailed exposition of the basis for its negotiating position. But it's still the US against the rest of the industrialised world."

Pier Vellinga from the Netherlands delegation had a more positive outlook: "my interpretation of the US statement is that if the costs are bearable, the US is with us [the EC]."

In contrast to the US isolation, a very large number of countries stated their support for yesterday's EC proposals on objectives and commitments. Switzerland, Austria, Australia, Finland, Malta, Trinidad and Tobago, the USSR, Argentina, Mauritania, Federated States of Micronesia, Sweden, New Zealand, Romania and Senegal all welcomed the EC statement.

Many developing countries said that the prerequisite for agreement on a convention was specific targets on greenhouse gas stabilisation or reduction by the developed countries.

India made an impassioned intervention that man-made global warming had been caused by developed countries, and so the responsibility for reducing greenhouse gases must be on those countries. Mr Dasgupta, the Indian delegate, called for "a common long-term objective of stabilising the concentration of greenhouse gases in the atmosphere at an appropriate level, on the basis of an equitable formula requiring, inter alia, that man-made emissions of carbon dioxide from states should converge at a common per capita level, taking into account their historic emissions." Mr Dasgupta also echoed the EC position for Stabilisation of industrial country country CO₂ emissions by the year 2000.

The principle of convergence at a common per capita level was also supported by Argentina and China. Both India and China responded to the proposals for the review of national policies to reduce greenhouse gases, by stating that they would not accept external interference in their domestic policies. China noted, however, that it had no objections to a review of projects undertaken with international assistance, consistent with current practices.

China quoted *ECO*, which had stated that the 60 per cent reduction necessary to stabilise atmospheric carbon dioxide would result in per capita levels of 0.6 metric tonnes, a level far higher than China's present per capita emissions. It echoed the view of many developing countries that their emissions must increase in line with their development, in order to solve the problems of poverty and to ensure decent living standards for their citizens.

NORWAY RUNS FOR COVER

By ECO Reporter

Norway has described the EC statement as 'interesting and concrete,' while stressing that it opens up opportunities for individual or joint cooperation on stabilization commitments.

Though Norway is pressing hard with initiatives such as a proposed clearing-house and even a mechanism of tradeable emission permits, its head of delegation, Oddmund Graham, failed to dispel suspicions that Norway is trying to escape from a commitment to stabilize its own CO₂ emissions.

Norway's ambition is to maintain high production levels in its offshore petroleum fields in the North and Barents Seas. Norwegian politicians say exports of natural gas would help other countries to reduce their emissions of CO₂ by using this cleaner fuel.

Graham was unable to answer questions about domestic stabilization. But he cited three reasons why Norway retained what he called great credibility: the stabilization target itself, its pioneering contribution to the global climate fund (GEF), and high Norwegian aid to developing countries.

A Danish delegate said his country supports the EC position, but was disappointed that the EC had not committed itself to reductions in addition to stabilisation. Denmark has committed itself to reductions of 20 per cent by 2005, achieved within its own borders. "We are not going to buy our reductions abroad, like Norway is trying to do," he said.

Norway is also considering building a gas power plant which will increase total emissions by six or seven per cent.

THANKS

We would like to thank the following, who have provided funds and facilities for Eco:



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All Mouth, Too Little Money

By ECO staff

European and Nordic countries showed they were leading the industrialised pack on Friday in the debate on commitments to the transfer of finance and technology. But the US, Canada and Japan showing distinct unwillingness to discuss 'new and additional' funding to developing countries.

Norway received strong support from the EC and other Nordic for its call on OECD countries to support a new, billion-dollar fund, separate from aid and administered by a clearing-house mechanism under the authority of the contracting parties.

The United States (urging maximum use of multi-lateral and bilateral funding before considering new institutions), Canada (insisting that cabinet and ministers have the final voice) and Japan (which said a new fund must be discussed first), all clearly put their own interests first, and the greenhouse gas problem second.

G77 member countries were united in their call for the transfer of technology and new funding, with India coming out with the important point that technologies should be 'state of the art.'

Norway issued a challenge to OECD countries to match its already large aid budget of 1.1% of GNP, leading to a fund of billions of dollars annually. New funding commitments needed to be as binding as any other commitments in the convention, and subject to the same scrutiny.

"We are seeing developing country resources diluted. Economic crisis will present new claims on development assistance," the Norwegian delegate said.

The debate has not yet crystallised into any

clear consensus or direction how a climate fund should be administered. There was a definite wariness of the present GEF/UNDP/World Bank system, with a large number of countries supporting the link between the contracting parties to the convention and a climate fund.

Norway strongly criticised the GEF and the Montreal Protocol as paying only 'lip service' for the need for additionality. This contrasted sharply with Mexican Ambassador Mateos' somewhat optimistic presentation on the Montreal Protocol fund during the Plenary.

"These funds were established on the precondition of new services for developing countries. Sufficient additional resources have not come forward," he said.

However, the EC thought an 'evolving Global Environment Facility' under the guidance of contracting parties should be used.

India received support for the idea of a clearing-house administering fully incremented funding with agreed projects.

Developing countries also stressed the need for 'cooperative' technological assistance, and that those technologies should be environmentally sound.

On a completely new tack, the last speaker, Saudi Arabia, talked of a concept of writing off developing countries' debts as they adapted to sound technologies.

Vox Populi

From Norway, on Issue 5 'Norway Runs for Cover': "We are not running for cover, nor did we do that yesterday. We would not do that today. We are willing to explain our position to any interested party in bilateral consultations."

Plenary and Working Group Report

By Eco Reporter

In a lengthy plenary on Friday, delaying the Working Group meetings (Working Group 5 until practically the end of the session), the INC received reports from the groups. The Chairman of G-77 raised a multitude of questions on 'Pledge and Review' noting that as presently defined it was of no value, a report on the Montreal Protocol Multilateral Fund and a report from the Executive Secretary on the status of extra budgetary funds to support developing country participation was discussed. The report on the Montreal Protocol Fund spawned requests for consideration of and possible briefings on other options including the GEF.

On the INC Trust Fund, the Executive Secretary reported that the Special Voluntary Fund to Support the Participation of Developing Countries needs US\$200,000 to ensure developing country participation in the INC in 1992, and the staffing situation of the Secretariat remains precarious. (This figure is dependent on the number of meetings in 1992 and whether a legal drafting group is constituted.) France pledged an additional 100,000 French Francs (*coru p.4*)

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Enmeshed in 'Net Emissions'

The US and a small number of other delegations, including Canada and Turkey, have expressed interest in stabilising 'net' greenhouse gas emissions.

It will come as no surprise to long-time observers of the US position that Washington's goals include doing as much as diplomatically possible to protect its right to be the world's number one carbon dioxide producer.

In brief, 'net emissions' refers to total emissions minus total sinks. The flaw in the argument, however, was exposed in IPCC Chairman Bert Bolin's opening statement to the Nairobi session. It is that while the sources of CO₂ are reasonably well understood - and may readily be reduced with existing technology - 'sink' mechanisms are still only poorly understood.

By proposing net emissions, the US opens up the prospect of using creative accountancy to offset increasing CO₂ emissions with the capacity of the forests and the oceans to absorb these emissions.

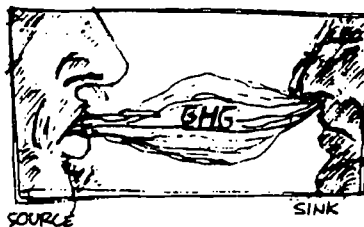
The net emissions proposal could go even further, by arguing for the maintenance of national CO₂ emissions, while at the same time seeking 'offsets' by enhancing the sinks of other countries.

According to some knowledgeable sources, if principle 21 of the 1972 Stockholm Declaration were respected, no nation would produce more GHGs than its territory could absorb. Unless the US can produce scientifically-verifiable figures to show this is indeed the case, it is a net contributor to global warming.

And that is a 'net' we'd like to see the US slip out of.

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Are All Sinks Created Equal?



The climate change negotiations have seen considerable discussion of 'sinks' for greenhouse gases, but there were few specifics on the role sinks can actually be expected to play in stabilizing atmospheric greenhouse gas concentrations.

Data from air trapped in Arctic and Antarctic ice show that CO₂ concentrations were essentially constant for thousands of years prior to about 1800. This implies that natural CO₂ sources were in equilibrium with CO₂ sinks. After 1800 CO₂ concentrations began to rise slowly due to deforestation, and then much more rapidly with fossil fuel combustion.

Of total anthropogenic emissions of CO₂ from fossil fuels to date, somewhat more than half

has remained in the atmosphere. The rest has been absorbed by 'sinks', apparently in both oceans and forests. These net sinks only exist because CO₂ concentrations have increased above natural levels. Otherwise, the natural sinks would have remained equal to natural sources.

Part of the sink is likely due to regrowth of cleared forests, and this can be enhanced by reforestation and protecting existing forests. The ocean sink is probably primarily due to chemical, rather than biological, processes. Disturbing coastal areas will not significantly influence this sink, though the damage may be severe. While increasing forest sinks may play some role in stabilising greenhouse gas emissions if sources are substantially reduced, there is also a danger that feedbacks from global warming will reduce sinks and increase natural sources of greenhouse gases, as noted by the Intergovernmental Panel on Climate Change. Rapid warming could devastate forests and change ocean circulation patterns in a way that could change natural systems from net sinks to net sources of CO₂.

The GEF Debate

By Navroz K. Dubash

Friday's debate at the INC did open discussions on funding and technology transfer, but the debate seldom got beyond generalities.

We must examine the options available to the INC, and in particular the front-runner, the Global Environment Facility of UNDP, UNEP and the World Bank.

The GEF is the front-runner for a number of reasons. First, the three participating agencies have a great deal of expertise that should be put to work on climate issues.

Next, any funding mechanism under a climate convention must bring about a substantial change in the existing lending policies of the international public financial institutions. It is doubtful whether the GEF, as it is currently structured, is the right mechanism to bring about such change.

The GEF is not suitable as a funding mechanism under a climate convention for three inter-related reasons:

1. The governance structure of the fund is weak and ill-defined, leaving the GEF with an inadequate accountability mechanism. Contributors meet twice yearly to review overall policy; in contrast to other World Bank projects, they have no overall say in these projects. Approval of GEF projects is left entirely to the management of the implementing agency. Final approval rests with the World Bank.
2. The GEF does not provide the INC with a

working model for cooperation between the three implementing agencies. Changes are needed in the current institutional structure, with greater coordination.

3. Since the GEF represents only about two percent of World Bank lending, we must see how the bank has performed on climate issues elsewhere. The bank's record on energy efficiency has been dismal: less than two percent of its energy loans in the last 20 years have been dedicated to this.

For instance the Energy Sector Management Programme (ESMAP), was established and funded in 1983 to promote energy efficiency investments. But it has had little effect on the whole body of World Bank lending.

So the early signals from the GEF are mixed. The Scientific and Technical Advisory Panel (STAP) to the GEF, as an external review body, represents a step in the right direction. But the lack of transparency — or right of access to documentation and to meetings — does not inspire confidence in the GEF.

Given the doubts that surround the GEF, the request by certain delegations for further details on the GEF from the World Bank, UNDP and UNEP during the current session, is one that the assembled NGOs would endorse. Navroz Dubash is developing country NGO coordinator on climate change for the Environmental Defense Fund.

ECO INFORMATION

4 The Unprecedented Effects of Global Warming

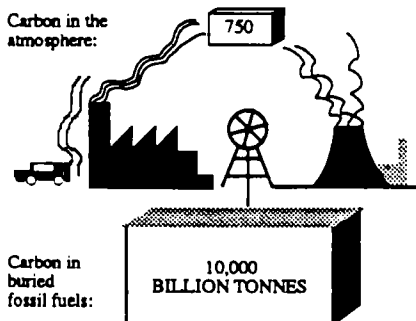
Fossil-Fuel Dependence: Suicide?

Known:

There are 750 billion tonnes of carbon in the atmosphere. For thousands of years before mass fossil fuel burning began, there were around 580 billion tonnes.

Known:

There are at least 10,000 billion tonnes of carbon in fossil fuels, underground, waiting to be burnt



Certain:

There are still many uncertainties about global warming. What is certain is that the risks are without precedent. For instance:

The six hottest years since records began - more than a century ago - have all happened in the last decade. Coral reefs are dying in unprecedentedly warm waters in the Caribbean and French Polynesia whilst the Arctic ice cap thinned from an average of 5.3 metres in 1976 to 4.5 metres in 1987. Can we afford to wait until we know more - particularly when we already have technologies which could dramatically cut emissions of greenhouse gases? Do we have the right to gamble on the increasingly slender chance that the world's top scientists may be wrong? The longer we delay action, the greater the disaster will be for our children - and the more costly any future actions will become.

Central America Tackles the Climate Issue

By *Patricio Jerez*

Seven Central American countries - Belize, Costa Rica, El Salvador, Guatemala, Honduras, Panama and Nicaragua - are now working together to cover climate negotiations. These countries have also agreed on the Central American Action Plan for Tropical Forests.

This group, the Central American Commission For Environment and Development, is a good example of countries adopting a common approach to climate change.

While both African and small island states become more active and move toward their common positions at the INC negotiations, this third group is now mobilising.

The people of Central America are now in their second year of suffering the effects of a marked climate change. Our region has been hit severely by 'El Nino' this year, producing extended drought on the Pacific side, with heavy rain and floods on the Caribbean Atlantic coast.

Meteorological extremes - high temperatures, low rainfall or heavy rains, high winds, floods and droughts - now seem to be more and more frequent. These often cause damage to infrastructure or blackouts due to the low water levels in hydroelectric dams. These changes slow down economic growth and also cut food production.

Despite these many problems affecting our region, Central America *does* know in which direction to go. Besides assessing environmental impacts, the seven Central American countries will contribute to the global effort to stabilize or reverse the human-made greenhouse effect. Delegates from the seven countries have already actively participated in both IPCC and INC-FCCC meetings.

Last May our seven countries met in Nicaragua. We are now involved in two major tasks: organising and assessing the available scientific work on climate, and carrying out a Central American case-study on a sea level rise of 0.3m or 1.0m. The results of these examinations will be presented next March in Venezuela.

Central American countries are also offering their land to create CO₂ sinks. This is our contribution to the global effort to stabilise or reverse changes induced by greenhouse gases. In short, it is probably time for the international community to take a closer look at this region which is very interesting but highly vulnerable to climate change.

Patricio Jerez is Vice Minister and Director of IRENA, the Nicaraguan government's Institute of Environment and Natural Resources

THE VIEW FROM TUVALU

By *Magda Lombardo*

Developing countries must approach climate change from the social, economic and environmental perspective, each taking into account regional differences.

These countries naturally have their difficulties in dealing with climate change. The following is a check-list for consideration of specific problems.

1. We need to integrate the social and economic aspects of global change.
2. North-South cooperation is vital for tackling climate change.
3. Hydrology and large water flows into oceans must be studied.
4. Changes of land-use need to be monitored more precisely.
5. We must have a greater understanding of coastal phenomena, coral reefs and marine pollution.
6. Tropical forests, the carbon cycle, and biomass are key items for understanding the process.
7. We need to determine the impact of global change on diverse ecosystems.
8. The effect of climate change on population growth, indigenous populations, and consumption patterns must be examined.
9. Alterations to biodiversity are the most reliable early-warning signals of climate change.

Magda Lombardo is from the Brazilian NGO Forum for UNCED

Honda unveils Fuel-sipping Car

By *Eco Reporter*

This week Honda unveils a new version of its popular hatchback, the Civic which features unprecedented fuel economy, thanks to lean-burn technology. Lean-burn technology enables engines to mix extra air with the fuel to reduce consumption. However, a stumbling block to the use of lean-burn technology has been high NO_x emissions. Honda claims to have overcome this problem by the use of a new variable timing device, developed for the McLaren-Honda Formula One racing car.

Fuel economy for the new hatch-back has improved by up to 20 per cent, said Shoji Miyake, president of Honda Motor Europe. It has been tested at 100 mpg at 37 mph (60kph). This translates to 2.5 litres per 100 kph.

Honda expects that the new car will boost its sales by one-third in Europe. The new car will be sold both as a three-door hatchback and as a four door saloon. The Civic sets a record in terms of fuel efficiency for its class.



Not since game hunting was outlawed has so much carnage been wrought in Kenya's national parks. Tusker can reveal that after his weekend safari to the Masai Mara:

Forget Commander Zero, Daniel Ortega and the rest: Nicaragua's new hero is an elephant-chaser with a death-wish, determined to record his own passing on video.

Delegates shed crocodile tears when an indigestible pair of red silk suspenders (braces for Brits) saved the best-dressed hangers on from a messy end. Special thanks to the other man in red braces.

Bob Rhino-stein and crew took time off from the dreary business of work to clear the air - Tusker hopes for progress this week.

Reinstein 'Gored'

By Eco Reporter

The US State Department has responded to charges that the principal US climate negotiator, Bob Reinstein, offered US legislators a 'serious misrepresentation' of other countries' positions.

Senator Albert Gore had charged in an earlier letter that Reinstein's testimony on July 30 to the US Senate had misrepresented the European Community position on the climate change negotiations.

Reinstein's testimony had stated that "...EC countries diminished their insistence (sic) on CO₂ targets and timetables...." He further testified that "...[M]any expressed support for a Japanese proposal for each country to set its own target for action under a system of 'Pledge and Review.' This approach was generally supported by the UK, France and, on the final day by the EC," Reinstein told the Senate.

The State Department's reply to Sen. Gore - made available to delegates in Nairobi - states that Reinstein did not intend to reflect a view that the EC had 'changed its substantive goal.'

Instead, the testimony was merely intended to indicate that the EC did not 'press their insistence on CO₂ targets and timetables'.

NGO observers were not alone in contesting Reinstein's testimony as being an inaccurate representation of EC member views.

Dutch Environment Minister Hans Alders, presiding chairman of the European Community Council of Environment Ministers, made clear in a trip to Washington in July that the EC remained committed to a CO₂ stabilization target by the year 2000 by industrialized countries, as a crucial part of the package to be agreed in Rio.

Sleight of hand shifts responsibility

By Ann Heidenreich

In its latest statement to the INC, the US once again attempts to push responsibility for global warming to developing countries and the future by saying that "if only industrialised countries take these short-term actions, the effect on global atmospheric GHG concentrations, and on climate change, is likely to be small and transitory."

The argument to support this runs as follows: "The US and other OECD countries are likely to account for a declining share of future greenhouse gas emissions, while the rapidly industrialising developing regions will contribute a substantially greater share over the coming three to five decades. This is principally because in virtually all developing countries, per capita commercial energy use is a small fraction of the per capita energy use of even the poorest European countries. Even with the most aggressive energy-efficiency strategies in developing countries, total energy supply for fuels and electricity will continue to grow for many decades. Clearly they will need to be a key part of the search for solutions, because they represent the largest share of expected increases over the next century." (Greenhouse Gas Emissions and the Developing Countries: Strategic Options and the U.S.A.I.D. Response, A Report to Congress, July 1990)

Note the wonderful sleight of hand in the final sentence. Magically, the rate of increase of emissions becomes more important than the total amount of emissions and responsibility is shifted from the latter to the former. Despite the brilliance of the magic, let us not lose sight of the fact that current per capita emissions in the US of 19 metric tonnes are many times greater than what most African countries could possibly emit far into the future even in the unlikely event that no steps at all are taken on environmental matters.

Ann Heidenreich works for CAN Africa

Global Commons?

A lot of reference is being made these days to forests as 'global commons' that must be preserved as carbon sinks for the good of humankind. But carbon is stored in petroleum reserves just as it is stored in forests. One may ask, in this respect, why certain countries are placing a great deal more emphasis on preserving the forest commons than on preserving the petroleum commons.

One local observer had the following to say on this subject: "If you stop buying Saudi Arabian oil, what would the Saudi's live on?" If you stop buying timber from Africa, what will the timber producing countries live on?"

From Impact Number 2

Plenary (cont. from p.1)

to the Voluntary Fund and the Trust Fund to support the negotiations.

Finally, the plenary initiated discussions on dates, future venues and a number of meetings in 1992. Some participants expressed support for INC 5 to be held in New York in February and in order to enable additional developing country participation.

ECO encourages industrialized countries to make good their pledges and to provide additional support to ensure full and effective participation of developing countries and adequate Secretariat resources.

ECO would like to commend and thank the Executive Secretary and his staff for their efforts to support the negotiations.

Climate debate - Weds. evening

The Kenya Consumers' Organisation/Climate Network Africa will sponsor a Climate Debate on Wednesday Sept 18 at 7.00 PM at the Milimani Hotel. We are inviting NGOs, delegates and the press to join us to debate the key science and policy issues. The debate will be followed by a social event. For details call KCO at 226 028, or ask in the NGO/ECO room F2111 at UNEP, phone 33393 extension 6101.

THANKS

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Log-jam on Commitments?

By ECO staff

The shopping list of principles being demanded by developing countries at the INC session grew longer yesterday, but, without any noticeable restocking of the supermarket shelves with OECD commitments, a potentially serious log-jam is now developing.

Meanwhile, ECO has learned that today Working Group Two is to be presented with an extraordinary scientific report which makes no reference whatsoever to the technical terms of the IPCC's findings.

The last-minute text – said to have been drafted by a group of scientists over the weekend – was to be annexed to the report of Working Group Two, possibly even without full opportunity for debate.

The text totally ignores the research that has been done to date. The preamble begins: "Recognising the need to reduce scientific uncertainty surrounding climate change." It continues by urging that all parties to the convention should "much expand" their scientific investigations of climate change.

NGO observers say the long list of 'much-needed' future research in the subsequent annex would have the effect of leaving the uninitiated reader with the false impression that almost nothing is known about climate change.

It is unclear why the report was commissioned. Nor was the political thrust clear last night.

In Working Group 1, the developing countries' tone was set by India, whose intervention stressed there could be no conditionalities on aid, nor interference with domestic environmental initiatives. New and

additional funding should both represent the full incremental cost and imply technology transfer.

India's delegate also moved for firm contractual obligations on commitments, and called for a principle that takes into account full growth of *per capita* emissions consistent with proposals put forward by China. The Chinese intervention also stressed *per capita* emissions and adherence to the 'polluter pays' principle.

The US intervention paid tribute to the "brilliant" Indian intervention before moving on to demolish its argument on principles by suggesting the entire section should be bracketed. All India's points of principle were really commitments, the delegate said.

The United States position is that valuable time could be saved by not discussing within principles those items that really belong in commitments. One US delegate privately betrayed mounting alarm at perceived brinkmanship from developing countries.

While agreeing with both India and China on principles, Brazil's intervention followed a more gradualist approach, stressing that the convention should "converge" at a common *per capita* emission level. Greece supported the view that only those few principles that were absolutely necessary and did not duplicate commitments, should be retained.

The substance of the draft compilation pleased neither Norway nor Malaysia. The former suggested that its proposals on abatement and adaptation (acquiring credits for sink creation outside national borders) should be restored. Malaysia even suggested a return to the original draft text.

Working Group 2

By Eco Reporter

Working Group 2's discussions yesterday focused on how compliance with the future convention would be monitored – a triumph of optimism over cold fact.

Most delegations shunned an elaborate verification mechanism, assuming that signatories would act in good faith. Failure to comply with commitments would probably be due to circumstances beyond those countries' control and it would require only consultation or technical support for them to mend their ways.

The role of technical experts in the review process produced divided opinions. France proposed a two-phase review process, the first technical and the second political. Other delegations wished to leave control clearly in the hands of each country.

The afternoon session moved on to issues of ratification and approval. There was support for both major approaches: votes on numbers of countries, and votes on percentages of greenhouse gas emissions – with recognition of the complexities introduced by including various gases and by the concept of net versus gross emissions.

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Chicken and Egg

Week two of the INC session in Nairobi began with a palpable air of frustration as delegates weighed up the real prospects of completing a worthwhile draft convention before the hourglass empties.

The conference could soon start chasing its own tail if the exercise of brinkmanship continues over Principles and Commitments. Pessimists have even begun comparing the mood to pre-Chantilly days.

People need something to focus on. Now is the moment to rapidly start producing text - albeit bracketed - as the basis for negotiation, rather than the endless sifting of arguments inside this sterile rhetorical loop of Principles and Commitments.

One group of countries says there can be no strong commitments without a solid set of principles; another feels that principles simply fall away once a strong framework of commitments is agreed.

Principles alone are not enough: developing country reservations about them will not be solved until real commitments are made by the polluters. Without commitments, the developing countries will argue they have a moral right to continue balking. Theoretical discussion will only be left behind when facts are on the table.

Tough commitments will break the logjam on principles. In this respect, the intervention expected today from the EC could bring some mite of novelty into a confused debate.

It might also dispel the atmosphere of gloom hanging around OECD delegations as they perceive the extent to which developing countries have now grasped the political imperative of keeping the pressure on them right up to the finishing tape.

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G-77 Rejects 'Pledge and Review' in Present Form

By Eco Reporters

In a statement to the third session of the INC, the G-77 Spokesman, Mr. James Naadjie of Ghana, said that the 'Pledge and Review' concept, as it now stands, may seriously delay reaching agreements because of its lack of precision and transparency. In its present form, he said, the proposal is "not helpful".

The Spokesman told a plenary session that various members of the G-77 had raised some 50 questions regarding Pledge and Review. A major question was whether 'pledge' was meant to be a supplement or a substitute for 'commitments' under a framework convention. As a result of this lack of clarity, the G-77 had had to "revert to a tactical position of cautious apprehension".

The Spokesman also reiterated the G-77 position on transfer of financial resources and environmentally sound technology to developing countries.

If developing countries are going to cooperate by adopting measures to combat climate change, then they must receive new, additional and adequate financial transfers in compensation for the incremental cost. It is also imperative that they have access to environmentally sound technologies at a cost they can afford, he said. This was later amended to include 'state of the art' technology following the Indian intervention in Working Group I.

The G-77 priority concern of economic equity was raised only at the end of the statement, reflecting G-77 views that the issue of a new, equitable, international economic order is part of a larger process of restructuring international economic relations of which UNCED and INC are but a part.

Queried later on this point by African NGOs during an ECO interview, Mr. Naadjie said that "the INC is not the correct forum for addressing the new international economic order". He explained that the G-77 was set up in 1964 as a forum for developing countries to negotiate a just economic order. This priority agenda has not changed. However, with the future of life on this planet at stake, he said, there is an urgent need to negotiate a convention that puts an end to global warming "without compromising G-77 priorities in any way".

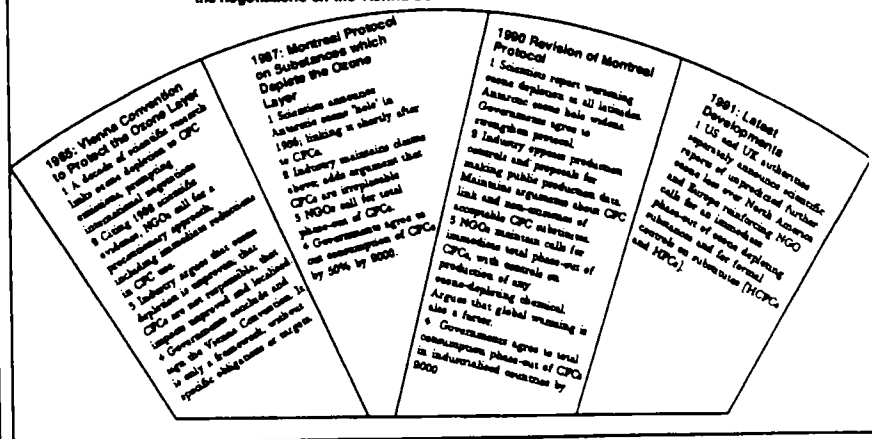
In his discussion with African NGOs, Mr. Naadjie explained that, although G-77 nations (now numbering 128) make up the majority of nations in the UN General Assembly, the Security Council has more power. Speaking in his personal capacity, he added: "It is the US which is calling the shots now in the world." US policy on global warming is to a large extent dominated by its coal industry, which would suffer serious losses if the US were to cut energy-related emissions, he said.

He agreed with the African NGOs that "a strong convention as mandated by the UN General Assembly without the US would be better than a weak convention with the US". The US would not want to remain isolated in an emerging new world order, he said, and domestic pressure would eventually force the US to sign on.

Asked whether national sovereignty might be violated by the country studies being proposed in the context of the convention, Mr. Naadjie affirmed that these studies could only be done with the "connivance" of national authorities. It is their responsibility to ensure that such studies are implemented in the interests of their countries.

ECO INFORMATION The Moral of Montreal

Delegations negotiating the Framework Climate Convention might do well to recall some aspects of the history of the negotiations on the Vienna Convention and Montreal Protocol.



What About HFCs?

By Liz Cook, *Friends of the Earth, US*

As the international community deliberates how best to control gases that threaten Earth's ozone layer and climate, it must give hydrofluorocarbons (HFCs) a home in either the Montreal Protocol or a climate convention.

Industry is pushing to commercialize HFCs as chemical replacements for CFCs. Many of these compounds are potent greenhouse gases with several thousand times the global warming potential of carbon dioxide. If HFCs are widely adopted, they will contribute significantly to the build-up of greenhouse gas concentrations.

At the first session of the Intergovernmental Negotiating Committee for a Climate Convention, Bert Bolin, Chairman of the Intergovernmental Panel on Climate Change (IPCC), stressed the importance of controlling CFC substitutes.

Since HFCs are coming into use now, it is vital to develop binding international controls on HFCs, especially those with significant global warming potentials. The June 1992 climate convention should control HFCs along with other greenhouse gases. But if the convention fails to do this, the Montreal Protocol Parties must be prepared to amend the Protocol to include HFCs at their fourth meeting in October 1992.

There is no reason to let HFCs fall through the cracks of international negotiations. The Montreal Protocol on Substances that Deplete the Ozone Layer, despite its title, functions as a greenhouse gas protocol. The policy makers who created this legal instrument recognized that ozone-depleting gases are also greenhouse gases. The text of the Vienna Convention and the Montreal Protocol make references to climate change. According to the UNEP Scientific Assessment Panel and the IPCC, the Protocol's

control measures on CFCs can reduce greenhouse gas emissions by up to 25%.

Parties to the Montreal Protocol are now considering ways to control the substitute chemicals that will replace CFCs. However, their negotiations have so far been narrowly focused on a subgroup of chemicals in the fluorocarbon family known as HCFCs. The environmental effects of these new chemicals demand such controls. While less potent than CFCs, HCFCs still destroy ozone and have significant global warming potentials.

But Montreal Protocol negotiators must not ignore the HFCs. The Montreal Protocol provides governments with an existing instrument to regulate HFCs and it should be used to limit their potential danger. To prevent HFCs escaping inclusion in the 1992 climate convention, Parties to the Protocol must ensure that an HFC amendment is on the table six months before the Parties meet to vote on amendments as required. It is short-sighted and an artificial distinction for governments to exclude HFCs from their negotiations on further amendments to the Montreal Protocol.

Given the fact that the Vienna Convention and the Montreal Protocol recognize the climate impacts of ozone-depleting chemicals, and that HFCs are coming into use as a direct result of these agreements, the Montreal Protocol can and should control HFCs if the climate convention does not.

The 'comprehensive approach' to greenhouse gases put forward by the United States proposes to allow governments to take credit for the CFC phaseout in future obligations to address greenhouse gas emissions. A climate agreement must not allow Parties to count a CFC phaseout in lieu of actions to reduce carbon dioxide or other greenhouse gases.

THE VIEW FROM TUVALU

The concerns of the 36-member Alliance of Small Island States are by now well known. Our vulnerabilities and indeed the very threat to the survival of a number of member countries, their histories and their cultures, while known to all participating in these negotiations, is occasionally forgotten.

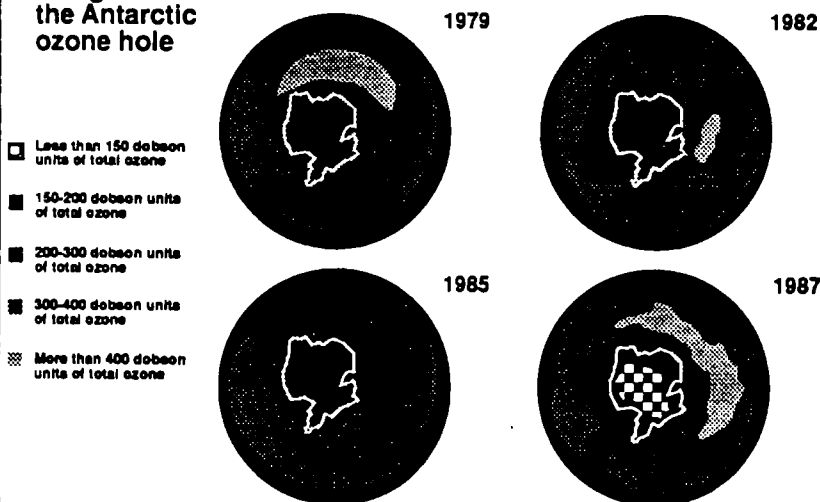
We have listened with great interest to the very thorough and enlightening discussion on principles, and feel that from our perspective certain matters need to be emphasized.

We wish to repeat our support for the view set forth by the representative of India last week that developing countries are not responsible for the practices that have led to the current crisis in the global climate. The human activities that have caused the problem of global warming and its attendant threats are the adverse consequences of negligent treatment of the environment in the pursuit of development and enrichment at any cost by today's industrial giants.

All of us agree with India and with China that developing countries must increase their emissions in the foreseeable future. However the threat posed by global warming is not equal in degree to all countries. We, the small island states, are 'frontline' states. Science agrees that the Least Developed Countries, particularly small island states and those threatened by desertification and flooding, are most immediately threatened and that some of us might cease to exist as countries, within our own lifetimes, unless all countries – developed and developing – constantly bear this threat in mind, and act accordingly. This should be reflected in any set of principles agreed to in these negotiations.

– The Vanuatu delegation, on behalf of AOSIS

The growth of the Antarctic ozone hole



Ozone Shock

By Eco Staff and News Agencies

The ozone hole over Antarctica has developed a week earlier this year, scientists monitoring ozone depletion announced last Thursday.

"Unmistakeable signs of ozone depletion have shown up ... over the South Pole at values not normally reached until about a week later in the year," said Samuel Oltmans of the National Oceanic and Atmospheric Administration (NOAA) Climate Monitoring Laboratory at Boulder, Colorado.

An NOAA spokesman, William Brennan, said it had not yet been determined why the ozone hole has begun forming early.

"It is too early to tell whether it will be as intense or persistent as in previous years," he said.



After this weekend's excursions into the wilds of Kenya, Tusker revisited that curious Game Park called UNEP late on Sunday night. The various animals had started their fires for the evening both to keep themselves warm and to provide light and food. Some fires, notably that of the Eagles, burn much brighter than those of the others. Meanwhile the group of 77 younger animals are still having problems finding enough firewood at reasonable prices to keep themselves fed, never mind warm.

Tusker heard an animated discussion coming from the group of 77 younger animals, who had just sat down with their cold salads. It concerned commitments and pledges. Apparently the UNEP animals have been suffering from an over-use of fires in the compound. This has led to a gaseous haze over the area, and an unpleasant increase in temperatures.

The group of 77 younger animals were complaining that after a year of negotiation the Eagles were still refusing to limit the growth of their fire, despite the fact that it was the biggest in the camp. Instead they wanted the group of 77 younger animals, whose efforts seem terribly small by comparison, not to build their fires much higher. Many of the 77 younger animals thought this was unfair. Tusker approached the Eagles to talk about this, but they were so busy cooking up some enormous hamburgers that he wasn't able to get a word out of them and his trunk got singed.

No Comment

Industry representative Don Pearlman, whose questionable involvement with the IPCC science working group was described in ECO's Sept 12 edition, has turned down the right of reply offered to him by newsletter staff.

No Frivolity Please, We're British!

by Victoria Dompka, WWF International

Buttoned-up British obsession with 'frivolous comment' struck a sour note in an otherwise favourable discussion on NGO participation in the country reporting procedure.

Friday's Working Group Two debated the question of whether accredited NGOs should be permitted to submit information for national reporting on compliance with convention obligations. The majority of countries saw an NGO role in national reporting schemes, limited primarily to submitting information to governments for inclusion in the National Reports.

Canada, the Netherlands and Sweden were among the few countries which stood apart in their strong endorsement for extensive NGO participation. Canada said: "NGO involvement is highly important; essential in the preparation of National Reports, as well as giving information and assessing the adequacy of the reports." Sweden favored NGO participation, saying there were numerous examples of positive contributions by NGOs at the international level. A handful of countries, primarily from the developing world, said the NGO role should be determined by each party.

The UK had the most curious intervention. They conceded NGOs should have input – but only if "screened for frivolous comments". Backtracking, the UK delegate then added: "This is of course not to imply that NGOs have at this meeting made frivolous comments."

NGOs' contribution to the climate negotiations to date has been far from frivolous. As stated by the Japanese delegation in their opening statement last week, NGOs catalyzed the debate which has helped to clarify Pledge and Review. The Chairman of the IPCC at the 2nd World Climate Conference acknowledged the NGO role in securing approval for the First Assessment Report of the IPCC. Innovative economic and scientific studies, such as the

Greenpeace global warming report, have been produced by NGOs. And in many countries NGOs are unrivalled in their ability to involve the public in the process by developing an understanding of the climate issue (including concepts such as technology transfer), keeping a high profile in the press and developing a political constituency for the topic.

Perhaps the ultimate frivolity would be a convention without the contributions of NGOs.

2nd Warmest Year

By Eco Reporter

Global temperature records for the first eight months of 1991 are a continuation of the record warming pace of 1990. According to data released by the Goddard Institute for Space Studies, global surface temperatures in 1991 are averaging 0.4°C above normal. If that trend continues through the rest of the year, 1991 will be the second warmest year on record – only slightly cooler than 1990.

However, many scientists predict that 1992 and 1993 will be far cooler, perhaps by several tenths of a degree centigrade, due to the emissions from the volcanic eruption at Mt Pinatubo in the Philippines. This eruption is believed to be the largest of the century, perhaps twice as large as the El Chichon eruption of 1982 in Mexico. Debris from the volcano is expected to cool global temperatures for a two to four year period.

THANKS

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Forests: The Sinks Debate Begins

By Ken Snyder

The debate on commitments in Working Group 1 has discussed both forests and sinks. Now these must be incorporated into commitments.

Some voice concern over the concept of net emissions which is felt, given the current state of science, to be premature for incorporation into initial commitments. Another question for the forests is whether climate negotiation is really the place to discuss them.

The disappointing outcome of the third meeting to the UNCED Preparatory Committee, plus the dwindling likelihood that a forest convention will emerge by 1992, both suggest the best path to choose in addressing the multiple and interconnected issues around forests is to incorporate them into climate and other initiatives on biodiversity, sustainable agriculture and indigenous peoples.

Forests and sinks have been raised in several interventions or proposals by European countries and Malaysia. A recent EC intervention referred to the Finnish document calling for 'the management of forests in a sustainable manner, and enhancement of the volume of biomass of forest ecosystems.

From Malaysia there have been recommendations promoting the idea of 'minimum forest cover,' while Germany has distributed a paper on forestry related to climate which proposes a forest protocol. These do represent an encouraging start, but INC must take up forest issues in a more deliberate way.

The Finnish paper mentions the need to take into account 'the local socio-economic needs and land-use patterns as well as maintaining the ecological balance.' There must be further discussion on safeguards, to protect the biological,

economic, and social interests connected with forest conservation.

The climate convention represents an opportunity for countries to assume clear legal commitments to halting deforestation, resulting in multiple benefits. But to incorporate forest conservation and enhancement into the climate convention means overcoming a number of reservations.

These include:

- The inclusion of carbon sink components and potential sink/source tradeoffs into a climate agreement should under no circumstances distract from the pre-eminent need for industrialized countries to reduce their emission of greenhouse gases, particularly in the energy sector.

- As the greatest probable victims of climate change, the poor and unrepresented people of the world should benefit most from future policies and programs set up to address it. Forests are the home for millions of people: millions more depend on them for their daily needs. Those who depend on forest resources must play an active role in the planning, implementation and monitoring of programs affecting them.

- So far, reference to conserving primary forests, including native or mature natural woodlands has been excluded from all forest proposals. Carbon sink strategies must work to conserve primary forests, whether these are high latitude or boreal, temperate, or tropical. They should also provide safeguards for the protection of biodiversity, ecosystem services and cultural diversity. Primary forests should be a priority focus due to their world wide decline, their

Turn to Page 4

By Gurmit Singh

Nations and NGOs have both become fixated on their pet theories and worldviews during the current INC session. The forest issue seems to be yet another case of missing the forests while staring at a couple of trees.

In the climate change talks, both groups have seemingly singled out forests as villains (perhaps to balance the focus on energy). Certainly, one cannot blame some countries, like Malaysia, for becoming defensive as they feel yet again that they are being put in the dock as environmental villains.

The facts suggest real discussions should be on all forms of biomass, and not just forests, especially when talking of their source-sink role for carbon dioxide.

We are as concerned as anyone else about the future of forests (of all types) and the fate of all their related issues. But we are just not convinced that the climate convention is the best venue to resolve these.

Let us have more clarity and less of the convoluted politics that have permeated ALL the international intergovernmental environmental discussions so far.

- Gurmit Singh is President of Malaysia's Environmental Protection Society.

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Of Woods and Trees

Discussion on sources and sinks at Working Group 1 has revealed delegates indulging in a magician's sleight of hand on the forest issue. It has been proposed that the INC should minimize its involvement in the forest debate, and largely refrain from commitments aimed at preserving and enhancing forest sinks.

In a stunning display of hypocrisy, certain countries have stated that a comprehensive and constructive approach to forest conservation is being developed through the UNCED process. In reality, the recent PrepCom in Geneva sounded the death knell for negotiation of a global forests treaty by June 1992. Instead, delegates to the Geneva meeting continued to draft a "non-legally binding authoritative statement of principles for a global consensus".

The draft principles will do nothing to halt the destruction and misuse of the world's forests, let alone provide a basis for a legally binding international agreement. There has not even been a schedule agreed for such a negotiation.

If progress towards forest convention negotiations is stalled, and UNCED has chosen the path of least resistance, the contribution of the INC to addressing the forest question is crucial.

The INC cannot solve the forest problem. Yet there is a need for binding commitments aimed at conserving existing forests and at promoting environmentally sound reforestation.

The inclusion of forestry provisions within the climate convention could provide a channel for assistance to developing countries wanting to contribute to reducing greenhouse gas emissions through forest conservation.

A climate convention which ignores these issues on the assumption that UNCED is dealing with them, will have been negotiated by delegates who truly cannot see the wood for the trees.

The ECO office is in the UNEP section of the United Nations Building. ECO editorial room — F213: for enquiries and response to ECO Tel No. (254 - 2) 333 930 ext.6101. Or try (254 - 2) 520 600.

Quelles Technologies Quelles Ressources?

Par Abou Thiam

Au stade actuel, il y a lieu de réfléchir de manière approfondie sur les approches pertinentes de manière à adopter des dispositions qui aient une chance d'être appliquées par tous les pays dans la perspective d'infléchir le processus de dégradation du climat de notre planète.

Concernant les pays en développement, en particulier les pays d'Afrique au sud du Sahara, plusieurs sujets importants sont actuellement débattus. Il s'agit notamment de la question centrale concernant les technologies et les ressources financières.

En matière de technologies, dans les discussions sur la convention, un accent particulier est mis sur le transfert de "technologies écologiquement appropriées". Certes, des technologies saines et sûres mériteraient d'être mises plus facilement à la disposition des pays en développement.

Il nous paraît fondamental et urgent cependant de favoriser l'émergence de ces technologies dans les pays du Tiers Monde eux mêmes. Il y a lieu également d'accorder suffisamment d'attention et de mettre des moyens de tous ordres à la disposition des pays en développement pour qu'ils puissent valoriser de manière optimale leurs technologies locales et traditionnelles qui sont généralement adaptées à leur environnement physique et socio-culturel.

Certains préfèrent le concept "de coopération technologique" à celui de transfert technologique.

Nous sommes d'accord avec ceux-là, si, en pratique, la coopération ne s'effectue pas dans un sens unilatéral (c'est à dire toujours dans le sens du nord vers le sud) et ne bloque pas les initiatives et les potentialités locales et nationales qui doivent recevoir toutes les attentions et appuis nécessaires pour leur éclosion et leur développement.

Les ONG considèrent qu'un thème important est celui des ressources à mobiliser (qui devront être additionnelles, selon les vœux de plusieurs délégués des pays du sud) afin d'aider les pays en développement dans leur futur programme d'actions de lutte contre les changements climatiques. Les actions de lutte contre la déforestation, les sécheresses et la désertification, les économies d'énergie sont particulièrement importants et urgents pour de nombreux pays africains.

Cependant, les actions dans ces domaines devraient d'être bien définies, avoir une envergure et un support importants afin que les actions ponctuelles puissent avoir un impact réellement favorable sur l'environnement global. Les fonds à mettre en place et les mécanismes d'accès à ces fonds qui seront établis, devraient être très souples et gérés de façon équitable et rationnelle.

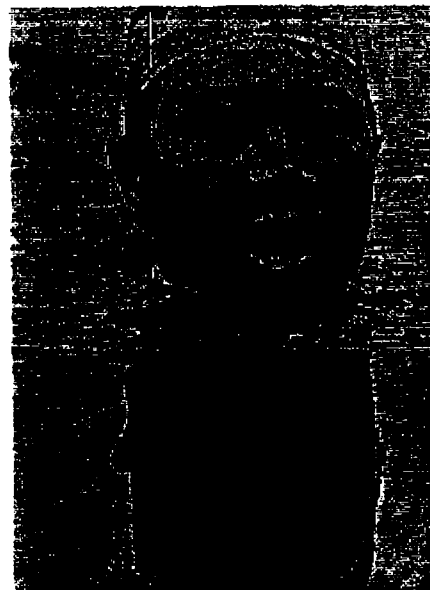
— Abou Thiam, *Environnement et Développement du Tiers Monde (ENDA-TM) Dakar, Sénégal*

Beijing Urges Green Fund

Developing country positions on financial mechanisms have not emerged overnight, as is shown by the following extracts from the *Beijing Ministerial Declaration on Environment and Development, June 19, 1991*.

"The framework convention ... should clearly recognize that it is the developed countries which are mainly responsible for excessive emissions of greenhouse gases... and... must take immediate action to stabilize and reduce such emissions. Developing countries cannot be expected to accept any obligations in the near future. To deal with the long-existing but now rapidly aggravating environmental problems ... a special *Green Fund* should be established to provide ... financial assistance to them.

"This fund should be used to address problems which are not covered by specific international agreements, such as water pollution, coastal pollution affecting mangrove forest, shortages and degradation of fresh water resources, deforestation, soil loss, land degradation and desertification."



US-India Standoff

By ECO Reporter

Widely-diverging positions set out by India and the US set the tone in yesterday's Working Group One discussions.

The Indian intervention stressed that developing countries required assistance to shoulder the burden of reducing greenhouse gas emissions – a responsibility that should be borne by rich countries.

"We cannot accept legal responsibilities being transferred to us," the Indian delegate stated, "and then have to go around with a begging-bowl looking for funds to implement those responsibilities." He added that developing countries can only accept conditional and contractual commitments and that their responses would be directly linked to the scale of the climate fund.

The US rejected India's assertion that the convention should contain commitments for adequate new and additional funding for developing country actions based on the UN General Assembly Resolution. It stressed that the UN resolution had only established the

structure and procedure for negotiations, not the substance of any future agreement. The US showed itself sensitive to the energy sector being singled out, and proposed that agriculture, transport and industry be cited as well.

The US stressed the need for an ongoing process leading to long-term reductions in greenhouse gas emissions: the convention should cover all sinks and actions on forests should be climate-related.

Trinidad and Tobago reminded delegates of the IPCC call for a 60% cut in CO₂ emissions and said the convention should reflect the science. Stabilization was not enough, they said: "We need substantial cuts."

The European Community expressed sympathy for the idea of an emissions clearing-house as proposed by Norway, but felt that such concepts were premature. The EC's forest proposals would commit countries to reduce degradation of their forests, wetlands and other natural ecosystems, requiring them to maintain and enhance the amount of biomass in their forest ecosystems.

Development Comes First

By Gilbert Arum

Industrialized countries generate the greater part of greenhouse gases, and so must bear the burden of stabilising and subsequently reducing these emissions. Developed countries should make their own commitments to halt global warming. As a starting point, this means cutting CO₂ emissions from the 1990 levels by the year 2000.

It is inconceivable that Africa can meet any obligations under the Framework Convention, unless the convention successfully mobilises financial and technical resources to mitigate the effects of climate change. Only then can it attain its development objectives.

These development needs must be central to the INC discussions. This is a precondition for any positive dialogue between rich and poor nations, which in turn is the key to the success of INC.

Power dominates the relationship between rich and poor nations. The issue of power could mean the poor end up shouldering the cost of "externalities of resource exploitation such as loss of water and top-soil for food production due to commercial logging, or to bear the burden of climate change due to excessive emissions of carbon dioxide."

The ecological imperatives of climate change dictate that the global objectives should transcend short-term economic and political objectives.

Climate change will have its effect on people – the ordinary citizens of our world. People in Africa have already had to make significant

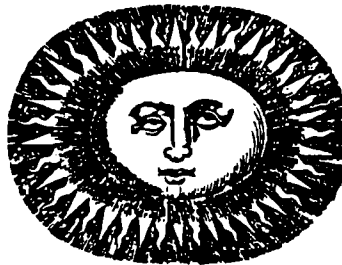
adjustments to their lifestyles, they will have to make more adjustments.

Many in the developing world find their problems are made even worse by certain conditions which this convention should be addressing. These are unfair terms of trade, foreign debt burdens, and subsidies that force countries to divert scant resources into areas that provide little or no social return.

Most ecosystems have been protected by indigenous communities and their traditional technologies that have guaranteed sustainable use of local resources. The challenge now is to ensure that these traditions are not wiped out with the influx of 'leap-frogging' technologies to be transferred from the North.

But now market-oriented industry and industrial technologies have arrived, encroaching on these traditional areas. It is to be hoped that environmentally sound technologies will send a positive signal to industry, prompting more environmentally friendly behaviour.

– Gilbert Arum works with KENGO and EL CI



THE VIEW FROM TUVALU

Business is bad in the insurance industry. Lloyds of London faces its third successive year of billion-dollar losses. Like global average temperatures in the last decade, this is without precedent in the last century. The profile of big losses has a portentous look: most of the biggest-loss events are climate-related. From Hurricane Hugo through to the freak storms in Europe, the real-world catalogue of heavy losses may be but a foretaste of the global-warming casualty-list to come. Not surprisingly, this is not being lost on the world's insurers, as the growing number of nervous articles in the insurance industry journals shows.

Papua New Guinea, intervening in Working Group 2, hammered this point home yesterday. The effects of gradual sea-level rise will soon not be insurable on the world's insurance markets, argued the delegate, and there is likely to be a substantial shortfall for catastrophe cover, such as for hurricane damage.

Where does this leave an atoll nation like Tuvalu? Needing access to a global insurance pool, according to PNG and other AOSIS speakers.

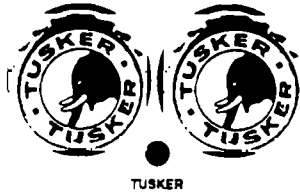
How would such a pool work? By a levy on the emissions of the industrialized countries who would ultimately be responsible for the floods and cyclones which Tuvalu would have to weather.

And if that sounds a trifle visionary, then consider the oil industry's cosy arrangement for oil spills. As a result of the Convention on an International Fund for Compensation for Oil Pollution Damage, signed as long ago as 1972, victims of oil spills are given access to a pool of funds raised by a levy on ALL oil importers. In this way, the oil industry nicely spreads the load of its inevitable ruinous accidents on the seas.

The problem with the analogy is that oil companies have no chance of escaping liability for their ruptured tankers. But based on events so far at the INC, certain industrialized countries seem to be hell-bent on side-stepping their liabilities concerning the climatic impacts of their energy-profligacy on the atoll nations.

A further thought for the oil industry. If the consequences of sea-level rise do indeed prove in time to be uninsurable, just think of the problems for all that coastal oil infrastructure. Water already laps against the fences of refineries and distribution points in Louisiana and many other locations on coastal plains and in estuaries and deltas. Makes you think, doesn't it. Maybe Don Pearlman will be working for a real NGO come 1995.

– Dr Jeremy Leggett of Greenpeace International



Mrs Tusker has a point. "Yes, dear," she tells me, tossing her elegant trunk, "all this talk about principles and commitments is all very well, but action is needed – unless we're to rely on an annual volcanic extravaganza to keep things cool. Otherwise we shall have to migrate to the South Pole. But isn't it about to fall into an ozone hole? Hardly the ideal place for a pachyderm."

She may sound confused to those used to Gigiri-speak, but she's right – action is needed. All the talk has yet to justify its contribution to the greenhouse effect.

Young Hannibal, the eldest Tuskerette, wonders how the US coal industry will be able to sell its coal in a blazing world. "Won't coal be a bit superfluous?" he asks.

Hannibal foresees a rogue bullish market in CFCs. He plans to invest his milk-teeth profits in refrigeration stocks. His tusks may still be hollow, but he's no fool, our Hannibal.

His sister Filaria, just back from a visit to her heavily-politicised cousins in India, loathes the industrial north. "They froze the mammoths, now they're going to frazzle us," she says. Graffiti have appeared on the outside wall of her school: "Bush eats mammoth steaks." This is a calumny: all we really know is that he'll have no truck with broccoli.

Bush's 'Green Campaign'

President George Bush kicks off the 1992 election campaign tomorrow with a trip to the Grand Canyon, signalling the importance of environmental issues.

The Bush visit shows the administration's intent to cut emissions from a nearby power plant responsible for degrading the Arizona National Park.

Back in 1988, Bush campaigned hard on environmental issues. He made numerous speeches and devoted a huge budget to green advertising.

When still Vice-President, Bush made a pledge to the American people which might merit more attention by delegates at the climate negotiations.

In his major campaign speech on the environment, he said that "those who are worried about the greenhouse effect are ignoring the White House effect."

GEF Guidelines Criticized

By ECO Reporter

Financial mechanisms and the World Bank's Global Environmental Facility (GEF) came under the spotlight yesterday in WG2.

An NGO intervention from the Environmental Defense Fund made various criticisms of the GEF, while support for a modified GEF came from the industrialized countries.

Speaking for the EC, the Netherlands called for an "evolving GEF" with an improved governance structure. A proliferation of new institutional mechanisms should be avoided within the climate convention, it said.

The UK followed with a response to the 11 questions posed by the co-chairmen. It suggested a separate and defined climate allocation within an evolving GEF; a policy, monitoring and a "Court of Appeals" role for the Conference of the Parties. Funding to meet incremental costs determined on the basis of country studies should also be agreed, it said.

Developing countries - India, Malaysia, Nigeria and the island states - favoured the establishment of financial mechanisms distinct from the GEF. Its lack of transparency and democracy in its decision-making structure was the focus of adverse comment.

EDF's Navroz Dubash, in the first NGO intervention at the Nairobi working groups, noted the importance of giving NGOs an active role in observing the Convention's financial mechanisms. Climate concerns had to be incorporated into World Bank's existing lending policies, he said.

Developing countries also called for resources that are new, additional and adequate. Contributions should be based on greenhouse gas contributions, not on the UN scale.



Head of the US delegation, Bob Reinstein's T-shirt reads: 'Trust us, would we lie to you?'
Marty a true word is spoken in jest.

From Page 1

importance to forest and indigenous people, their role in preserving biodiversity and their importance in climate stabilization. So carbon sink strategy must not degenerate into a massive planting at the expense of other important considerations.

Industrialized countries should make commitments to phase out deforestation of primary forests and establish additional targets for realizing a net increase of forest cover. Developing countries with support from UN agencies, developed countries, indigenous, local and international NGOs should also consider targets to phase out the deforestation of primary forests and develop the necessary strategies and timetables to reach this goal. Industrialized countries should provide developing countries with the resources to fulfil out these aims.

Strategies designed to help developing countries reach this goal must consider causes of deforestation, including poverty, inequitable land distribution, and inappropriate land use and development policies.

Improperly planned or managed industrial logging operations, large-scale export agriculture schemes, certain government subsidies and trade provisions all lead to deforestation in developing and industrialized countries alike. Identifying and establishing mechanisms to deal with root causes of deforestation, such as debt, are necessary prerequisites to helping developing countries curb deforestation.

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Full Steam Ahead For WG2

By ECO Reporters

Frequently out of the spotlight of governments and NGOs, Working Group 2 has this week made workmanlike progress.

Advances have been made on most of its negotiating assignments and actual treaty text is being produced.

Working Group 2's pace means that unless Working Group 1 gets going, it will be left to twiddle its thumbs. Though WG2's mandate does not include the more contentious issues, its work on compliance and enforcement, dispute information exchange and reporting, is all crucial both to WG1's work, and to success of the Convention.

Funding mechanisms dominated Wednesday's session of WG2 at the INC in Nairobi, where developing countries led by China and India repeated their insistence on capacity building.

In an NGO intervention on the scientific sector, Greenpeace warned delegates of the "nasty surprise" they could expect from coral bleaching, a phenomenon that it said could be as serious as the ozone hole over Antarctica.

During discussions on technology transfer, the US noted the need to devise a mechanism for protection of intellectual property, stressed the role of the private sector, and expressed concern about mandatory licensing provisions, and proposed reliance on the country studies.

Korea also raised the concern that intellectual property rights would stand in the way of the transfer of many technologies. China also made reference to this point cautioned that the transfer of outdated technologies would lead to further degradation.

The Saudi Arabian delegate suggested that the notion of 'full disclosure' on the effects on

recipient countries of technologies transferred to developing countries would ensure that concerns over the environmental soundness and dependency creating potential of technologies are addressed.

Mexico proposed a facility as part of the funding mechanism, that would encourage proposals from governments and industry on the provision of environmentally sound technologies. Such a mechanism would encourage competition to provide the best available technology and would reduce information costs, while allowing developing countries to reduce costs by taking advantage of economies of scale.

India noted that a technology transfer mechanism must allow for transfers to the public domain, within recipient countries as well as the private sector. It referred to the Norwegian proposal for a funding clearing-house as "practicable and useful."

Norway responded to India's intervention on the clearing-house. It accepted the comments on the 'leasing agreements' that these should be of defined duration. This should be under the authority of the parties, but mandatory for developed countries and only voluntary or contractual for the others.

During the science section Dr. Jeremy Leggett of Greenpeace International warned delegates of an "unprecedented outbreak of coral bleaching in the world's oceans in recent years, in waters of unprecedented warmth."

"Some scientists now suspect that this phenomenon could be a scientific 'nasty surprise' equivalent to the Antarctic ozone hole," said Dr Leggett. "Coral bleaching could be the first impact of the human-enhanced greenhouse effect."

Speeded up Delivery

In an effort to speed up proceedings in Working Group I at the Geneva meeting, the Secretariat has announced that it will install a system of illuminated large letters located in a panel immediately over the co-chair's desk.

Prior to delivery of a speech, each spokesperson for a government, international organisation or NGO will press an appropriate button to be installed at speaker desks. As outlined below, only those ideas/concepts NOT covered by such lights will be given verbally and then strictly limited to two minutes per speaker.

M Vacuo has outlined an illustrative list of subjects:

1. A Climate Convention must contain:
 - A. Commitments to halting global warming, cutting CO₂ and Technological and Financial Transfer
 - B. Nothing in particular
 - C. A graph of OPEC, coal and oil company profits superimposed on CO₂ concentrations
 - D. Sununu's flight plans
2. "Principles" and "commitments" options are too:
 - A. General
 - B. Specific
 - C. Costly

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Quo Vadis INC?

INC III winds up tomorrow with less than nine months to go to Rio. Sixty percent of the presently-scheduled INC meetings have been held and there is still no basic negotiating text. Negotiators will not leave Nairobi with one in their hands.

If these negotiations are to proceed, some form of negotiating draft must be prepared in time for governments to review and develop instructions before the next session in Geneva.

This will require a clear mandate to the bureau and decisive leadership to produce such a text. Governmental input during the intersessional input will be essential.

Adequate support for the Executive Secretary and his staff, particularly translation of documents and their early dissemination will be essential. Countries will have to establish a negotiating process to resolve issues, rather than make general statements. This does not mean the lowest common denominator.

ECO understands a legal drafting group will be constituted in December. This will make an important contribution by ensuring the soundness of the Convention text.

The UN General Assembly this autumn will be important. But the INC must have the mandate and flexibility to meet its negotiating needs in 1992. The choice of New York will be interesting in terms of its high-profile for these negotiations.

In sum, it's time for all countries participating in the INC negotiations to be bold and creative in establishing a negotiating process. Environmental NGOs are more than prepared to do their part to assist.

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Methane's Looming Threat

By Dan Lashof

Next to carbon dioxide, methane is the most important of the anthropogenic greenhouse gases that threaten to profoundly alter the Earth's climate.

The Intergovernmental Panel on Climate Change (IPCC) has estimated that CO₂ is responsible for 61% of the global warming impact of all greenhouse gas emissions in 1990, followed by methane (CH₄) at 15%, and CFCs with a combined total of 11%. Yet gram for gram, releases of methane have roughly 21 times the heat-trapping potency of carbon dioxide over a period of 100 years.

As CFCs are phased out under the Montreal Protocol, their share of greenhouse forcing declines and methane's relative contribution becomes more important.

Though CO₂ continues to be important, it is time to examine methane emission reductions within the Convention.

The United States insists on the so-called 'comprehensive approach'. It has rightly been treated with skepticism because of its negative attitude toward tackling CO₂, which has more impact than all other emissions combined. Solutions to global warming must address all significant contributors, as noted by the Second World Climate Conference.

Methane is produced by a wide variety of natural and anthropogenic sources. Though individual emissions are still the object of uncertainty, reasonable estimates have emerged. A recent analysis by Fung et al. provides an estimate consistent with other source strength measurements, concentration data, and isotopic data.

Some say methane emissions can only be cut by imposing unacceptable restrictions on agricultural activities. But there are cost-effective means of reducing methane. These are summarized below:

Natural gas leaks: The bulk of these emissions come from the natural gas lines in the Soviet Union. These should be cut 50% by 2000, from 30 to 15 Tg.

Natural gas vents: Venting of natural gas to the atmosphere could be eliminated by utilizing, flaring (burning) or reinjecting it. This should become universal practice. Flaring would cut emissions by 90% by 2000, from 10 to 1 Tg.

Coal mining: Gassy coal mines produce methane. Drilling into the seam before mining begins can recover much of the methane and improve mine safety. Methane can also be used in power plants. Emissions should be reduced by at least 25%, from 35 to 26 Tg, by 2000.

Landfills: Anaerobic decomposition in landfills produces methane that can be used to generate electricity or pipeline gas. It can also be flared. A US proposal to reduce organic emissions would cut methane by 50%. But

more stringent standards could cut emissions by 80% at very low cost. If new landfills offer a 90% recovery, then by 2000 developed countries could cut emissions by 75%, from 40 to 10 Tg.

Biomass burning: Alternatives to incomplete combustion for managing grassland systems should be developed and applied. Better cookers, biogas or kerosene would ease pressure on fuelwood. Lower deforestation cuts both methane and carbon dioxide emissions. Overall, methane emissions from biomass burning could be decreased by at least 25%, from 55 to 40 Tg, by the year 2000.

Animals: Energy efficiency would mean cattle and other ruminants reducing methane emissions per unit of animal product by 25-75%. In India, dietary supplements increased food production and cut methane emissions output by 60%. Animal emissions could probably be stabilized at the current level of 80 Tg.

Rice: Flooded fields emit gases due to anaerobic soil conditions. Rice is the staple crop of much of the world's population, so rice output cannot be cut. But varied cultivation could increase food security and cut emissions. Better use of water, cultivars or fertilizers might achieve a 10-30% reduction in emissions over the long term. Now, rice cultivation emissions will rise from 100 Tg by about 10%, or 10 Tg.

These goals would cut anthropogenic methane emissions by 20%, and total emissions by 14%. After a decade atmospheric methane concentrations would stabilise at current levels.

The climate convention should contain specific commitments to reduce methane emissions. Industrial sources, natural gas systems, coal mining, and landfills are priorities. Specific targets should be established for these source categories, and perhaps for biomass burning, for which control measures can be clearly identified and reductions verified.

If emissions are not controlled and global warming accelerates, then positive feedbacks could lead to dramatic increases in methane concentrations, exacerbating warming.

— Dan Lashof is from the National Resources Defense Council



Rubbish tips ferment to release methane

East Europe and CO₂

By Jaroslav Marousek

It is not easy to determine the attitude of newly-born democracies in Central and Eastern Europe in the Nairobi negotiations. The working groups' debates concentrate on dialogue between developing and developed countries, and the rest discuss generalities or keep their silence.

This is even more true of the group of countries in the former 'Soviet bloc', such as Bulgaria, Czechoslovakia, Hungary, Poland, Rumania and the Soviet Union.

This region produces about a quarter of global anthropogenic CO₂ emissions, and the development of their own GHG policy will significantly influence global climate change.

We must take account of the current situation in these countries. Almost all are in an unprecedented transitional period from centrally planned to market-oriented economies; their GDP grows very slowly or is decreasing – a sign of economic problems which have to be solved.

Almost all these countries have enormous

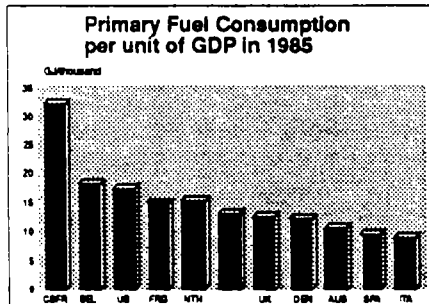
energy-saving potential, and energy is responsible for their GHG production. Czechoslovakia is the most energy-intensive country in the region. Its per capita energy consumption ranks amongst the highest in Europe, with 16 tons of CO₂ produced per capita annually. Energy intensity per unit of GDP is twice as high as in West Europe. Half the energy could be saved.

Czechoslovakia's estimated energy demand for industry for the year 2000 is only 40% of the estimate in the seventies. Today's primary energy consumption is supposed to decline even if GDP increases. The latest studies prove that 70% of energy consumed is still wasted.

Central and East European countries have begun to realise these possibilities but have not yet developed energy efficiency strategies. Once they have developed strategies, they could become very active partners in future Climate Change negotiations. But this depends on how soon they are able to get rid of the old belief that energy consumption and economic strength have to grow in parallel.

Fortunately, the region has no alternative to energy efficiency. If these countries continue to consume such huge amounts of energy, the cost of their products will exclude them from the international market.

If energy efficiency measures in developed countries are profitable, energy efficiency improvements in Central and Eastern Europe will bring large financial rewards. These governments must prepare suitable strategies for the next INC/FCCC meeting.



Ecological limits and coral reefs

Coral reefs have "bleached" on a global scale several times and reefs in the Atlantic, the Pacific, and the Indian Oceans are suffering coral mortality due to bleaching in 1991.

Bleached corals lose their beautiful colors and turn white because the crucial symbiosis between coral and zooxanthellae breaks down. Even slight increases in temperature can cause bleaching. Some scientists think worldwide coral bleaching may be one of the first documented ecosystem impacts of global warming, since it is linked to unusually warm water temperatures.

Future warming due to enhanced levels of greenhouse gases would be expected to raise ocean surface temperatures. Increased temperatures will trigger more frequent and severe mass coral bleaching events. Repeated and severe bleaching is known to result in the demise of the coral reef ecosystem.

Sea level rise associated with global warming also poses a threat to coral reefs. Scientists speculate that bleaching, increased erosion, ongoing pollution and physical degradation, and other factors will reduce the ability of reefs to respond to rising sea levels.

Coral reefs are sensitive to temperature increase, salinity changes, and a number of other environmental parameters that would change with increased global temperature and altered precipitation regimes, and appear to be exhibiting negative effects. Coral reefs may be the ecosystems most sensitive to the complex changes that accompany warming.

Coral reefs merit more intensive research to determine the link between temperature change and coral bleaching. Environmental targets are ideally based on the response of the most sensitive organism in an ecosystem, which may be corals.

Projected rates of warming in business-as-usual scenarios, and even rates used to develop the current targets for emissions reductions, may be too high to allow normal processes to occur.

The rate and ultimate extent of warming must therefore be limited so as to allow acclimatization and adaptation, or massive losses of biological diversity will occur.

– *Extracts from a paper prepared for INC III by Rod Fujita. He is a marine scientist at the Environmental Defense Fund*

THE VIEW FROM TUVALU

We South East Asians were looking for something we had in common, when we realized that it was the *cropek*. Indonesians and Malaysians call it *krupuk*, Filipinos call it *kropek* (or *cropek*), Papua New Guineans call it *krobel*. The Thais have a similar word, and English-speakers call it ... the *prawn chip*.

With this in mind, during one of our informal meetings at the Regional Workshop of the South East Asian NGOs on International Climate Negotiations, we came close to deciding to call our new regional network CROPEC – the Coalition of Resources Oriented People for Environmental Concerns – a nice name, we thought.

To make it sound more serious, we added one more word, making it CROPEC International, with the hope that this new international organization would become as famous as Greenpeace International or Friends of the Earth International.

CROPEC International proposes only one technique for mitigating global climate change and reducing CO₂ emissions. CROPEC International calls on everybody, all over the world, to stop breathing for three minutes at 3pm every day. This is not too difficult. All that's needed is the commitment.

Anyone wanting to breathe during that three minutes can do so, but they will have to cut their CO₂ emissions – individually or collectively – by the same amount that they produce by breathing for three minutes.

Alternatively, they could not breathe for longer than three minutes, according to the quantity of their CO₂ emissions.

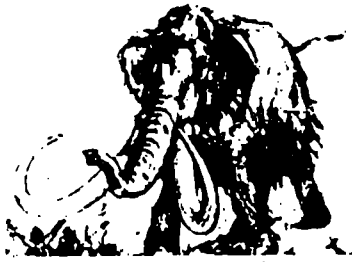
– *Agus P. Sari, CROPEC International activist, is also with Walhi: Indonesian Forum for Environment/Friends of the Earth Indonesia.*

\$2 trillion saving

Investment in energy efficiency measures in developing countries and Eastern Europe would achieve substantial reductions in energy consumption while dramatically reducing capital investment needs.

A report by the US Working Group on Energy Efficiency outlines two scenarios up to 2025. The first projects an annual 2.9% growth that will need US \$5 trillion in capital investment.

The second – reflecting investment in energy efficiency measures in the industry, transport, buildings, biomass utilization, agriculture, and electric power – projects a reduced energy demand of 2% a year, with total demand in 2025 nearly 30% lower. Lower investment would save over \$2 trillion dollars by 2025.



Tusker is on holiday

Curbing the Jet Streams

By Adam Markham and Victoria Dompka,
WWF International

Aircraft emissions and their control should be addressed by the IPCC and ICAO in an explicit, comprehensive manner.

Aircraft emissions have hitherto slipped through the net of international scientific scrutiny as to the causes of climate change. No comprehensive global emissions inventory exists and the full impact of aircraft NOx emissions in the atmosphere is not yet fully understood.

The IPCC should ensure that aircraft are treated as a separate source category in future scientific assessments of climate change, given their potentially huge significance.

In addition, many small developing countries such as the Maldives, Singapore and Taiwan are often penalized for having per capita CO₂ emissions because they act as refuelling stops for aircraft. INC negotiations, through the IPCC, should start to develop a method for allocating responsibility for aircraft emissions amongst countries.

The IPCC can remedy problems by undertaking the following:

- Coordinate research aimed at precisely quantifying the global warming potential of aircraft emissions at various altitudes;
- Collect and analyze data on aircraft emissions worldwide, including military use of aircraft (which accounts for 25% of total aviation fuel use);
- Assess the technical scope for emissions control through energy efficiency and low-NOx engine technology.

Missing Link(ages)?

By Scott A. Hajost

Much has been said in the INC, UNCED and elsewhere about the important linkages that climate change discussions have to other international activities and relevant sectors. To date, this would seem to be more verbiage than substance.

As stated yesterday by environmental NGOs, while some delegations point to UNCED as the forum for addressing forests, UNCED has not yet measured up to the task. Nor has it seriously attempted to deal with climate change.

In the biological diversity convention being prepared for adoption at UNCED, climate change is missing in action. The minimal reference in the research provisions of the draft convention is to "extreme climate events" as compared to climate change.

Climate change is recognized as one of the significant perils to terrestrial and marine ecosystems, but the draft convention does not recognise this. The INC is starting to embrace the concept of ecological limits. When biodiversity convention negotiators meet next

week in Nairobi, a little "climate" sense might filter in.

Parties to the ECE Convention on Long-Range Transboundary Air Pollution are in the final stages negotiating a VOC protocol to the Convention. VOCs are identified in current INC drafts as a climate-related gas. Once again, the draft protocol gives short shrift to climate and its relationship to VOC controls.

In February of this year, the ECE governments also adopted the Convention on Environmental Impact Assessment in a Transboundary Context which requires preparation of EIAs on proposed activities with environmental impacts.

The Convention defines impact to include effects on climate emissions. The US is reportedly considering entering an understanding to the Convention whereby climate means "local" climate.

This would circumscribe the Convention, and is at odds with the emerging international principle that prior EIAs should be prepared for all activities that have environmental impact.

The list could go on. Hopefully in UNCED and elsewhere governments and institutions will make these so-called linkages more than less than apparent.

— Scott A. Hajost is International Counsel at the Environmental Defense Fund.



Speeded up Delivery

From Front Page

3. Position on OPEC intervention
 - A. For
 - B. Against
 - C. Not sure/earphone not working
4. Existing international agencies:
 - A. Are just peachy
 - B. Couldn't be worse
 - C. May present post-retirement opportunities
5. When I say "interesting" I mean:
 - A. Inadequate, but well-meant
 - B. Possibly counter-productive
 - C. Simply appalling
6. Cuts in CO₂ should be:
 - A. Immediate
 - B. Left up to the market to determine
 - C. A subject not to be raised in polite company
7. Forests should be:
 - A. Considered by UNCED
 - B. Considered by the INC
 - C. Cut down

THANKS

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