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28 February 1992

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INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE

Fifth session, First part
New York, 18-28 February 1992

DRAFT REPORT OF THE INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE ON THE WORK OF
THE FIRST PART OF ITS FIFTH SESSION, HELD AT NEW YORK FROM
18 TO 28 FEBRUARY 1992

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I. INTRODUCTION

1. The first part of the fifth session 1/ of the Intergovernmental Negotiating Committee for a Framework Convention on Climate Change was held in New York from 18 to 28 February 1992. The meeting was convened in pursuance of General Assembly resolutions 45/212 of 21 December 1990 and 46/169 of 19 December 1991, entitled "Protection of global climate for present and future generations of mankind", further to resolutions 43/53 of 6 December 1988 and 44/207 of 22 December 1989.*

* For the reports of the first to fourth sessions, see A/AC.237/6 and Corr.1, A/AC.237/9 and A/AC.237/12 and Corr.1, and A/AC.237/15 and Corr.1. The Bureau of the Committee elected at the first session consists of:

Chairman: Mr. Jean Ripert (France)

Vice-Chairmen: Mr. Chandrashekhar Dasgupta (India)
Mr. Ahmed Djoghlaif (Algeria)
Mr. Ion Draghici (Romania)
Mr. Raul Estrada-Oyuela (Argentina)

Rapporteur: Mr. Ion Draghici (Romania)

The Bureaux of Working Groups I and II elected at the second session consist of:

Working Group I

Co-Chairmen: Mr. Nobutoshi Akao (Japan)
Mr. Edmundo de Alba-Alcaraz (Mexico)

Vice-Chairman: Mr. Mohamed Mahmoud Ould El Ghaouth (Mauritania)

Working Group II

Co-Chairmen: Ms. Elizabeth Dowdeswell (Canada)
Mr. Robert F. Van Lierop (Vanuatu)

Vice-Chairman: Mr. Maciej Sadowski (Poland)

1/ The second part of the fifth session (or resumed fifth session) will be held ().

II. ORGANIZATIONAL MATTERS

A. Opening of the session

2. In opening the fifth session, the Chairman, Mr. Jean Ripert, stressed the short time remaining and the need to instil greater urgency and focus in the negotiating process. He underlined the complexity of the task, the high stakes involved and the need for political vision. He suggested that a framework convention should be neither too general nor too detailed. He noted the key issues facing the Committee and, in particular, commitments of developed countries on emissions and sinks; commitments of all countries to adopt national strategies and exchange information; commitments to provide financial resources and technology to developing countries; a process of submitting and analysing national reports; and effective institutions to ensure implementation of a convention.

B. Attendance

3. The first part of the session was attended by representatives of the following States:

Algeria	Chile	Greece
Angola	China	Grenada
Antigua and Barbuda	Colombia	Guatemala
Argentina	Comoros	Guinea
Australia	Congo	Guinea-Bissau
Austria	Cook Islands	Guyana
Bahamas	Costa Rica	Haiti
Bangladesh	Côte d'Ivoire	Holy See
Barbados	Cuba	Honduras
Belarus	Cyprus	Hungary
Belgium	Czechoslovakia	India
Belize	Democratic People's	Indonesia
Benin	Republic of Korea	Iran (Islamic
Bhutan	Denmark	Republic of)
Bolivia	Djibouti	Iraq
Botswana	Dominican Republic	Ireland
Brazil	Ecuador	Israel
Brunei Darussalam	Egypt	Italy
Bulgaria	Equatorial Guinea	Jamaica
Burkina Faso	Ethiopia	Japan
Burundi	Fiji	Jordan
Cambodia	Finland	Kenya
Cameroon	France	Kiribati
Canada	Gabon	Kuwait
Cape Verde	Gambia	Lao People's Democratic
Central African Republic	Germany	Republic
Chad	Ghana	Lesotho

Liberia	Norway	Suriname
Luxembourg	Pakistan	Swaziland
Madagascar	Panama	Sweden
Malawi	Papua New Guinea	Switzerland
Malaysia	Peru	Thailand
Maldives	Philippines	Togo
Mali	Poland	Tonga
Malta	Portugal	Trinidad and Tobago
Marshall Islands	Republic of Korea	Tunisia
Mauritania	Romania	Turkey
Mexico	Russian Federation	Tuvalu
Micronesia (Federated States of)	Rwanda	Uganda
Mongolia	Saint Lucia	Ukraine
Morocco	Samoa	United Kingdom of Great Britain and Northern Ireland
Mozambique	Sao Tome and Principe	United Republic of Tanzania
Myanmar	Saudi Arabia	United States of America
Namibia	Senegal	Uruguay
Nauru	Seychelles	Vanuatu
Nepal	Sierra Leone	Venezuela
Netherlands	Singapore	Viet Nam
New Zealand	Solomon Islands	Yugoslavia
Nicaragua	Spain	Zaire
Nigeria	Sri Lanka	Zambia
	Sudan	Zimbabwe

4. The following United Nations offices and programmes were represented at the first part of the session: Office of the Director-General for Development and International Economic Cooperation; United Nations Environment Programme; United Nations Development Programme; United Nations Centre for Human Settlements; United Nations Conference on Environment and Development.

5. The following specialized agencies and other organizations of the United Nations system were represented at the first part of the session: Food and Agriculture Organization of the United Nations; World Bank; World Meteorological Organization; International Maritime Organization; United Nations Industrial Development Organization.

6. The following intergovernmental organizations were also represented at the first part of the session: Asian-African Legal Consultative Committee; Caribbean Meteorological Organization; European Economic Community; Organization of the Islamic Conference; Organisation for Economic Cooperation and Development; Organization of the Petroleum Exporting Countries; South Pacific Environment Programme.

7. The following non-governmental organizations in consultative status with the Economic and Social Council were represented:

Category II: Greenpeace International; International Council of Scientific Unions; International Petroleum Industry Environmental Conservation Association; World Coal Institute; World Council of Churches; World Resources Institute.

Roster: Friends of Earth-International; International Organization of Motor Vehicle Manufacturers; National Audubon Society; Natural Resources Defense Council; Sierra Club.

8. The following other non-governmental organizations were also represented: Alliance for Responsible CFC Policy; Alliance to Save Energy; American Bar Association; American Gas Association; American Iron & Steel Institute; American Mining Congress; American Petroleum Institute; Association of American Railroads; Australian Conservation Foundation; Canadian Electrical Association; Center for Clean Air Policy; Center for the Environment, Cornell University; Centre for Global Change; Center for International Environmental Law; Chemical Manufacturers Association; Climate Action Network; Climate Council; Climate Institute; Coal Association of Canada; Earth Regeneration Society; Edison Electric Institute; Electricity Consumers Resource Council; Environmental Defense Fund; Environmental and Energy Study Institute; Federation of Electric Power Companies, Japan; Global Climate Coalition; Global Commons Institute; Global Coral Reef Alliance; Global Security Programme; Harvard Global Environmental Policy Program; National Association of Manufacturers; National Coal Association; National Rural Electric Cooperative Association; Stockholm Environment Institute; Tata Energy Research Institute; Union of Concerned Scientists; U.S. Citizens Network on UNCED; United States Chamber of Commerce; United States Council for International Business; Woods Hole Research Center; World Wide Fund for Nature (WWF) International; World Wild Life Fund.

C. Adoption of the agenda

9. At its 1st plenary meeting, on 18 February 1992, the Committee adopted the following agenda (A/AC.237/16):

1. Organizational matters:

- (a) Adoption of the agenda;
- (b) Organization of work;

(c) Future work:

- (i) Calendar;
- (ii) Arrangements for adoption of a framework convention;
- (iii) Report to UNCED by the Chairman, on behalf of the Committee;

(d) Questions for consideration at the resumed fifth session.

2. Consideration of scientific advice from IPCC.
3. Completion of a framework convention on climate change.
4. Review of extrabudgetary funds:
 - (a) Special voluntary fund to support the participation of developing countries;
 - (b) Trust fund for the negotiating process.
5. Adoption of the report.

D. Documentation

10. At the 1st plenary meeting, the documents before the Committee at the start of its fifth session were introduced by the Executive Secretary. They are listed in annex I to the present report.

E. Organization of work

11. After discussion in an informal meeting of plenary on 18 February, the Committee concurred with the following proposals of the Chairman for the organization of work at the first part of the session:

(a) The objective of the session should be to produce a clean text, with only a few brackets indicating major political choices still to be made. Major substantive differences should be reduced to essentials, clearing the way for political intervention.

(b) The two Working Groups should be allowed to continue their work, but with clear directives from Plenary as to their timetables and priorities. The initial choice of topics from the core working document for the Working Groups was as follows:

- (i) Working Group I would focus on Commitments (sections IV and V), leaving Preamble, Principles and Objective (sections I and III) until later in the session.

/...

(ii) Working Group II would focus on Institutional Arrangements and Reporting (sections VI and VII.1 of the Consolidated Working Document), leaving until later the legal provisions from section VII.2 onwards, including dispute resolution.

(c) In dealing with specific commitments in relation to finance and technology, Working Group I should limit its consideration to section IV.2.2, paragraph (a) and section IV.2.3, paragraphs (a), (c) and (d). The other paragraphs in these sections, dealing with a funding mechanism and institutional functions, should be taken in hand by Working Group II. These are section IV.2.2, paragraphs (b) and (c) and section IV.2.3, paragraph (b).

(d) Working Group I should draw on the material in section V of the Consolidated Working Document, in formulating general commitments relating to science, research, information and education. Subsequently, Working Group II could review what is left of its original texts in section V. If there remains some useful language relating to mechanisms, Working Group II could consider integrating this language in the appropriate annex or annexes.

(e) While maintaining full control of the process within their Working Groups and ensuring transparency, the Co-Chairmen of both Groups should promote consultations among interested delegations on specific portions of the consolidated text. The purpose of these consultations would be to refine formulations so as to clarify both their meaning and the choices to be made and propose these formulations to the Working Group as a whole.

(f) For its part, the Committee as a whole would need to address the question of the scope of the Convention and determine its overall design.

(g) The Vice-Chairman of Working Group II, Mr. Maciej Sadowski, should conduct informal consultations with legal and scientific experts from delegations on the definitions to be included in the convention. Mr. Sadowski should report back to Working Group II on the outcome of these consultations.

(h) The Vice-Chairman of the Committee who acts as Rapporteur, Mr. Ion Draghici, should conduct informal consultations with legal experts from delegations representing the six linguistic groups to check the conformity of the six language texts of the consolidated working document. Mr. Draghici should report back to Plenary on the outcome of his consultations.

(i) The Committee and the Working Groups should maintain the practice of holding open meetings, unless otherwise decided.

12. At the 2nd and 3rd plenary meetings, on 20 and 24 February, the Committee took note of the progress achieved in the Working Groups as reported by their Co-Chairman. At the 3rd meeting, the Committee requested the Working Groups to complete their work by the end of Thursday afternoon, 27 February.

F. Future work

(i) Calendar

13. At its 3rd plenary meeting, on 24 February, the Committee considered the calendar of its future work. At its fourth plenary meeting, on 28 February, the Committee decided to hold a resumed fifth session [from 30 April to 8 May in New York,] [subject to approval by the competent bodies, of the extension of its duration beyond the five working days.]

(ii) Arrangements for the adoption of a framework convention

14. On the basis of advice from the Office of Legal Affairs, the Chairman advised the Committee that, in adopting a convention, the Committee should follow its rules of procedure on decision-making (see A/AC.237/5). As the Committee was established by the General Assembly, representatives of States participating therein were not required to submit credentials; nor was there a requirement that a convention be placed before or adopted by a conference of plenipotentiaries. Furthermore, it was not normal practice for the General Assembly or a body established by it to adopt a final act at the time of the adoption of a convention. The report of the Committee would contain all the necessary information concerning the adoption of the convention which would normally appear in any final act.

15. The Chairman reminded delegations that full powers would be required to sign the convention when it was opened for signature during UNCED.

(iii) Report to UNCED by the Chairman, on behalf of the Committee

16. In paragraph 18 of its resolution 45/212, the General Assembly requested that the Chairman of INC, on behalf of the Committee, submit a report to UNCED on the outcome of the negotiations, as well as on possible future steps in the field of climate change. The Chairman noted that this matter would be taken up at the resumed fifth session.

G. Questions for consideration at the resumed fifth session

(to be completed)

III. CONSIDERATION OF ADVICE FROM IPCC

17. At its 2nd plenary meeting, on 20 February, the Committee heard a statement from Professor Bert Bolin, Chairman of the Intergovernmental Panel on Climate Change (IPCC) regarding the 1992 IPCC Supplement which had been completed during the 7th plenary session of IPCC, held at Geneva from 10 to 12 February 1992. He noted that the Supplement should be considered against the background of the IPCC First Assessment Report (1990).

/...

18. Professor Bolin stated that the 1992 IPCC findings confirm that (a) the emissions resulting from human activities continue to increase substantially the concentrations of greenhouse gases in the atmosphere, (b) the sensitivity of global mean surface temperature to a doubling of carbon dioxide is unlikely to lie outside the range 1.5 to 4.5 deg. C as given in the 1990 Report and (c) a rate of increase of global mean temperature during the next century of about 0.3 deg. C per decade (with an uncertainty range of 0.2 to 0.5 deg. C per decade) is expected under the 1990 IPCC Scenario A (Business-as-Usual) emissions of greenhouse gases.

19. He noted that two factors that were referred to in the 1990 Report were considered quantitatively in the Supplement: (a) the depletion of ozone in the lower stratosphere due to the presence of CFCs may have approximately offset the radiative forcing contributed by the CFCs, at least in the high and middle latitudes, and (b) cooling due to aerosols formed from anthropogenic sulphur emissions may have offset a significant part (up to about 40 per cent) of the greenhouse warming in the northern hemisphere during the past several decades.

20. Professor Bolin also noted the interdependence of the environmental questions of stratospheric ozone depletion, acidification of precipitation, soils and lakes (caused in part by emissions of sulphur dioxide) and global warming. He suggested that these major environmental issues should be considered simultaneously. He reminded the Committee that the complexity of the climate system is such that surprises cannot be ruled out.

21. With regard to the impacts of climate change, Professor Bolin noted that the assessment continues to be uncertain. The Supplement in general confirms the 1990 IPCC findings regarding impacts.

22. Professor Bolin concluded by saying that the 1992 IPCC Supplement represents a further step towards organizing relevant information on the climate change issue. The aim has been to serve countries in their attempts to address this major global environmental concern and to establish an important and reliable source of information for the ongoing negotiations.

23. He further noted that after the 1992 IPCC Supplement was completed, IPCC expressed its readiness to continue to serve the need for further scientific/technical assessments following agreement on the framework convention. The ongoing discussions within IPCC on a better structure for itself are aimed at strengthening the scientific/technical character of IPCC and give a more balanced national representation in its key functions.

24. Representatives of eight delegations made statements and the Chairman of IPCC replied to questions.

25. The Chairman, on behalf of the Committee, expressed his thanks to Professor Bolin for his informative presentation of the IPCC Supplement, which he remarked had been produced in a short time. He noted that the Supplement should assist Governments in their efforts towards realizing a framework convention.

IV. REVIEW OF EXTRABUDGETARY FUNDS

26. At the 3rd plenary meeting, on 24 February, the Executive Secretary introduced document A/AC.237/17, "Review of extrabudgetary funds".

A. Special Voluntary Fund to support the participation of developing countries

27. The Executive Secretary noted that the usual arrangements had been made for supporting participation of developing countries in the current session, with the help of UNDP and UNCTAD. One hundred and fifteen delegations of developing countries were participating, of which an estimated 87 had been supported by the special voluntary fund.

28. Statements were made by seven delegations and by the representative of the European Economic Community confirming or announcing new pledges to the special voluntary fund, totalling about US\$500,000. The Executive Secretary expressed appreciation for these pledges and stated that this sum, once paid, would enable the fund to support the participation of developing countries in the resumed fifth session. He noted that, unless advised to the contrary, that session would be the last meeting for which the fund would be used.

29. Two delegations of developing countries expressed thanks to contributors to the Special Voluntary Fund; one of these delegations urged the Executive Secretary to continue his efforts to support participation by small-island developing countries. The Executive Secretary informed the Committee of the support being given from the Fund and from other sources for participation by such countries.

B. Trust Fund for the negotiating process

30. The Executive Secretary thanked contributors to the Trust Fund. He observed that these supplementary resources would enable the INC secretariat to ensure full servicing of a resumed fifth session in New York and to provide a minimum presence at the United Nations Conference on Environment and Development in Rio de Janeiro.

31. In response to a question, the Executive Secretary confirmed that bilateral funding continued to be provided for staff costs covering three members of the INC secretariat.

* * *

32. The Chairman concluded by thanking all contributors to both funds and expressing satisfaction that foreseeable needs had been met.

V. COMPLETION OF A FRAMEWORK CONVENTION ON CLIMATE CHANGE

A. Report on Working Group I: Commitments

33. At its 1st plenary meeting, on 18 February, the Committee gave Working Group I initial guidance as to its timetables and priorities (see para. 11 above). The Working Group used as a basis for its discussions the Consolidated Working Document annexed to the report of the fourth session of the Committee (A/AC.237/15) and other related documents.

34. The Working Group held 17 meetings and 5 informal meetings, and discussed the following topics: Principles, Objectives and Commitments.

35. The Working Group transmitted to the plenary relevant texts for integration into a "Revised Consolidated Text under Negotiation".

B. Report on Working Group II: Mechanisms

36. At its 1st plenary meeting, on 18 February, the Committee gave Working Group II initial guidance as to its timetables and priorities (see para. 11 above). The Working Group used as a basis for its discussions the Consolidated Working Document annexed to the report of the fourth session of the Committee (A/AC.237/15) and other related documents.

37. The Working Group held 16 meetings and ____ informal meetings and discussed the following topics:

Cooperation on Science, Research, Information and Education;
Institutional arrangements; Procedures; Final Clauses.

38. At its 15th meeting, on 27 February, Working Group II heard an oral report by its Vice-Chairman, Mr. Maciej Sadowski, on the results of the informal consultations he held with legal and scientific experts from delegations on the definitions to be included in a convention.

39. The Working Group transmitted to the Plenary relevant texts for integration into a "Revised Consolidated Text under Negotiation".

C. Consideration in Plenary

40. At its 3rd plenary meeting on 24 February, the Committee heard a statement delivered on behalf of the Group of 77 as well as a statement on behalf of a number of non-governmental organizations representing international business.

41. At the 4th plenary meeting, on 28 February, the respective Co-Chairmen of Working Groups I and II presented oral reports to the Committee giving their own impressions on the work accomplished during the session.

42. At the same meeting, the Vice-Chairman of the Committee, who serves as Rapporteur, reported on his informal consultations with delegations representing the six language groups to check the conformity of the six language texts of the consolidated working document.

VI. ADOPTION OF THE REPORT

43. At the 4th plenary meeting on 28 February, the Vice-Chairman, Mr. Ion Draghici, in his capacity as Rapporteur, introduced the draft report (A/AC.237/L.12).

44. The Chairman conducted a reading of the draft report, section by section.

45. The Committee adopted the draft report as amended, authorizing the Rapporteur to reflect therein the proceedings of the Working Groups and of the 4th plenary meeting and to make any necessary editorial changes.

VII. SUSPENSION OF THE SESSION

46. At the end of the 4th plenary meeting, on 28 February, the Chairman declared the first part of the fifth session of the Committee adjourned.

ANNEX I

List of documents before the Committee at its fifth session

Documents for the session

- | | |
|---------------------------------------|--|
| A/AC.237/15 and Corr.1 | Report of the Intergovernmental Negotiating Committee for a Framework Convention on Climate Change on the work of its fourth session, held at Geneva, from 9 to 20 December 1991 |
| A/AC.237/16 | Provisional agenda and annotations, including suggestions for the organization of work |
| A/AC.237/17 | Review of extrabudgetary funds |
| A/AC.237/Misc.1/Add.16 | Proposal by the Netherlands: Set of informal papers provided by delegations, including "non-papers", related to the preparation of a framework convention on climate change |
| A/AC.237/Misc.1/Add.17 | Proposal for a set of definitions by Vanuatu on behalf of the States members of the Alliance of Small Island States participating in the session |
| A/AC.237/Misc.14/Rev.1 | Definitions: Note by the secretariat |
| A/AC.237/Misc.18
and Add.1 | Technical review of consolidated working document |
| A/AC.237/WG.I/L.7
and Corr.1 and 2 | Algeria and other States: proposal on the entire section on commitments |
| A/AC.237/WG.I/L.8 | Joint statement of the Group of 77 at the fourth session of the Intergovernmental Negotiating Committee |
| A/AC.237/WG.I/L.9
and Corr.1 | Statement on commitments submitted by the delegation of Vanuatu, on behalf of the States members of the Alliance of Small Island States participating in the fourth session of the Committee |
| A/AC.237/WG.I/L.10
and Corr.1 | Afghanistan and other States: proposed amendments to the text of A/AC.237/WG.I/L.7 |

INC/FCCC/None No. 37

Symposium on Climate Change and the Future of Small
Island States and Low-lying Coastal Developing
Countries, held on 14 February 1992 at United
Nations Headquarters

* * *

Available for reference purposes

General Assembly
resolutions

46/169

Protection of global climate for present and future
generations of mankind (19 December 1991)

45/212

Protection of global climate for present and future
generations of mankind (21 December 1990)

US + EC + Member States

The attached text, replaces option 2, Working Group II, Financial Mechanisms and provides a broad framework for the linkages between the Conference of the Parties and the GEF.

We recognize that a number of questions in particular related to financial commitments and technology cooperation are not addressed in this proposal. Agreement on this questions will have to be elaborated in the course of our further work.

FINANCIAL MECHANISM

1. The Parties hereby designate the Global Environment Facility (GEF) established and operated jointly by UNDP, UNEP and the IBRD for the provision of financial resources to Parties in need of assistance in meeting agreed incremental costs of implementing this convention.
2. The Conference of the Parties shall, in accordance with relevant Rules of Procedure, establish appropriate arrangements with the GEF to implement Paragraph 1 above. Such arrangements shall include inter alia:
 - a) modalities to promote the involvement of the Parties in the GEF [with a view to ensuring a transparent system of governance of the mechanism and a balanced representation of developed and developing country Parties]*;
 - b) provision for the GEF in funding projects related to the convention to [comply with]/[consider] the [policy and] programme priorities and eligibility criteria established by the Conference of the Parties;
 - c) receipt by the GEF of requests from Parties in need of assistance in meeting agreed incremental costs of implementing this Convention;
 - d) provision by the Conference of the Parties or its subsidiary bodies to the GEF of information that might promote the implementation of this Convention, including the establishment of cooperative linkages between the STAP and scientific and technical bodies established under this Convention;
 - e) provision by the GEF of regular reports through the Convention Secretariat to the Conference of the Parties on its operations related to the implementation of this Convention, including projects selected; financial expenditures; current and anticipated funding reserves; the relationship between its operations related to the implementation of this Convention and other assistance it is providing in sectors relevant to climate change; and other information of interest to the Conference of the Parties;
 - f) provision for the Conference of the Parties to request the GEF to reconsider a particular funding decision in the light of the criteria and priorities referred to in paragraph 2b;
3. The Conference of the Parties shall periodically assess the operation of the GEF as the mechanism for the provision of financial resources related to the implementation of this convention, with a view to modifying the arrangements under Paragraph 2 as may be appropriate.
- [4. Parties may also provide assistance related to the implementation of this Convention through bilateral or other

Note: * The portion in square brackets is not a legal text.

multilateral channels. In this regard, interested Parties may meet, on an ad hoc basis, to consider whether any Party is interested in assisting another Party in the implementation of a proposed project the latter has identified in its national report. Parties may, as appropriate, invite representatives of multilateral financial institutions to such meetings for the purpose of providing them with an opportunity to consider projects for consideration in their development assistance portfolios.]

Note from Coordinator of
"Functions" Consultative Group

The "functions" consultative group considered the functions set forth on pp. 60-61 and pp. 68-70 of the Co-Chairs' text. We did not consider the functions set forth on pp. 71-72, for lack of time. When considering functions, we did not focus on precise texts, but rather on the core concepts contained in the various proposed provisions. It was noted that certain delegations question the need for one or more of the functions that others supported; further, certain delegations may favor one or more functions but would not see the need to specify them in the Convention itself. That said, the attached chart reflects the general sense of the group. It should be emphasized that, in concluding that a particular function should not be performed by the Conference of Parties itself or the Secretariat, the group did not seek to reach agreement on which body should perform the function or whether all the desirable functions should be performed by the same body. At the same time, there was substantial support for the view that any body engaged in looking at reports of Parties should be objective, neutral, and consultative.

Proposed Function	Does the Convention Require the Function?	If so, by Conference of Parties? (COP)	by Secretariat?	a new body?
① ensuring the implementation of decisions of COP, which might include guidance to subsidiary bodies (see 2(a) on p. 60 and 2 (g) on p. 61)	Yes (recognizing that <u>ensuring</u> does not necessarily mean carrying out the decision itself, ie, it may simply ensure that another body, e.g., on science, may be the appropriate body for implementation)	NO	NO	either under auspices of COP or new body
② prepare the deliberations of COP (see 2(b) on p. 60)	Yes (recognizing that it might be clearer to say "ensuring the preparation", given that it might not do the preparations itself)	NO	NO	either under auspices of COP or new body
③ oversee dissemination of information to Parties on measures (see 2 (c) on p. 60)	NO (Parties will receive reports of other Parties anyway)	—	—	—
④ providing assistance to Parties, at their request, on meeting reporting requirements -- from technical point of view (see 2(a) on p. 68)	yes	NO	Some say yes	Some say goes beyond Secretariat - need a body with objectivity, accountability and assistance may be more than purely technical
⑤ ability to look at reports of Parties: -- consult, if necessary, with a Party to give it opportunity to make technical clarifications	- Yes ↓	NO ↓	NO ↓	either under auspices of COP or new body - must be objective, neutral, consult ↓

(Continued)

* at least one delegation opposed

Proposed Function	Does Convention Require Function?	If so, by COP?	by Sec't?	a new Body?
5 Cont'd - determine whether a report has been submitted, and whether the report is complete - whether the estimated net greenhouse gas emissions reductions would be realized as a result of the identified measures - whether methodologies used are technically valid - whether, if proposed projects have been identified, they are likely to achieve estimated net GHG reductions - Consider individual reports, in the nature of preparatory work for the COP's work under Article VI.1, from an essentially technical point of view, recognizing that there may be a fine line between technical and political issues and that any such consideration should take place on a consultative basis - prepare a report for the COP, of a descriptive nature, on the above, which might include suggestions and should include evaluation of cumulative effects of measures taken to implement the Convention 2(d), 2(e), 2(f) on p. 60, 2(b), 2(c) on p. 68, 2(c), 2(d) on p. 69)	Yes ↓	NO ↓	NO ↓	"

Proposed Function	Required?	COP	Sec't	New Body?
⑥ maintain certain ability (qualified in some way) to seek, receive, consider relevant information from intl bodies and NGOs (2(e) on p.69) ⑦ consult with and seek advice of science body, as necessary (see 2(f) on p.69)	Yes Yes	No No	NO No	either under auspices of COP or new body "

28 February 1992

ORIGINAL: ENGLISH

INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE
Fifth session (first part)
New York, 18-28 February 1992
Agenda item 3

REVISED CONSOLIDATED TEXT UNDER NEGOTIATION

Note by the secretariat

The revised consolidated text has been prepared by the secretariat under the guidance of the Chairman of the Committee and the Co-Chairmen of the Working Groups. It assembles texts that are, in their view, indicative of the state of negotiation in the two Working Groups. It is based, inter alia, upon the Consolidated Working Document contained in Annex II to document A/AC.237/15 and reflects the work on that document during the first part of the fifth session. It is intended to facilitate completion of work on the framework convention.

An edited version of the document will be published subsequently in all official languages as an annex to the report of the Committee on the work of the first part of its fifth session (to be issued as A/AC.237/18).

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PREAMBLE */

The Parties to this Convention,

1. Acknowledging that [adverse] change in the Earth's climate is a common concern of humankind since a sustainable climate is an essential condition that helps to sustain life,
2. Concerned that [net] emissions resulting from human activities are substantially increasing the atmospheric concentrations of greenhouse gases, and that these increases will enhance the greenhouse effect, resulting on average in an additional warming of the Earth's surface and atmosphere and may adversely affect natural ecosystems and humankind, whilst noting that there are many uncertainties in predictions particularly with regard to the timing, magnitude and regional patterns of climate change,
3. Aware that the adverse effects of such [potential] climate change [and measures to mitigate it] could have [serious] social, economic and environmental consequences,
4. Acknowledging that the global nature of such climate change calls for the widest possible cooperation by all countries and their participation in an effective and appropriate international response in accordance with [their respective responsibilities and capabilities]/[the means at their disposal and their capabilities] and their social and economic conditions,
5. Recalling the pertinent provisions of the Declaration of the United Nations Conference on the Human Environment (Stockholm, 1972) and in particular principle 21 [which provides 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" [and accordingly that environmental considerations should not be used as a pretext for interference in the internal affairs of developing countries]],
6. Recalling also the provisions of General Assembly resolution 44/228 of 22 December 1989 on the United Nations Conference on Environment and Development, and resolutions 43/53 of 6 December 1988, 44/207 of 22 December 1989 and 45/212 of 21 December 1990 on Protection of global climate for present and future generations of mankind,
7. Recalling further the provisions of General Assembly resolution 44/206 of 22 December 1989 on the possible adverse effects of sea level rise on islands and coastal areas, particularly low lying coastal areas and the pertinent provisions of General Assembly resolution 44/172 of 19 December 1989 on the Implementation of the Plan of Action to Combat Desertification,
8. Noting the Ministerial Declaration of the Second World Climate Conference adopted on 7 November 1990,

*/ Same text as in A/AC.237/15, Annex II

[9. Noting the significant contribution made towards combating activities that result in adverse effects on the Earth's climate by the Vienna Convention for the Protection of the Ozone Layer, adopted on 22nd March 1985, and the Montreal Protocol on Substances that Deplete the Ozone Layer, adopted on 16th September 1987 and adjusted and amended on 29th June 1990,]

10. Recognizing the need to strengthen international cooperation in addressing adverse effects of climate change [through the development within a global framework of appropriate policies [including the provision to developing countries of adequate, new and additional financial resources [based on assessed contributions by developed countries] and technology transfer on [preferential, concessional and non-commercial]/[fair and most favourable] terms], [the preparation of protocols on specific problems]/[the consideration of additional related instruments as may be agreed] and by means of increased research into atmospheric, terrestrial and marine ecology sciences as well as into the social and economic impacts of climate change and related response strategies, systematic observations, cooperation on scientific, technical, economic and legal matters and exchange of information],

11. Conscious of the valuable work being conducted by many States on global climate change and of the important contributions of the World Meteorological Organization, organs, organizations and bodies of the United Nations system as well as other international and intergovernmental bodies for the exchange of results of scientific research and coordination of research,

12. Recognizing the need for [all] countries [with excessively high per capita rates of anthropogenic carbon dioxide emissions] to take immediate action in a flexible manner on the basis of [short, medium and long term]/[clear priorities, as a first step towards] comprehensive response strategies at the global, national and [, where agreed, regional] levels which take into account all greenhouse gases, with due consideration of their relative contributions to the enhancement of the greenhouse effect and recognizing also that strategies required to understand and address climate change will be environmentally, socially and economically most effective if they are based on relevant scientific, technical and economic considerations and continually re-evaluated in the light of new findings in these areas,

13. Aware of the role and importance of sinks and reservoirs in terrestrial and marine ecosystems, inter alia, in the absorption of greenhouse gases,

14. Recognizing that action to reduce emissions of greenhouse gases can also help in solving other environmental problems,

15. Affirming that response to climate change should be coordinated with social and economic development in an integrated manner with a view to avoiding adverse impacts on the latter, taking into full account the legitimate needs of developing countries which have at this time as their main priority the achievement of sustained economic growth and the eradication of poverty, and that therefore the promotion of economic growth in developing countries is essential to address the problems related to climate change,

16. Recognizing that the improvement of the international economic environment, thus promoting the economic growth and sustainable social and economic development, of developing countries, is [essential]/[a prerequisite] for enabling developing countries to participate effectively in the international efforts to address climate change,

17. Recognizing that all countries, especially developing countries, need access to [all the] resources required to achieve sustainable social and economic development and that in order to progress towards that goal, [the energy consumption of developing countries must grow, taking into account the need for greater energy efficiency]/[net emissions of developing countries must grow],

18. Conscious that countries with low lying coastal, arid and semi-arid areas or areas liable to drought and desertification, small island countries and countries with fragile mountainous ecosystems are particularly vulnerable to the potential adverse impacts of climate change and will therefore require special consideration under this Convention and its [subsequent protocols]/[related legal instruments],

[19. Acknowledging the specific transitional difficulties of those countries, particularly developing countries, whose economies are particularly dependent on fossil fuel production, use and exportation, as a consequence of action taken on limiting greenhouse gas emissions and that these difficulties will need to be recognized in the development of protocols under this Convention,]

20. Bearing in mind the importance of integrating environmental concerns and considerations into policies and programmes in all countries [without introducing any form of conditionality in aid or development financing or constituting a pretext for devising new barriers to trade],

[21. Recognizing that climate policies should be as cost-effective as possible in order to ensure maximum benefits from measures undertaken,]

22. Determined to protect the atmosphere for present and future generations [on the basis of inter-generational as well as intra-generational equity],

Have agreed as follows:

I. DEFINITIONS

[I. First Set]

"Adverse effects of climate change" means changes in the physical environment or biota resulting from climate change, which have significant deleterious effects on the composition, resilience and productivity of natural and managed ecosystems or on the operations of socio-economic systems or on human health and welfare.

"Afforestation" means forest stands established [artificially] [on land which previously did not carry forest.]

"Climate change" means a change of climate which is attributed directly or indirectly to human activity that alters the composition of the global atmosphere and which is in addition to natural climate variability observed over comparable time periods.

"Climate system" means the totality of the atmosphere, hydrosphere, including cryosphere, oceans and all seas, biosphere and geosphere and their interactions.

"Deforestation" means change of land use or depletion of crown cover to less than 10%.]

"Emissions" means the release of greenhouse gases into the atmosphere [over a specified area and period of time.]

"Forest" means an ecological system with a minimum of 10% crown cover of trees and/or bamboos, generally associated with wild flora, fauna, and natural soil conditions, and not subject to agricultural practices.]

"Forest" means an ecological system in which biomass predominates, associated with wild flora, fauna and natural soil conditions, and not subject to seasonal cropping practices].

"Forest degradation" means changes within the forest class which negatively affect the stand or site and, in particular, lower the production capacity].

1/ "Greenhouse gases" means those gaseous constituents of the atmosphere, both natural and anthropogenic, that absorb and re-emit infrared radiation, [excluding gases already controlled by other conventions].

"Net emissions" means the difference between the amount of a greenhouse gas released to and the amount removed from the atmosphere by all sources and all sinks, respectively, as created or modified by anthropogenic activities, taken over a specified area and period of time, as calculated by agreed criteria.

["Net Emissions" means increase in the cumulative atmospheric concentrations of greenhouse gases resulting from anthropogenic activity, depending on the size of the increase in concentration of each greenhouse gas, the radiative property of the gas involved, the length of time the gas is likely to remain in the atmosphere and the concentration of greenhouse gases already present in the atmosphere, calculated by determining their sources and mechanisms for their eventual removal from the atmosphere (their man made and natural sinks on a global scale)].

1/ "Precursors" means gases which react chemically in the atmosphere to produce greenhouse gases or which affect the lifetime of greenhouse gases in the atmosphere.

["Reforestation" means the establishment of forest stands [artificially] on land which carried forest within the previous 50 [100] years [or within living memory and involving the replacement of the previous crop by a new and essentially different crop.]]

"Renewable energy" means energy derived from the harnessing of active natural energy flows such as solar, wind, hydrological, biomass, wave and tidal action and ocean thermal energy conversion.

"Reservoir" means a storage medium for greenhouse gases.

"Sink" means any process or activity which contributes to the removal of a greenhouse gas or the precursor of a greenhouse gas from the atmosphere.

["Sink" means a mechanism, natural or man-made, for the removal of greenhouse gases and aerosols from the atmosphere].

1/ The drafting group notes that the term "greenhouse gases" is used in some places in the Convention to mean "greenhouse gases" only and at other places to mean "greenhouse gases and their precursors". From the point of view of drafting, the group recommends that the terms "greenhouse gases" and "precursors" should be defined in Article 1 as proposed above and that the Convention should use the expressions "greenhouse gases" and "greenhouse gases and their precursors" as necessary throughout the text.

"Source" means any process or activity which releases [or contributes to the release of] a greenhouse gas or a precursor of a greenhouse gas to the atmosphere.

[II. Second Set]

"Regional economic integration organization" means an organization constituted by sovereign States of a given region which has competence in respect of matters governed by this Convention or its protocols and has been duly authorized, in accordance with its internal procedures, to sign, ratify, accept, approve or accede to the instruments concerned.]

Note:

1. Two additional items were introduced in Working Group II for inclusion in the list of definitions: "aerosols" and "clearing house".
2. IPCC will be asked to comment on the list of proposed definitions before the next session.

[II. PRINCIPLES

1. The right to development is an inalienable human right. All peoples have an equal right in matters relating to reasonable living standards. Economic development is the prerequisite for adopting measures to address climate change. The net emissions of developing countries must grow to meet their social and economic development needs.
2. All States have a duty to aim at sustainable development for the benefit of present and future generations. Protection of the global climate against human induced change should proceed in an integrated manner with economic development in the light of the specific conditions of each country, [[without prejudice to the socio-economic development of developing countries]. Measures to guard against man-made climate change should be integrated into all relevant national development programmes [taking into account that [evolving] environmental standards] valid for developed countries may have inappropriate and unwarranted social and economic costs in particular in developing countries [and countries with economies in transition]].
3. All States have an obligation to protect the [global] climate system for the benefit of present and future generation of humankind on the basis of [intergenerational as well as intragenerational] equity, and in accordance with [their]/[developed and developing countries] common but differentiated responsibilities and capabilities [with a view to achieving convergence at a common per capita level] and taking fully into account that the largest part of emissions of greenhouse gases has been originating from developed countries [and those countries have the main responsibility] [and should take the lead] in combating climate change and the adverse consequences thereof.)
4. The Parties shall give full consideration to the specific needs and special circumstances of developing country Parties, especially those developing countries that are particularly vulnerable to the adverse consequences of climate change and also those developing countries which would have to bear a disproportionate or abnormal burden under the Convention.]
5. [Recognizing the need for] Parties to [the Convention shall] take [cost-effective] precautionary measures to anticipate [, prevent, attack] or minimize the causes of, and mitigate the adverse consequences of, 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 such measures.
6. States shall promote an open and balanced multilateral trading system. Except on the basis of a decision by the Conference of the Parties which should be consistent with the GATT, no country or group of countries shall introduce barriers to trade on the basis of claims related to climate change.
7. Measures taken to combat climate change should not introduce trade distortions inconsistent with the GATT or hinder the promotion of an open and multilateral trading system.
8. Those [developed] countries [identified as] [[directly] responsible for causing damage to the environment through inducing climate change]/[which are

mainly responsible for emissions of greenhouse gases into the atmosphere] should bear the responsibility for rectifying that damage [.[By openly demonstrating their direct responsibility or negligence, those countries]/[and] shall compensate for environmental damage suffered by other countries or individuals in other countries].]

[9. 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 greenhouse gases, comprise all economic sectors, [include both limitation and adaptation measures] and may be implemented in cooperation with other Parties.]

10. In all fields related to the protection of the climate system, the Parties shall respect and act in accordance with the principle of sovereignty of States, which is applicable in any area of international cooperation.

11. The need to improve the international economic environment for the developing countries and to promote their sustained economic development are prerequisites for enabling developing countries to participate effectively in the international efforts to protect the global environment including climate protection.]

[III. OBJECTIVE

The ultimate objective of the Convention and any related legal instruments that might be agreed upon is to achieve, in accordance with the Principles set out in the above Articles, stabilization of greenhouse gas concentrations in the atmosphere at a level which would prevent dangerous anthropogenic interference with climate. Such a level should be reached within a time frame sufficient to allow ecosystems to adapt naturally to climate change, to ensure that food production is not threatened and to permit economic activity to develop in a sustainable and environmentally sound manner.

[The anthropogenic emissions of [all] greenhouse gases, particularly carbon dioxide, from States should converge at a common per capita level, taking into account net [carbon]/[greenhouse gas component] emissions during this century as well as the development needs of developing countries.]]

IV. COMMITMENTS

[IV.1 GENERAL COMMITMENTS]

1. The Parties shall, in accordance with the Objective and Principles 2/ stated in the Convention, and particularly in accordance with their common but differentiated responsibilities, taking into account their specific national and regional development priorities, objectives and circumstances, commit themselves to:

- (a) Develop, periodically update, publish and make available to the Conference of the Parties national inventories of sources and sinks of all greenhouse gases not controlled by the Montreal Protocol using comparable methodologies agreed upon by the Conference of the Parties;
- (b) Formulate, implement, publish, and regularly update national and where appropriate regional [strategies and] programmes containing [nationally determined] measures [which the concerned Party or Parties consider necessary and economically feasible]
 - to mitigate climate change [through [control]/[effective limitation] of their [net] emissions of greenhouse gases not controlled by the Montreal Protocol]
 - to facilitate adequate adaptation to climate change

[subject in the case of developing countries to the provision of [agreed]/[full] incremental costs by developed country Parties];

[Report on the above paragraph if provided for in Article ... on reporting]

- (c) Promote and cooperate in [, and, as appropriate, adopt [policies and] practices related to] the development, application, and diffusion [, including transfer,] of [environmentally safe and sound,] innovative, efficient, state-of-the-art, lower or non-greenhouse gas emitting technologies, practices and processes 3/ in all sectors, [particularly energy [(including conservation, efficiency and low carbon sources)], transport, industry, agriculture, forestry and waste management], [subject to the provision of funding for developing countries of [agreed]/[full] incremental costs] [, and to the extent that the phenomena will not affect the economic growth of concerned Parties];

2/ Pending a final decision by the Committee on the inclusion of a section on Principles.

3/ [Explanatory footnote (to appear in the explanation of the text, but not in the definitions): "lower or non-greenhouse gas technologies, processes and practices" includes inter alia conservation, energy efficiency, low carbon fuels (e.g. natural gas, nuclear), and renewable energy sources [in addition to sustainable life styles.]]

- (d) Promote and cooperate in the conservation, sustainable management and enhancement, as appropriate, of all sinks and reservoirs of [all] greenhouse gases. [This includes sinks for greenhouse gases other than carbon dioxide in the atmosphere as well as sinks and reservoirs for greenhouse gases [in particular carbon dioxide], in all ecosystems, [in particular terrestrial and marine, with a view to increasing their capacity to act as sinks and reservoirs and promoting their overall health, and [adopt appropriate policies] and take measures [with the aim to elaborate policies] against the degradation of ecosystems, including [policies and] measures to combat drought and desertification [and] against deforestation and forest destruction, and programmes for afforestation and reforestation]], promotion and use of biomass [subject to, in the case of developing country Parties, their national development plans and programmes and the provision of [agreed]/[full] incremental costs involved];
- (e) Cooperate in preparations for adaptation to the impacts of climate change; develop and elaborate appropriate and integrated plans for coastal zone management, water resources and agriculture including emergency procedures, coastal zone response mechanisms and adaptation strategies in sectors such as land use planning, agriculture and fragile ecosystems and a global observing system; and undertake assessments of the resilience and adaptability of resources keeping in view the need for poverty eradication in developing countries, taking into account the special situation of least developed countries [on the basis of provision to developing countries of [agreed]/[full] incremental costs involved];
- (f) Cooperate in preparing for adaptation to the impacts of climate change in order to support drought and desertification affected countries in their efforts to combat these phenomena and their effects;
- (g)
 - (i) Take climate change considerations into account, to the extent possible, in their relevant social, economic and environmental policies and actions;
 - (ii) Employ appropriate nationally-formulated and determined methods, e.g. impact assessments, with a view to minimizing adverse effects of projects or measures taken by the Parties to mitigate or adapt to climate change, on the economy, public health, and quality of the environment;
- (h) Promote and cooperate in scientific, technological, technical, socio-economic and other research, systematic observation and development of data archives related to the climate system and aiming to further the understanding and to reduce and clarify the remaining uncertainties regarding causes and effects of climate change and regarding the economic and social consequences of alternative response strategies, [in accordance with Article V.2] 4/;
- (i) Promote and cooperate in the full, open and timely exchange of relevant scientific, technological, technical, socio-economic and

4/ Need to be coordinated with the procedure devised by Working Group II.

legal information related to the climate system and climate change, and economic and social consequences of alternative response strategies, [in accordance with Article V.3];

- (j) Promote and cooperate in education, training and public awareness related to climate change and encourage the widest participation in the process, including by non-governmental organizations, [in accordance with Article V.4];
- [(k) Develop, coordinate and, as appropriate, harmonize, [in order to avoid distortions to international trade and in accordance with the GATT], relevant economic and administrative instruments[.] [, such as subsidies, taxes and charges, as well as other relevant instruments] aimed at [limiting]/[controlling] net emissions of greenhouse gases;]
- [(l) Within their respective territories, identify [, [examine] and [phase out]/[estimate]] the effects of [government] policies and practices which [protect, subsidize or otherwise] encourage activities that lead to greater levels of emissions of greenhouse gases than [necessary]/[would otherwise occur].]

[IV.2. SPECIFIC COMMITMENTS]

[IV.2.1 Stabilization and Reduction of Emissions and Enhancement of Sinks and Reservoirs]

(a) The developed country Parties [as defined in] shall adopt national 5/ policies and take corresponding measures on [mitigation of climate change]/[the limitation of anthropogenic emissions of greenhouse gases and the protection and enhancement of greenhouse gas sinks and reservoirs]. [These Parties shall also assist other Parties in adopting similar policies and measures.] [These developed country policies and measures will [have the effect of]/[be aimed at], as a first step, stabilizing individually [or jointly] emissions of [carbon dioxide]/[the total of all greenhouse gases not covered by the Montreal Protocol 6/] [in general by the year 2000]/[as soon as feasible] at [or near] 1990 level], [taking into account the differences in their starting points and approaches and the need for equitable contributions of these Parties].

(Alternative to subpara. (a))

The developed country Parties shall stabilize emissions of carbon dioxide and other greenhouse gases by 1995 at 1990 levels and thereafter progressively reduce emissions in pursuance of the objective of the Convention.

(Further alternative to subpara. (a))

The developed country Parties, as defined in ... , shall adopt national policies and take corresponding measures on the limitation of their net anthropogenic emissions of greenhouse gases. These Parties shall, as agreed in Sections IV.2.2 and IV.2.3 of this Convention, also provide the means to enable the other Parties to adopt necessary measures. These developed country policies and measures shall be aimed at, as a first step, stabilizing individually their net emissions of carbon dioxide and other greenhouse gases not covered by the Montreal Protocol by the year 2000, at the 1990 level, taking into account the differences in their starting points and approaches and the need for equitable contributions of these Parties.

[(b) In accordance with procedures and criteria based on the best available scientific knowledge and agreed to and regularly reviewed by the Conference of the Parties, [any Party which has demonstrated that the [net capacity of greenhouse gas sinks] [within its territory] has increased due to specific measures taken by it since [1990] may include a credit equal to this increase when calculating its emission level.]]

[(c) In accordance with procedures and criteria based on the best available scientific knowledge and agreed to and regularly reviewed by the Conference of

5/ This term would also cover policies adopted by regional economic integration organizations.

6/ The relationship to the Montreal Protocol, in particular its reduction schedules, needs to be further clarified.

the Parties, Parties may implement their [quantitative] commitments under para. (a) in a comprehensive manner that integrates [carbon dioxide and other] greenhouse gases not covered by the Montreal Protocol 6/ .]

[(d) Parties undertaking [quantitative] commitments under para. (a) may implement these commitments in cooperation with each other, [provided that the criteria for cooperative arrangements [involving Parties falling under Section IV.3.5] are agreed to and regularly reviewed by the Conference of the Parties 7/]. The terms of such cooperative arrangements shall be notified to the Conference of the Parties by each of the Parties concerned and described in detail in the report of these Parties in pursuance of Article VII. [The Parties may also implement measures to achieve [quantitative] commitments in cooperation with one or more other Parties, subject to criteria to be agreed to and regularly reviewed by the Conference of the Parties.]]

[(e) The Conference of the Parties shall [as early as possible and] not later than four years after the entry into force of the Convention review the adequacy and operation of subparas (a) - (d), with a view to taking appropriate decisions on [reductions of anthropogenic emissions of carbon dioxide and other greenhouse gases and the enhancement of greenhouse gas sinks and reservoirs 8/, and such changes in the list of Parties to which specific commitments apply, that may be appropriate] in the light of new developments. Such review shall be carried out in the light of the best available scientific information and assessment on climate change and its impacts as well as relevant technical, social and economic information. Such review shall thereafter take place at regular intervals, determined by the Conference of the Parties, until the objective of this Convention is met.]

(Alternative to subpara. (e))

[Each developed country Party commits itself to progressively reduce its [net] anthropogenic emissions of carbon dioxide and other greenhouse gases, after 2000 A.D. They shall announce time-bound targets for such reduction not later than four years after the entry into force of this Convention.]

7/ The possibility of such cooperative arrangements has not been discussed with those Parties. The language of the second part of the sentence is therefore preliminary and will have to be considered further.

8/ The appropriate manner of obtaining the approval of Parties for such decision, whether by protocol or some other legal instrument, will have to be reviewed by legal experts.

Alternative formulations proposed for IV.2.1

subpara. (a)

line 3

limitation/stabilization

of anthropogenic emissions of greenhouse gases/their net emissions of greenhouse gases

line 5

these Parties shall also assist other Parties in adopting similar policies and measures/these Parties shall as agreed in IV.2.2 and IV.2.3 of this Convention also provide the means to enable the other Parties to adopt necessary measures

line 6

develop country policies and measures will/shall

line 7

stabilizing/stabilizing and subsequently reducing

individually or jointly/individually

line 8

emissions of carbon dioxide/the total of all greenhouse gases not covered by the Montreal Protocol/emissions of carbon dioxide and other greenhouse gases not covered by the Montreal Protocol

line 9

by the year 2000/by the year 1995/as soon as feasible

subpara. (b)

line 1

best available scientific knowledge/proved scientific basis

subpara. (c)

line 1

best available scientific knowledge/proved scientific basis

line 4

carbon dioxide and other greenhouse gases/all greenhouse gases

subpara. (d)

line 9

one or more other Parties/developed and developing country Parties

subpara. (e)

line 3

subparas (a) - (d)/section IV

insert "mitigation and adaptation to climate change" after on

line 8

best available scientific information/proved scientific basis

[IV.2.2 SPECIFIC COMMITMENTS ON FINANCIAL RESOURCES]

Developed country Parties [may provide on a voluntary basis]/[shall commit to the fund established under this Convention, through assessed contributions, adequate, new and additional] financial resources, [separate from agreed Official Development Assistance (ODA) levels,] to meet the [full]/[agreed] incremental costs of developing country Parties, paying particular attention to the needs of least developed countries, [to be provided on a grant basis], [required to fulfil the commitments under]/[to take measures provided for in] this Convention [.]//[; to [cover the adaptation and mitigation costs to developing countries that would be needed as a result of]/[mitigate and adapt to] the adverse consequences of climate change, and the direct and indirect social and economic costs to developing countries that may result from the implementation of the Convention.] [Other Parties [and international organizations and other institutions] in a position to do so may [also contribute]/[provide contributions] on a voluntary basis.]

[IV.2.3 [TECHNOLOGY COOPERATION]/[TRANSFER OF TECHNOLOGY]]

The Parties shall make every effort to ensure efficient cooperation in and related to technology transfer. [All Parties, particularly] developed country Parties, shall take all practicable steps to promote the transfer of and [to provide] [assured] access to [environmentally safe and sound] technologies and know-how [on concessional, preferential and most favourable terms] to developing country Parties, paying particular attention to the needs of least developed countries, to enhance their ability to implement this Convention. [The Parties shall identify and take appropriate steps to reduce or eliminate unjustifiable barriers to the transfer of technology.] [They should ensure that the [lack of] protection of intellectual property rights does not hinder such transfer.] In this process, the essential role of endogenous capacities and technologies in developing countries should be enhanced and supported by the developed country Parties.

[IV.2.4]

[(a) Developing country Parties shall [in accordance with the Objective and Principles stipulated in Sections II and III, and in accordance with their national development plans, priorities, objectives and specific country conditions] [consider taking feasible]/[undertake] measures to mitigate climate change [through control of [their net] emissions of greenhouse gases [and maintenance and enhancement, where appropriate, of sinks and reservoirs]], [provided that the [agreed]/[full] incremental costs involved are met by the provision of [new, adequate and additional] financial resources from the developed country Parties].]

[(b) Compliance with this Convention by developing country Parties will be dependent upon the effective implementation of the provisions of this Convention on financial resources and transfer of technology.]

[IV.3. SPECIAL SITUATIONS]

1. The Parties shall give full consideration to the specific needs, including for the transfer of technology and/or funding in accordance with the provisions of the Convention, of developing country Parties especially

- (a) small island countries;
- (b) countries with low lying coastal areas;
- (c) countries with arid and semi-arid areas and forested areas;
- (d) countries with areas prone to natural disasters;
- (e) countries with areas liable to drought and desertification and forest decay;
- (f) countries with areas of high urban atmospheric pollution;
- (g) countries with areas with fragile ecosystems including mountainous ecosystems;
- (h) countries whose economies are highly dependent on income generated from the production, processing and export, and/or on consumption of fossil fuels and associated energy intensive products; and
- (i) landlocked and transit countries.

2. The Parties shall take full account of the specific needs and special situations of the least developed countries in their action with regard to funding and transfer of technology.

[3. The Parties shall develop and adopt a "green plan" with appropriate emergency measures and mechanisms for the protection and recovery of fragile ecosystems, particularly arid and semi arid areas affected by drought and desertification in Africa, in order to limit their vulnerability to climate change.]

4. The Parties shall, in accordance with Article ...9/ take into consideration, in the implementation of the commitments of the Convention, and in the adoption of concrete measures, the situation of Parties, particularly developing country Parties, whose economies are highly dependent on the production and/or export of fossil fuels and associated energy intensive products and/or the use of fossil fuels for which such Parties have serious difficulties in switching to alternatives.

5. The Parties recognize that in the acceptance and the implementation of the commitments of the Convention, a certain degree of flexibility has to be given to countries with economies in transition, which are in the stage of transit from centrally planned system to market economy, to enhance their ability to cope with climate change.

9/ Subject to the formulation of institutions and their functions (Conference of the Parties, Implementation Committee, Disputes Settlement Procedures, etc.) to be drafted by Working Group II.

**V. COOPERATION ON SCIENCE, RESEARCH,
INFORMATION AND EDUCATION**

**V.1. SCIENTIFIC, TECHNICAL AND TECHNOLOGICAL RESEARCH [AND DEVELOPMENT],
SYSTEMATIC OBSERVATION AND COOPERATION**

1. Each Party shall promote and cooperate in scientific, technological, technical, socio-economic and other research [and development], systematic observation and development of data archives related to the climate system and aiming to further the understanding and to reduce and clarify the remaining uncertainties regarding causes and effects of climate change and regarding the economic and social consequences of alternative response strategies [as elaborated in Annex 1].

Option 1

[2. Parties that do not have the indigenous capability to undertake research and development will be ensured assistance in these areas.]

Option 2

[2. The Parties shall take into account the particular concerns and needs of developing countries and [seek to promote the] [improve their] capacity and capability [of all Parties] to participate in these cooperative efforts.]

Option 3

[2. The Parties shall take into account the particular concerns and needs of developing countries.]

Option 4

[2. The Parties shall take into account the particular concerns and needs of developing countries and seek to improve their capacity and their capability to participate in these cooperative efforts. In doing so, the Parties shall work towards the improvement of the capability of developing countries to collect and assess climate information, prepare net emission inventories, assess possible impacts of global warming and the cost effective response to it and participate in international research and development programs and in the promotion of the development and transfer of environmentally safe technologies and technical as well as financial assistance.]

3. The Parties shall support international and intergovernmental efforts to strengthen the observational networks and data collection as well as scientific and technical research capacities particularly in developing countries [for timely exchange of relevant scientific and technological information. Special measures shall be implemented to promote access to data obtained from areas beyond national jurisdiction.]

4. The Parties shall also seek to minimize duplication of effort in research and systematic observation by utilizing, where possible, existing competent international and intergovernmental bodies.

[V.2. EXCHANGE OF INFORMATION]

In order to achieve the objective of the Convention, the Parties [shall] [may] facilitate and encourage, [taking into account the special circumstances of developing countries,] directly or [, as far as possible,] through [existing] competent international and intergovernmental organizations, full [, open] and timely exchange of relevant scientific, technological, technical, socio-economic and legal [available] information [as described in Annex II]. [The Parties recognize that cooperation under this Annex has to be consistent with national laws, regulations and practices regarding patents, trade secrets and protection of confidential and proprietary information.]]

[V.3. EDUCATION, TRAINING AND PUBLIC AWARENESS

Promotion

1. In order to increase the understanding of climate change [and the uncertainties surrounding it] and to facilitate appropriate responses, the Parties shall promote education, training and public awareness related to climate change.

National

2. At the national [and/or regional] level and in accordance with [national laws and regulations] [the means] at their disposal, the Parties shall promote and facilitate:

- (a) The development and implementation of education and public awareness programmes on climate change;
- (b) Public access to information on climate change;
- (c) Public participation in addressing climate change issues and developing appropriate responses; and
- (d) Appropriate training of scientific, technical and managerial personnel.

International

3. At the international level, using existing organizations, institutions and channels where appropriate, the Parties shall cooperate in and promote:

- (a) The development and exchange of educational and public awareness material on climate change; and
- (b) The development and implementation of education and training programmes, including the exchange or secondment of personnel, in particular for developing countries.

[Alternative to paragraph 3(b)]

- (b) The development and implementation of education and training programmes should be carried out by:
 - (i) Providing courses and skills particularly to developing countries in the developed countries' institutions in the short and medium term;
 - (ii) In the long term, assist developing countries to build such institutions on their own; and
 - (iii) Exchange or secondment of personnel to train experts in this field in the developing countries.]]

VI. INSTITUTIONAL ARRANGEMENTS

VI.1. CONFERENCE OF THE PARTIES

1. A Conference of the Parties is hereby established.
2. The Conference of the Parties shall keep under regular review the implementation of this Convention and any other related legal instruments that the Conference of the Parties may adopt, and make, within its mandate, the decisions necessary to promote the effective implementation of the Convention. To this end, it shall:

- (a) Periodically examine the obligations of the Parties and the institutional arrangements under this Convention, in light of the objective[s] of the Convention, the experience gained in its implementation and the evolution of scientific knowledge;
- [(b) Consider the information submitted in accordance with Article VII.1. (Reporting) [to assess, inter alia,] [the implementation by the Parties of the Convention], the overall environmental, economic and social effects of the measures taken pursuant to the Convention and the extent to which the objective[s] of the Convention is being achieved;]
- (c) Consider the reports submitted by its subsidiary bodies; [and perform the functions assigned to it under Articles [VI.4.] (Advisory Committee on Science) [VI.5.] (Advisory Committee on Implementation) [VII.2] (Resolution of Questions)];
- [(d) Examine the form of and intervals for submission of the reports referred to in sub-paragraphs (b) and (c);]
- (e) Consider and adopt regular reports on progress in the implementation of the Convention and ensure their publication;
- (f) [Provide policy direction and establish criteria [including priorities and selection of projects] for the functioning of the mechanism[s] for financial resources and transfer of [environmentally safe] technology];

Alternative to (f):

[Perform the functions assigned to it under Article VI.6. (Financial Mechanism), [VI.7] (Insurance) and [Article ...] (Joint Implementation)];

- (g) Perform the functions assigned to it by Article [VII.2.] (Resolution of Questions) [and Article [VI.5.] (Committee on Implementation)];
- (h) Seek, where appropriate, the services and cooperation of, and utilize the information provided by, appropriate international organizations and intergovernmental [and nongovernmental] bodies [with observer status];
- (i) Promote the exchange of information on, and the coordination, as appropriate, of, policies, strategies and measures to address climate change, taking into account the differing circumstances [respective responsibilities] and capabilities of the Parties;
- [(j) Seek to mobilize [new and additional] financial resources in accordance with Article [IV.2.2.];]

- (k) Promote public awareness of the climate change issue;
- (l) Consider questions related to research [and development] and systematic observation; exchange of information; education, training and public awareness; scientific, [technological] and [technical] cooperation;
- [(m) Consider questions [on cooperation related to transfer of technology] [and endogenous capacity building, in particular in developing countries;];]
- (n) Establish such subsidiary bodies as are deemed necessary for the [implementation] [operation] of the Convention;
- (o) Agree upon and adopt [, by consensus,] rules of procedure for itself and for any subsidiary bodies that are established by or under the Convention;
- (p) Agree upon and adopt [, by consensus,] budgets and financial rules for itself and for any subsidiary bodies that are established by or under the Convention;
- (q) Consider and adopt, as may be agreed in accordance with the relevant articles, amendments to this Convention, additional annexes and amendments of annexes to this Convention;
- (r) Consider and adopt, as may be agreed in accordance with Article [VII.4.] (Protocols), any [protocol] [other related legal instruments] to this Convention;
- (s) Make recommendations on any matters necessary for the implementation of the Convention; and
- (t) Exercise such other functions as are conferred on it by this Convention [or as are required for the achievement of its objectives].

3. The rules of procedures referred to in paragraph 2(o) shall be adopted at the first meeting of the Conference of the Parties by consensus and shall include decision-making procedures for matters not already covered by decision-making procedures specified in this Convention. Such procedures may include specified majorities required for the adoption of particular decisions.

Meetings

4. The first meeting of the Conference of the Parties shall be convened by the interim secretariat established under Article VI.3. not later than one year after entry into force of the Convention. Thereafter, ordinary meetings of the Conference of the Parties shall be held at least every two years unless otherwise decided by the Conference.

5. Extraordinary meetings of the Conference of the Parties shall be held at such other times as may be deemed necessary by the Conference, or at the written request of any Party, provided that, within six months of the request being communicated to the Parties by the secretariat, it is supported by at least one third of the Parties.

Observers**OPTION 1**

[6. The United Nations, its specialized agencies and the International Atomic Energy Agency, as well as any State [member or observer of the UN or its specialized agencies] [and permanent observers to the UN] not Party to this Convention, may be represented at meetings of the Conference of the Parties as observers. Any body or agency, whether national or international, governmental or non-governmental, qualified in matters covered by the Convention that has informed the secretariat of its wish to be represented at a meeting of the Conference of the Parties as an observer may be admitted unless at least one-third of the Parties present object. The admission and participation of observers shall be subject to the rules of procedure adopted by the Conference of the Parties.]

OPTION 2

[6. The United Nations, its members and observers, specialized agencies, the International Atomic Energy Agency, as well as any state not Party to this Convention, may be represented at meetings of the Conference of the Parties as observers. Other agencies that have informed the secretariat of their wish to be represented may be admitted in accordance with the rules of procedures.]

VI.2. SECRETARIAT**Establishment**

1. A secretariat is hereby established.

Functions

2. The functions of the secretariat shall be:

- (a) To arrange for and service meetings of the Conference of the Parties and its subsidiary bodies established under the Convention;
- (b) To compile and transmit reports submitted to it;
- [(c) To prepare reports on its activities and present them to the Conference of the Parties;]
- [(d) To [cooperate][assist the developing countries], upon request, in the compilation of national reports;]
- (e) To ensure the necessary coordination with other relevant international [and intergovernmental] bodies and, in particular, to enter into such administrative and contractual arrangements as may be required for the effective discharge of its functions; and
- (f) To perform the functions specified in this Convention or any other functions as may be determined by the Conference of the Parties.

Designation of interim secretariat

3. The secretariat functions will be carried out on an interim basis by the ad hoc secretariat established under resolution 45/212 of 20 December 1990 of the General Assembly of the United Nations until the completion of the first ordinary meeting of the Conference of the Parties held pursuant to Article [VI. 1.] (Conference of the Parties). At its first ordinary meeting the Conference of the Parties shall designate a secretariat.

[VI.3. [IMPLEMENTATION COMMITTEE] [EXECUTIVE COUNCIL] [FUNCTIONS]

OPTION 1

[1. An [Implementation Committee] [Executive Council] is hereby established. It will be [open-ended] [composed of fifteen members] representing all the Parties [and elected by the Conference of the Parties by a majority of the Parties present and voting]. [The Conference of the Parties may increase this number without exceeding a quarter of the number of contracting Parties.] The members shall be Government representatives who are experts on matters related to climate change.

2. The [Implementation Committee] [Executive Council] shall in particular:

- (a) Ensure the implementation of the decisions of the Conference of the Parties, as instructed by the latter;
- (b) Prepare, where appropriate, the deliberations of the Conference of the Parties;
- (c) Oversee the dissemination of information to all Parties about measures taken by other Parties on the basis of [reports] [exchange of information] submitted in accordance with Articles --- (Reporting);
- (d) Review the implementation by the Parties of their obligations and the progress made in this respect through an evaluation of their national reports submitted in accordance with Articles --- (Reporting). The Committee shall, inter alia:
 - i. Advise individual Parties, at their request, on the ways and means of meeting the reporting requirements set forth in Articles --- (Reporting), including the development of national climate change strategies;
 - ii. Review and consult with individual Parties on the [report submitted by] [information received from] those Parties in accordance with Articles --- (Reporting) and request, as necessary, additional information or clarification thereon;
 - iii. Seek, receive and consider relevant information from competent international and intergovernmental bodies and non-governmental organizations;
 - iv. Consult with, and seek the advice of, the Advisory Committee on Science, as necessary;
- (e) Seek to establish at each stage of the review process a close dialogue with the Parties concerned and to come to consensual solutions on questions that may arise;
- (f) Carry out any other function the Conference of the Parties may confer on it; and
- (g) Oversee and give additional guidance, within the framework of the decisions of the Conference of the Parties, to other subsidiary organs of the Convention [and especially to the financial mechanism of the Convention].

3. The [Implementation Committee] [Executive Council] shall, with the assistance of the secretariat, prepare an annual report on the

[implementation] [overall operation] of the Convention and propose the measures it deems appropriate to the Conference of the Parties. This report shall be transmitted to all Parties by the secretariat and shall be published.

4. The first meeting of the [Committee/Council] shall be convened not more than six months after the first meeting of the Conference of the Parties. Unless the Conference of the Parties decides otherwise, subsequent meetings shall be convened at least biannually.

5. The [Committee/Council] shall elect from among its members, a chairman and two vice-chairmen and a rapporteur, each to serve for a term of two years, and who may, subject to re-election, serve additional terms.

6. The [Committee/Council] shall agree upon and adopt its rules of procedure and any amendments thereto, by consensus.]

OPTION 2

[The Conference of the Parties shall, at its first meeting, establish a subsidiary body [or bodies] to assist it in preparing for its work under Article VI.1 [, particularly Article VI.1(2)(b)]. Such body [or bodies] shall operate in an objective and consultative manner. [Possible sentence on membership] [Such bodies [or bodies] shall perform the following functions:

- [(a) ensure the implementation of the decisions of the Conference of the Parties;]
- [(b) prepare the deliberations of the Conference of the Parties;]
- [(c) provide assistance to Parties, at their request, on meeting reporting requirements [from a technical point of view];]
- [(d) consider individual reports [from an essentially technical point of view], in preparation for the work of the Conference of the Parties under Article VI.1 [2(b)];]

[To this end, it shall:

- [i. consult, if necessary, with a Party, to give it an opportunity to make [technical] clarifications;]
- [ii. determine whether a report has been submitted, and whether the report is complete;]
- [iii. consider whether the estimated [net] greenhouse gas emissions reductions have been or would be realized as a result of the identified measures;]
- [iv. consider whether methodologies used are technically valid;]
- [v. consider whether, if proposed projects have been identified, they would be likely to achieve estimated [net] greenhouse gas emissions reductions;]
- [vi. prepare a report of a descriptive nature for the Conference of the Parties on the above, which might include suggestions and which shall include evaluation of overall effects of measures taken to pursuant to the Convention;]]
- [(e) seek, receive and consider, as necessary, relevant information from competent international and intergovernmental bodies and non-governmental organizations;]

- [(f) consult with and seek the advice of other subsidiary bodies, as necessary;]
- [(g) perform the functions assigned to it under Article VII.2 (Resolution of Questions);]
- [(h) perform such other functions as may be assigned to it by the Conference of the Parties.]]

OPTION 3

[The Conference of the Parties [shall] [may] [at its first meeting,] establish [a subsidiary body [or bodies]] [a mechanism under its auspices] to assist it in preparing for its work [under Article VI.1] [; particularly Article VI.1(2)(b)]. Such [body [or bodies]] [mechanism] shall operate in an [objective and] [consultative] manner [, in support of the Conference of the Parties in performing the functions spelled out in Article VI.1.]

[Possible sentence on membership.]

[Such body [or bodies]] [such a mechanism] shall perform the following functions:

- [(a) ensure [the provisions of adequate, new and additional financial resources and transfer of technology on preferential and non-commercial terms for] the implementation of the decisions of the Conference of the Parties [by developing country Parties];]
- [(b) prepare the deliberations of the Conference of the Parties] [, if necessary, and as decided by the Conference of the Parties by consensus];]
- [(c) [provide] [ensure the provision of] assistance to Parties, at their request, on meeting [reporting] requirements [for information exchange] [from a technical point of view];]
- [(d) consider [individual reports] [all information received] [the exchange of information] [from an essentially technical point of view] [, in preparation for the work of the Conference of the Parties under Article VI.1 [2(b)]];]

[To this end, it shall:

- [i. consult, if necessary, with [a Party,] [, Parties] [on the preparation of the work of the Conference of the Parties] [to give it an opportunity to make [technical] clarifications];]
- [ii. determine whether a [report] [information] [from all Parties are received] [has been submitted, and whether the report is complete];]
- [iii. consider whether the estimated [net] greenhouse gas emissions reductions [by developed countries] [and developing countries] have been or would be realized as a result of the identified measures;]
- [iv. consider whether [methodologies used are technically valid] [technical support for the developing countries has been adequately rendered];]

- [v. consider whether [, if proposed projects have been identified, they would be likely to achieve estimated [net] greenhouse gas emissions reductions] [specific commitments are made by the [developed countries] [and developing countries];]
- [vi. prepare a report of a descriptive nature for the Conference of the Parties on the above, which might include suggestions and which shall include evaluation of [overall effects of measures taken pursuant to the Convention] [the fulfilment of the specific commitments by [developed countries] [and developing countries]]];]
- [(e) seek, receive and consider, as necessary, relevant information from competent international and intergovernmental bodies and non-governmental organizations;]
- [(f) consult with and seek the advice of other subsidiary bodies, as necessary;]
- [(g) perform [only] the functions assigned to it [under Article VII.2. (Resolution of Questions)] [under this Convention];]
- [(h) confirm to the Conference of the Parties that Parties have fulfilled their reporting and other commitments under this Convention and that, where appropriate, they are therefore eligible for funding under the Financial Mechanism;]
- [(i) [ensure the adequate protection of intellectual property rights in all issues related to transfer of technology and information] [, taking into account the need for due flexibility in the protection of intellectual property rights for the fulfilment of the objectives of this Convention];] and
- [(j) perform such other functions as may be assigned to it by the Conference of the Parties.]]

[VI.4. ADVISORY COMMITTEE ON SCIENCE] [AND TECHNOLOGY]

[CLIMATE PROTECTION AND DEVELOPMENT]

1. An [Advisory Committee on Science] [and Technology] [Science Mechanism] [under the auspices of the Conference of the Parties] is hereby established [, in pursuit of the objectives of the Convention].

2. The [Committee] [mechanism] shall provide the Conference of the Parties, [and as appropriate its other subsidiary bodies] with timely information [and advice] [on scientific aspects of this Convention], [including the fields of natural, [technological] physical [and] social [and economic] sciences, related to climate change including, [its impacts on ecosystems and relationship to development].

3. Alternative A

The [Committee] [Mechanism] shall comprise [x] [persons of recognized competence in relevant fields of expertise] [competent government representatives] [sitting in their individual capacity] [selected by the Conference of the Parties by methods to be decided at its first meeting] [on the basis of equitable/geographical [distribution] [representation]]. [The [Committee] [Mechanism] shall be open ended.]

[Its functions shall include [providing to the Conference of the Parties in terms most useful to it] [inter alia]:

- (a) regular [assessments] [interpretations] of [the state of scientific knowledge on sciences related to climate change drawn from] the reports of competent [international, intergovernmental] [and non-governmental] scientific [bodies] [research] [related to climate change];
- (b) [updating best available knowledge on sciences related to climate change];
- (c) suggest priorities for scientific [programmes and] research and international cooperation, [and make recommendations on ways and means to support endogenous capacity building in developing countries] [in accordance with Article ...];
- (d) analyse [the impacts of and responses to] climate change [and their impacts] [on ecosystems and] [development];
- (e) [respond to questions raised by the Conference of the Parties in the fields within its mandate;] [on scientific aspects of the Convention];
- (f) [review from the scientific viewpoint the effects of measures taken in the implementaiton of the Convention;]
- (g) [identify innovative, efficient and state of the art technologies and know-how and advice on the ways and means to ensure transfer of such technology]; and
- (h) [review the adequacy of international cooperation in research and development and make recommendations to the Conference of the Parties].
- (i) [The Committee shall perform any other function to be conferred by the Conference of the Parties].]

Alternative B

[The functions, membership and operations of the [Committee] [Mechanism] shall [may be specified or modified] be decided by the Conference of the Parties [at its first meeting].]

Alternative C

[For the purposes of the Convention, the Advisory Committee shall take up responsibility for all functions so far carried out by the Intergovernmental Panel on Climate Change, which, upon the entry into force of this Convention, will be invited, by the Parties, to integrate the structure of the Convention, under the Advisory Committee. The Advisory Committee shall, besides incorporating the functions until now undertaken by the Intergovernmental Panel on Climate Change, provide regular assessments on questions related to developmental concerns and implications of the new regime for cooperation on climate change, as set forth in this Convention.]]

**VI.5. [[ADMINISTRATIVE] [INDEPENDENT FUNDING] MECHANISM FOR
FINANCIAL RESOURCES AND TECHNOLOGY TRANSFER]
[INTERNATIONAL CLIMATE FUND]**

OPTION 1 - Alternative A

[A mechanism for financial resources and the transfer of technology is hereby established. It shall include a Climate Fund. [It may also include other modalities for the provisions of financial resources under this Convention.] The Financial Mechanism/Fund shall operate under the authority of the Conference of the Parties.

The Parties shall establish appropriate arrangements for the administration of the financial and [the transfer of technology] mechanism/Fund. [The Executive Committee of the Parties/or another body designated by the Parties] shall, with the consent of the Conference of the Parties, develop and monitor the implementation of the specific operational policies [, including the selection of projects,] for the purposes of achieving the objectives of the financial mechanism/Fund. [The Financial Mechanism/Fund shall be administered as a Trust Fund by the Global Environmental Facility (GEF) of IBRD/UNDP/UNEP.]]

OPTION 1 - Alternative B

Establishment

[1. An [administrative] [independent funding] mechanism for [the administration] of the financial resources and the transfer of [safe and sound] technology, with a democratic and transparent system of governance, [and equitable participation by developed and developing countries] is hereby [established] [designated under the auspices of . . .].]

[Possible Alternative Text

A financial mechanism is hereby established. The financial mechanism shall operate under the authority of the Conference of the Parties who shall decide on its overall policies. The Executive Committee of the Parties shall, with the consent of the Conference of the Parties, develop and monitor the implementation of the specific operational policies for the purpose of achieving the objectives of the financial mechanism.]

[Possible Additional Text

The financial mechanism shall include a Climate Fund which shall be administered as a Trust Fund by the Global Environment Facility of World Bank/UNDP/UNEP. The Climate Fund shall meet on a grant or concessional basis the agreed incremental costs of developing countries referred to in Article . . .]

Functions

[2. The [administrative] mechanism for financial resources and [safe] technology transfer shall:

- [(a) Be responsible for the administration of funds, including those funds related to the promotion of [preferential and non-commercial] transfer of [safe] technology, provided by the Parties for the fulfilment of the obligations of the Convention;]
- [(b) Be accountable to the Conference of the Parties for its allocation of the funds and for ensuring that the funding

priorities and criteria established by the Conference of the Parties are adhered to in its financial activities;

- (c) Be responsible for receiving assessed and other contributions, either financial or as otherwise provided by Parties and other bodies, in accordance with criteria set out by the Conference of the Parties;
- (d) Establish appropriate accounting procedures to ensure that all assessments and contributions made to fulfil obligations of the Convention are properly recorded, credited and accounted for;
- (e) Be responsible for facilitating the identification and selection of projects to support the efforts of Parties to [meet] [implement] their obligations [jointly] under this Convention;

Functions related to transfer of technology

- [(f) Pursuant to the operational guidelines and policy direction of the Conference of the Parties, coordinate the appropriate procedures and take the necessary steps to promote, facilitate and enable the transfer of technology;]
- [(g) Provide funding to purchase requisite technologies for the implementation of projects undertaken by developing country Parties under the mechanism set up by the International Climate Fund;]
- [(h) Promote, and finance when necessary, the exchange of and access to technological information required by the Parties. The technological information should include inter alia, the environmentally sound and safe technologies including those that have been neglected or displaced, the technological options, trading conditions, implementation costs and technological security;]
- [(i) Coordinate ways and means to develop long-term technological partnerships between the holders of environmentally sound technologies and potential users in Parties, particularly developing countries, taking into account their national objectives and policies;]
- [(j) Organize, when requested by a recipient Party, or group of recipient Parties and on terms and conditions set out by such recipient countries, international competitive bidding to purchase requisite technologies for transfer to the requesting Parties;]
- [(k) Provide requested support to a recipient Party or group of recipient Parties to assess the offers presented in international competitive bidding, to enable the requesting Parties to obtain the most favourable terms and conditions, including inter alia, in terms of price, transfer of know-how, high safety and environmental requirements, training, supply of spare parts, and maintenance;]
- [(l) Ensure the development of endogenous capacity building in developing country Parties, including technologies in the public domain, in accordance with their development plans, objectives and priorities of these countries, through, inter alia, the supply of necessary equipment, expertise and facilities for

research and development, and the training of scientific, technical, and managerial personnel;]

- (m) Finance its operations from a fund, separate from its programme resources, established specifically to cover its administrative expenses;
- (n) Provide annual reports to the Conference of the Parties on its operations and, inter alia, on evaluation and assessment of the effectiveness of its functions and, as required, information to the subsidiary bodies of the Conference of the Parties, in order that they can fulfil their mandates;
- [(o) Administer the [joint implementation] [cooperative system of exchange] of [emissions commitments] [commitments on emissions [of greenhouse gases] and enhancement of all sinks] according to the terms of the Convention;]
- [(p) Administer operations required of it by protocols to this Convention, and any other matters agreed on by the Conference of the Parties;] and
- [(q) Explore ways and means to employ financial resources to promote the flexibility of intellectual property rights with a view to promoting the transfer of sound technology to developing countries.]]

OPTION 2

[1. The Parties hereby designate the Global Environment Facility (GEF) established and operated jointly by WB/UNDP/UNEP as the mechanism for the provision of financial resources to Parties in need of assistance in meeting agreed incremental costs of implementing this convention.

2. The Conference of the Parties shall, in accordance with relevant Rules of Procedure, establish appropriate arrangements with the GEF to implement Paragraph 1 above. Such arrangements shall include inter alia:

- (a) modalities to promote the involvement of the Parties in the GEF [with a view to ensuring a transparent system of governance of the mechanism and a balanced representation of developed and developing country Parties]*;
- (b) provision for the GEF in funding projects related to the convention to [comply with]/[consider] the [policy and] programme priorities and eligibility criteria established by the Conference of the Parties;
- (c) provision for receipt by the GEF of requests from Parties in need of assistance in meeting agreed incremental costs of implementing this Convention;
- (d) provision by the Conference of the Parties or its subsidiary bodies to the GEF of information that might promote the implementation of this Convention, including the establishment of cooperative linkages between the STAP and scientific and technical bodies established under this Convention;
- (e) provision by the GEF of regular reports through the Convention Secretariat to the Conference of the Parties on its operations related to the implementation of this Convention, including projects selected; financial expenditures; current and anticipated funding reserves; the relationship between its operations related to the implementation of this Convention and other assistance it is providing in sectors relevant to climate

change; and other information of interest to the Conference of the Parties;

- (f) provision for the Conference of the Parties to request the GEF to reconsider a particular funding decision in the light of the criteria and priorities referred to in paragraph 2(b);

3. The Conference of the Parties shall periodically assess the operation of the GEF as the mechanism for the provision of financial resources related to the implementation of this Convention, with a view to modifying the arrangements under Paragraph 2 as may be appropriate.

* Note: The portion in square brackets is not a legal text.

[4. Parties may also provide assistance related to the implementation of this Convention through bilateral or other multilateral channels. In this regard, interested Parties may meet, on an ad hoc basis, to consider whether any Party is interested in assisting another Party in the implementation of a proposed project the latter has identified in its national report. Parties may, as appropriate, invite representatives of multilateral financial institutions to such meetings for the purpose of providing them with an opportunity to consider projects for inclusion in their development assistance portfolios.]]

OPTION 3

Establishment

[1. An International Climate Fund is hereby established under the authority of the Conference of the Parties which shall decide on its overall policies and operations, in particular determining priorities, criteria and selection of projects and activities to be funded. It shall be distinct and independent from other funds and international financial institutions.

2. The mechanism for financial resources and transfer of technology set up under the International Climate Fund, shall be administered as follows:

Functions relating to financial resources

- (a) Meet on a grant basis the full incremental costs of measures taken by developing country Parties to address climate change, in accordance with criteria to be developed by the Conference of the Parties;
- (b) Cover the costs to developing country Parties of adaptation and mitigation measures that may be needed as a result of the adverse consequences of climate change and the direct and indirect social and economic costs to developing countries that may result from the implementation of the Convention;
- (c) Be responsible for receiving assessed and other contributions, either financial or as otherwise provided by Parties and other bodies, in accordance with criteria set out by the Conference of the Parties;
- (d) Establish appropriate accounting procedures to ensure that all assessments and contributions made to fulfil the obligations of the Convention are properly recorded, credited and accounted for;
- (e) Be responsible for facilitating the identification and selection of projects and activities for supporting the efforts of the Parties to meet their obligations under this Convention;
- (f) Finance the secretariat services of the Fund and related support costs;
- (g) Provide an annual report to the Conference of the Parties on its operations and, as required, information to the subsidiary bodies of the Conference of the Parties, in order that they can fulfil their mandates; and
- (h) Provide, in general, funding for projects and activities organized under this Article and in accordance with the provisions set out by this Convention.

Functions related to transfer of technology

- (i) Pursuant to the operational guidelines and policy direction of the Conference of the Parties, coordinate the appropriate procedures and take the necessary steps to promote, facilitate and enable the transfer of technology;

- (j) Provide funding to purchase requisite technologies for the implementation of projects undertaken by developing country Parties under the mechanism set up by the International Climate Fund;
- (k) Promote, and finance when necessary, the exchange of and access to technological information required by the Parties. The technological information should include inter alia, the environmentally sound and safe technologies including those that have been neglected or displaced, the technological options, trading conditions, implementation costs and technological security;
- (l) Coordinate ways and means to develop long-term technological partnerships between the holders of environmentally sound technologies and potential users in Parties, particularly developing countries, taking into account their national objectives and policies;
- (m) Organize, when requested by a recipient Party, or group of recipient Parties and on terms and conditions set out by such recipient countries, international competitive bidding to purchase requisite technologies for transfer to the requesting parties;
- (n) Provide requested support to a recipient Party or group of recipient Parties to assess the offers presented in international competitive bidding, to enable the requesting parties to obtain the most favourable terms and conditions, including inter alia, in terms of price, transfer of know-how, high safety and environmental requirements, training, supply of spare parts, and maintenance; and
- (o) Ensure the development of endogenous capacity building in developing country Parties, including technologies in the public domain, in accordance with their development plans, objectives and priorities of these countries, through, inter alia, the supply of necessary equipment, expertise and facilities for research and development, and the training of scientific, technical, and managerial personnel.]

[VI.6. INSURANCE] [SMALL ISLAND AND LOW LYING STATES]

Option 1

[The Parties shall establish separate supplementary financial mechanisms to assist developing countries, particularly least developed countries, vulnerable small island and low lying coastal developing countries [and developing countries with vulnerable mountain areas] [and countries suffering from desertification or drought] to prevent or mitigate the adverse consequences of sea-level rise [and drought and desertification] resulting from climate change, as specified in [Annex IV] (Insurance Mechanism).]

Option 2

[The Conference of the Parties shall consider what action is necessary under the Convention to meet the concerns of the most vulnerable small island and low lying developing countries about the adverse consequences of sea-level rise.]

Option 3

[The Parties shall establish separate supplementary financial mechanism[s] to assist developing countries, particularly those most vulnerable among them, to counter, mitigate, and/or adapt to the adverse consequences of climate change. The details of such mechanism[s] shall be specified by the Conference of the Parties.]

Option 4

[The Conference of the Parties shall [at its first meeting] consider [the establishment of an insurance scheme] [what action is necessary] to meet the [concerns] [needs] of the Parties which are vulnerable small island or vulnerable low lying coastal developing countries relating to the adverse consequences of sea-level rise.]]

VII. PROCEDURES

VII.1. REPORTING

1. Each Party [shall], [in accordance with its capabilities,] prepare, submit and periodically update a report containing the information [set forth in Annex II] including the measures it is taking to implement the Convention. [For developing country Parties, the fulfilment of this obligation will be conditional on the availability of corresponding new and additional financial resources.] [The availability of financial resources from the financial mechanism shall be contingent upon the full implementation of this obligation.]
2. Each Party shall submit an initial report within x years of entry into force of the Convention for it [,except that for each country defined as a developing country for the purposes of this Convention, an initial report shall be submitted within y years of the Convention coming into force for it,] and further that a least developed country may submit its first report within z years of the Convention coming into force for it [or within four years of receipt of financial resources from the fund established under this Convention, whichever is the later]. The frequency of subsequent reports for all Parties shall be determined by the Conference of the Parties. [For developing country Parties,] financial and technical [assistance] [cooperation] in the preparation of such reports shall [,if they so request,] be [provided through procedures developed under the provisions of Article VI.6.][determined by the financial mechanism identified in Article VI.6].]
3. Any group of Parties may, subject to prior notification to the Conference of the Parties and any guidelines adopted by the Conference of the Parties, submit a single report in fulfilment of their obligation under paragraph 1 above, provided that such report includes information on each Party's fulfilment of its individual obligations.]
4. The reports submitted by the Parties shall be transmitted by the secretariat, as soon as possible, to the Conference of the Parties [and to the (names of any subsidiary bodies concerned with the implementation).]
5. Information contained in the reports, designated as confidential by the supplying Party in accordance with [Annex II] [criteria to be defined] shall not be disclosed by any of the bodies concerned with the reports.^{1/}
6. Subject to the provisions of para. 5, and without prejudice to the ability of any Party to make public its report, the secretariat shall make, the reports submitted by Parties publicly available [at the time they are submitted to the Conference of the Parties] [at any time, after the Conference of the Parties has considered the report from the body in charge of implementation].]
7. The manner in which reports would be prepared and their content, should [,subject to Annex II,] be determined by the individual Party.]

^{1/} [It has been proposed that Annex II have the following introduction:

"Nothing in this annex shall be interpreted as requiring Parties to disclose information relating to national defense."

One delegation requested that while certain essential information in the reports would be obligatory, some flexibility should be given with regard to other information.]

**[VII.2. RESOLUTION OF QUESTIONS REGARDING
INTERPRETATION AND IMPLEMENTATION OF THE CONVENTION]**

Process

[1. Questions relating to the [interpretation or] implementation of the Convention may be drawn to the attention of the Conference of the Parties by Parties [and by any subsidiary body established by or under the Convention]. Any Party concerned about another Party's implementation of its obligations under the Convention or about its own capacity to implement fully those obligations may notify its concern, through the secretariat, to the Conference of Parties. The Conference of Parties shall, in a timely fashion, consider any such question and promote its resolution. To that end it may, if it so decides, establish an [ad hoc] Panel of ... of its members] [or] [refer the issue to the Implementation Committee].]

Possible Alternative Paragraph 1

[1. Any Party concerned about another Party's [interpretation or] implementation of its obligations under the Convention or about its own capacity to implement fully those obligations may notify its concern, through the secretariat, to the Implementation Committee.]

2. The [ad hoc] Panel [Implementation Committee], when the Conference of the Parties decides to refer a question to it, shall, in considering the question before the next ordinary meeting of the Conference of the Parties:

- (a) Invite the Party which has brought the question to the attention of the Conference of the Parties [Implementation Committee] and any other Party whose [interpretation or] implementation of the Convention is in question to attend meetings of the Panel [Implementation Committee] and take part in consultations with it;
- (b) Provide the Party whose [interpretation or] implementation of the Convention is in question a full opportunity to inform the Panel [Implementation Committee] of its capacity to implement its obligations under the Convention and of its needs relevant to that issue;
- (c) Consult, as it deems necessary, any subsidiary body established by or under the Convention and other expert bodies;
- (d) Promote, as necessary, the enhancement of the capacity of the Party whose [interpretation or] implementation of the Convention is in question to implement fully its obligations under the Convention; and
- (e) Report the results of its consultations, together with any recommendations, to the next ordinary meeting of the Conference of the Parties.

Consideration of Report

3. After considering the report of the [ad hoc] Panel [Implementation Committee], the Conference of the Parties may decide to adopt a recommendation or recommendations to promote the full implementation of the Convention and to further its objectives.

Voting

4. The Conference of the Parties shall make every effort to take decisions under this Article by consensus. If all efforts at consensus have been exhausted decisions shall, as a last resort, be taken by a two-thirds majority vote of the Parties present and voting.

Additional Rules

5. The Conference of the Parties may in elaboration of the provisions of paragraph 2 of this Article, lay down additional rules relating to membership of [ad hoc] Panels, their meetings and procedures.

Relationship to Dispute Settlement (VII.3)**OPTION 1**

6. If, after the expiry of ... months following the initial submission of any questions to the secretariat pursuant to paragraph 1 of this Article, any Party continues to have a concern relating to the [interpretation or] implementation by another Party of its obligations under the Convention, it shall be entitled to invoke the dispute settlement procedures, established by Article [VII.3.] (Settlement of Disputes) of the Convention.

OPTION 2

6. The provisions of this Article are without prejudice to the operation of Article [VII.3.] (Settlement of Disputes) of the Convention.]

[VII.3 : SETTLEMENT OF DISPUTES

Negotiation and other peaceful means

1. In the event of a dispute between any two or more Parties concerning the interpretation or application of this Convention, the Parties concerned shall, at the request of any one of them, seek a settlement of the dispute through negotiation or any other peaceful means of their own choice.

Choice of dispute settlement procedure

2. When ratifying, accepting, approving or acceding to this Convention, or at any time thereafter, a Party which is not a regional economic integration organisation may declare in a written instrument submitted to the Depositary, that, in respect of any dispute concerning the interpretation in application of this Convention, it recognises as compulsory ipso facto and without special agreement, in relation to any Party accepting the same obligation:

- (a) Submission of the dispute to the International Court of Justice, and/or
- (b) Arbitration in accordance with the procedure set out in annex III.

A Party which is a regional economic integration organisation may make a declaration with like effect in relation to arbitration in accordance with the procedure set out in Annex IV.

3. A declaration made under paragraph 2 above shall remain in force until it expires in accordance with its terms or until three months after written notice of its revocation has been deposited with the Depositary.

4. A new declaration, a notice of revocation or the expiry of a declaration shall not in any way affect proceedings pending before the International Court of Justice or the Arbitral Tribunal, unless the Parties to the dispute otherwise agree.

Additional provisions**Option I**

5. Subject to the operation of paragraph 2 above, if, after the expiry of twelve months following a request made under paragraph 1 above, the Parties concerned have not been able to settle their dispute through the means mentioned in that paragraph, the dispute shall be submitted, at the request of any of the Parties to it, to conciliation.

6. A conciliation commission shall be created upon the request of one of the Parties to the dispute. The commission shall be composed of an equal number of members appointed by each Party concerned and a chairman chosen jointly by the members appointed by each Party. The commission shall render a [final and] recommendatory award, which the Parties shall consider in good faith.

Option II

5. A Party that has not made a declaration under paragraph 2 above or in respect of which a declaration is no longer in force shall be deemed to have accepted the competence of the Arbitral Tribunal.

6. If the Parties to any dispute have accepted the same means for the settlement of a dispute, the dispute may be submitted only to that procedure,

unless the Parties otherwise agree. If, however, the Parties have not accepted the same means for the settlement of the dispute, or if they have accepted both means, the dispute may be submitted only to the Arbitral Tribunal, unless the Parties otherwise agree.

7. If, after the expiry of twelve months following a request made under paragraph 1 above, the Parties concerned have not been able to settle their dispute through the means mentioned in that paragraph, the dispute shall be submitted, at the request of any of the Parties to the dispute, for settlement in accordance with the procedure determined by the operation of paragraphs 5 and 6 above.

Related Legal Instruments

7./8. The provisions of this Article shall apply to any related legal instrument which the Conference of Parties may adopt, unless the instrument provides otherwise.]

VII. 4. AMENDMENTS TO THE CONVENTION

Proposals

1. Any Party may propose amendments to this Convention.

Adoption of Amendments

2. Amendments to this Convention shall be adopted at a [ordinary] [or extraordinary] meeting of the Conference of the Parties. The text of any proposed amendment to this Convention shall be communicated to the Parties by the secretariat at least six months before the meeting at which it is proposed for adoption. The secretariat shall also communicate proposed amendments to the Signatories to the Convention for information.
3. The Parties to the Convention shall make every effort to reach agreement on any proposed amendment to the Convention by consensus. If all efforts at consensus have been exhausted, and no agreement reached, the amendment shall be adopted by a [two-thirds] [three-quarters] majority vote of such Parties present and voting at the meeting [whose [net] emissions of [greenhouse gases] [CO₂ represent at least [xx%] [50%] [75%] [80%] of estimated global [net] [CO₂] [greenhouse gases] [emissions in the preceding [five] year[s]]. The amendment shall be submitted by the Depositary to all Parties for their ratification, acceptance or approval.

Voting

4. For the purposes of this Article, "Parties present and voting" means Parties present and casting an affirmative or negative vote.

Entry into Force of Amendments

5. Instruments of ratification, acceptance or approval of amendments shall be deposited with the Depositary. Amendments adopted in accordance with paragraph 3 above, for those States having accepted the amendment, shall [, unless otherwise provided in the amending instrument itself,] enter into force on the ninetieth day after the date of receipt by the Depositary of notification of their ratification, acceptance or approval, by at least [two-thirds] [three-quarters] of the Parties to this Convention [and whose [net] emissions of greenhouse gases represent at least 80% of [net] global emissions in the preceding year].
6. The amendments shall enter into force for any other Party on the ninetieth day after the date on which that Party deposits with the Depositary its instrument of ratification, acceptance or approval of the amendments.

[VII. 5. PROTOCOLS]**Adoption**

1. The Conference of the Parties may at any [ordinary] [or extraordinary] meeting adopt Protocols to this Convention [that are aimed at implementing the [comprehensive] purposes and principles established in the Convention, specifying [comprehensive] measures or obligations relating to [certain] [all] aspects of climate change]. [The Protocols shall be in conformity with the provisions of the Convention.]

Notification to the Parties

2. The text of any proposed Protocol shall be communicated to the Parties by the secretariat at least six months before such a meeting.

Entry into Force

[3. The requirements for the entry into force of any Protocol shall be established by that instrument [and may include provisions regarding [accelerated] [differentiated] procedures for entry into force].]

Parties to a Protocol

4. Only Parties to the Convention may be Parties to a Protocol.

5. Decisions under any Protocol shall be taken only by the Parties to the Protocol concerned.]

VII. 6. ADOPTION AND AMENDMENT OF ANNEXES TO THE CONVENTION

Annexes as Integral to the Convention

1. The Annexes to this Convention shall form an integral part of this Convention and, unless expressly provided otherwise, a reference to this Convention constitutes at the same time a reference to any Annexes thereto. [Such Annexes shall be restricted to [procedural, scientific, technical and administrative matters] [technical lists or forms of a scientific or technical character] [lists, forms and any other material of a descriptive nature only].]

Adoption of Additional Annexes to the Convention

2. [Additional] Annexes to the Convention shall be proposed and adopted according to the procedure set forth in Article [VII. 3.] (Amendments to the Convention). [Such Annexes shall be restricted to [procedural, scientific, technical and administrative matters] [technical lists or forms of a scientific or technical character] [lists, forms and any other material of a descriptive nature only].]

Procedure for Entry into Force of Additional Annexes to the Convention

3. Annexes that have been adopted in accordance with paragraph 2 above shall enter into force for all Parties to the Convention six months after the date on which the Depositary issues notices to such Parties of the adoption of the Annex, except for those Parties that have notified the Depositary, in writing, within that period of their non-acceptance of the Annex. The Annex shall enter into force for Parties which withdraw their notification of non-acceptance on the ninetieth day after the date of withdrawal of such notification has been received by the Depositary.

Procedure for Amendments to Annexes

4. The proposal, adoption and entry into force of amendments to Annexes to the Convention shall be subject to the same procedure as that for the proposal, adoption and entry into force of Annexes to the Convention.

5. If an additional Annex or an amendment to an Annex involves an amendment to the Convention, the additional Annex or amended Annex shall not enter into force until such time as the amendment to this Convention enters into force.

VII. 7. RIGHT TO VOTE

1. Each Party to the Convention shall have one vote, except as provided for in paragraph 2 below.
2. Regional economic integration organizations, in matters within their competence, shall exercise their right to vote with a number of votes equal to the number of their member States that are Parties to the Convention [and which are present at the time the vote is taken]. Such an organization shall not exercise its right to vote if any of its member States exercises its right, and vice versa.

VIII. FINAL CLAUSES

VIII.1. DEPOSITARY

The Secretary-General of the United Nations shall be the Depositary of this Convention.

VIII.2. SIGNATURE

This Convention shall be open for signature by States [Members of the United Nations or members of the Specialized Agencies of the United Nations] and by regional economic integration organizations at [] from [] to [], and at the United Nations Headquarters in New York from [] to [].

VIII.3. RATIFICATION, ACCEPTANCE, APPROVAL OR ACCESSION

1. The Convention shall be subject to ratification, acceptance, approval or accession by States and by regional economic integration organizations. It shall be open for accession from the day after the date on which the Convention is closed for signature. Instruments of ratification, acceptance, approval or accession shall be deposited with the Depositary.

Regional Economic Integration Organizations

2. Any regional economic integration organization which becomes a Party to this Convention without any of its member States being a Party shall be bound by all the obligations under the Convention. In the case of such organizations, one or more of whose member States is a Party to the Convention, the organization and its member States shall decide on their respective responsibilities for the performance of their obligations under the Convention. In such cases, the organization and the member States shall not be entitled to exercise rights under the Convention concurrently.

Declarations of Competence

3. In their instruments of ratification, acceptance, approval or accession, regional economic integration organizations shall declare the extent of their competence with respect to the matters governed by the Convention. These organizations shall also inform the Depositary, who shall in turn inform the Parties, of any substantial modification in the extent of their competence.

VIII.4. ENTRY INTO FORCE

Entry into Force of the Convention:

1. This Convention shall enter into force on:

(Four options)

- **Option 1:**
The ninetieth day after the date of deposit of the [twentieth] [twenty-fifth] [fortieth] [fiftieth] [sixtieth] [eightieth] instrument of ratification, acceptance, approval or accession.
- **Option 2:**
The ninetieth day after the date of deposit of the instrument of ratification, acceptance, approval or accession from States or regional economic integration organizations whose [net] emissions of greenhouse gases [CO₂] represent [fifty percent] [two-thirds] [three-quarters] of estimated total global net emissions in [year].
- **Option 3:**
The ninetieth day after the date of deposit of the [twentieth] [twenty-fifth] [fortieth] [fiftieth] [sixtieth] [eightieth] instrument of ratification, acceptance, approval or accession by, and of ratification, acceptance, approval or accession by States or regional economic integration organizations whose [net] emissions of greenhouse gases [CO₂] represent [one half] [two-thirds] [three-quarters] of estimated total global net emissions in [year].
- **Option 4:**
The ninetieth day after the date of deposit of the [twentieth] [twenty-fifth] [fortieth] [fiftieth] [sixtieth] [eightieth] instrument of ratification, acceptance, approval or accession, or the ninetieth day after the date of deposit of the instrument of ratification, acceptance, approval or accession from States or regional economic integration organizations whose [net] emissions of greenhouse gases [CO₂] represent [two-thirds] [three-quarters] of estimated total global net emissions in [year], whichever is the earlier.

Entry into Force for Parties Once Convention Already in Force

2. For each State or regional economic integration organization that ratifies, accepts or approves this Convention or accedes thereto after the deposit of the [twentieth] [twenty-fifth] [fortieth] [fiftieth] [sixtieth] [eightieth] instrument of ratification, acceptance, approval or accession, [in accordance with paragraph 1] it shall enter into force on the ninetieth day after the date of deposit by such State or regional economic integration organization of its instrument of ratification, acceptance, approval or accession.

Regional Economic Integration Organizations

3. For the purposes of paragraphs 1 and 2 above, any instrument deposited by a regional economic integration organization shall not be counted as additional to those deposited by member States of the organization.

VIII.5. RESERVATIONS AND DECLARATIONS

1. [No] reservations may be made to this Convention.

Parties Not Precluded from Making Declarations

- [2. Paragraph 1 above shall not, however, preclude a State or regional economic integration organization, when signing, ratifying, accepting, approving or acceding to this Convention, from making declarations or statements, provided that such declarations or statements do not purport to exclude or to modify the effects of the provisions of the Convention in their application to that State or regional economic integration organization.]

VIII.6. WITHDRAWAL**Written Notification of Withdrawal from Convention**

1. At any time after [three] [five] years from the date on which this Convention has entered into force for a Party, that Party may withdraw from the Convention by giving written notification to the Depositary.

Effective Date of Withdrawal

2. Any such withdrawal shall take effect upon expiry of [six months] [one year] from the date of its receipt by the Depositary, or on such later date as may be specified in the notification of the withdrawal.

Withdrawal from Convention Considered as Withdrawal from Protocol

3. Any Party that withdraws from this Convention shall be considered as also having withdrawn from any protocol to which it is a Party.

VIII.7. AUTHENTIC TEXTS

The original of this Convention, of which the Arabic, Chinese, English, French, Russian and Spanish texts are equally authentic, shall be deposited with the Secretary-General of the United Nations.

IN WITNESS WHEREOF the undersigned, being duly authorized to that effect, have signed this Convention.

Done atthisday of19...

[ANNEXES]

[ANNEX I

[RESEARCH [TECHNOLOGICAL] [[AND] DEVELOPMENT]
AND SYSTEMATIC OBSERVATION] [TECHNOLOGICAL AND SCIENTIFIC
RESEARCH AND SYSTEMATIC OBSERVATION]]*/

*/ Same text as in A/AC.237/15, Annex II

[ANNEX II

REPORTING

1. Reports submitted pursuant to Article [VII. 1.] (Reporting) [shall] [may] contain [, inter alia,] the following information:

- (a) Description of relevant national circumstances relating to climate change and, for developing countries, any particular difficulties faced by them;
- (b) National inventories of sources and sinks of all greenhouse gases not controlled by the Montreal Protocol, using comparable methodologies agreed upon by the Conference of the Parties;
- (c) Option 1

[The measures it is taking to implement this Convention, including the fulfilment of any general or specific commitments, with respect to, inter alia; national [strategies and] programmes; mitigating and adapting to climate change; research and systematic observation; exchange of information; public awareness; financial resources and cooperation and related technology transfer;]

Option 2

[For developed country Parties,] [and developing country Parties] [measures] [national strategies] [policies] to mitigate and adapt to climate change [including a description of specific actions being taken or to be taken, with respect to each gas in each sector selected for action by the Party];

[Measures taken in fulfilment of the [obligations] [specific commitments] under the Convention, [with particular attention to [reductions of emissions, transfer of financial resources and technology] [energy efficiency and conservation, new [and renewable] energy sources,] [mitigating the adverse consequences of climate change] [protection and enhancement of] sinks, [land use and management,] coastal zone management, transportation and industrial processes [and agriculture];]

- [(d) Current projections for annual levels of sources and sinks of greenhouse gases and expected changes and trends taking into account measures and policies described under (c);]
- [(e) Expected changes and trends in [net] emissions of [main] greenhouse gases [and sinks] [including estimates of the [net] effects of its actions on national [net] greenhouse gas emissions] [and sinks] [with particular reference to the achievement of any target established in the Convention];]
- [(f) Parties undertaking specific commitments may include estimates of the costs of specific measures to meet commitments under the Convention, guided by a methodological framework they have agreed upon;]
- [(g) Contributions to the financial and technology transfer mechanism;]

- [(h) For developing country Parties, [projects for] [requirements of] transfer of technology and financial resources to mitigate and adapt to climate change, as well as estimated gross and incremental costs [of these projects] [to fulfil these requirements;]

(i) **Option 1**

[Effective measures in fulfilment of obligations and specific commitments relative to the provision of adequate, new and additional financial resources, and access to and transfer of environmentally sound technology on a preferential and non-commercial basis contributions to the financial mechanism of the Convention and description of programmes for technological cooperation;]

Option 2

[Effective measures in fulfilment of obligations and specific commitments relative to the provision of financial resources and cooperation on transfer of technology;]

- [(j) Description of methodologies used in making its estimates in areas where there is no methodology agreed under the present Convention;]
- [(k) Efforts [,as appropriate,] to coordinate and harmonize measures to avoid trade distortions;]
- [(l) Relevant national research [and development] and systematic observation programmes and participation in international programmes;]
- [(m) National [programmes] [measures] and international cooperation with regard to education, training and public awareness [and technology transfer];]
- [(n) Efforts to implement [obligations] [specific commitments] jointly with another Party or Parties;] and
- (o) Such other actions as are relevant to the achievement of the objective of the Convention.

2. Further, reports may, on a voluntary basis, identify proposed projects in need of investment including specific technologies, materials, equipment, techniques or practices that would be needed to implement such projects and an estimate of the costs and net greenhouse gas emission reduction associated therewith.

3. [A Party may designate [the following] [any] type[s] of information contained in its report as confidential[.][:]]

[Possible alternative chapeau

[A Party and the Advisory Committee on Implementation may agree that certain information contained in the report of that Party is confidential. Categories of confidential information include:]

- [(a) Information that is directly related to the national defence [and security] of that Party;]
- [(b) Information that is of a proprietary commercial nature;]

- (c) Information the release of which would result [directly] in [significant] economic or commercial dislocation for that Party; or
- [(d) Such other information as [the Party believes is confidential] [agreed upon] [thought necessary by the Party] [by the Party and the Advisory Committee on Implementation].]]

**{ANNEX III
ARBITRATION]*/**

***/ Same text as in A/AC.237/15 Annex II**

**[ANNEX IV
INSURANCE MECHANISM**

1. The Parties recognize that:
 - (a) There should be established, as an integral part of the Convention, an International Climate Fund to finance measures to counter the adverse consequences of climate change, especially drought and desertification, and a separate International Insurance Pool (hereinafter referred to as "the Pool") to provide financial insurance against the consequences of sea level rise;
 - (b) Revenue for the Pool should be drawn from mandatory sources, in particular developed country assessments;
 - (c) The financial resources of the Pool should be new, additional and adequate;
 - (d) The Pool should be under the control and direction of the Conference of the Parties; and
 - (e) The resources of the Pool should be used to compensate the most vulnerable small island and low-lying coastal developing countries for loss and damage resulting from sea level rise.
2. The Parties further recognize that the formulation of a scheme for a Pool involves consideration of the following main questions:
 - Methods of funding a Pool;
 - Classification of the types of loss to be covered by the Pool;
 - Criteria for establishing entitlement to claim against the Pool;
 - Methods of evaluating loss resulting from sea level rise; and
 - Limitations on the amount of compensation payable by the Pool.
3. The Parties accordingly agree as follows:
 - (a) The financial burden of loss and damage suffered by the most vulnerable small island and low-lying developing countries (hereinafter referred to as "Group 1 countries") as a result of sea level rise shall be distributed in an equitable manner amongst the industrialized developed countries (hereinafter referred to as "Group 2 countries") by means of a Pool;
 - (b) The Pool shall be funded by contributions levied on Group 2 countries;
 - (c) The administering authority for the scheme (hereinafter referred to as "the Authority") shall be a body controlled on an equitable basis by the Group 1 and Group 2 countries within the framework of the Conference of the Parties;

- (d) The contributions referred to in paragraph (b) shall be calculated according to a formula modelled on the 1963 Brussels Supplementary Convention on Third Party Liability in the Field of Nuclear Energy, as follows:
- (i) as to 50%, on the basis of the ratio between the gross national product at current prices of each Group 2 country and the total of the gross national products of all Group 2 countries in the year prior to the year in which the contribution was levied (hereinafter referred to as "the contribution year");
 - (ii) as to 50%, on the basis of the ratio between the total emissions of CO₂ of each Group 2 country and the total CO₂ emissions of all Group 2 countries in the year prior to the contribution year;
- (e) Ten years from the date on which the Convention enters into force the Group 2 countries shall contribute to the Pool an agreed percentage of the total of the gross national products of all Group 2 countries in the year prior to the contribution year, apportioned as in paragraph (d), provided that over the ten year period the rate of global mean sea level rise will have reached an agreed figure. If the rate of global mean sea level rise has not reached the agreed figure by the end of the ten year period, a review shall thereafter be carried out at five-yearly intervals and the obligation of the Group 2 countries to contribute to the Pool will not arise until the year following the review in which it is established to the satisfaction of the Authority that the rate of global mean sea level rise has reached the agreed figure or that absolute global mean sea level rise has reached an agreed figure;
- (f) The insurance fund so constituted shall be invested by the Authority in interest bearing securities as determined by the Conference of the Parties;
- (g) No right to claim against the Pool in respect of loss or damage in any area of a Group 1 country shall arise until:
- (i) it shall have been established to the satisfaction of the Authority that the rate of global mean sea level rise and the absolute level of global mean sea level rise has reached agreed figures;
 - (ii) it shall have been established to the satisfaction of the Authority that the relative mean sea level rise for any insured area in a Group 1 country has reached an agreed level above base levels determined for each area insured (such relative mean sea level figures having been determined within ten years of the Convention coming into force); and
 - (iii) one year shall have elapsed from the date upon which the figures referred to in sub-paragraph (i) shall have been established as having been reached (that date plus one year being (hereinafter referred to as "the inception date").

- (h) In the first instance those areas of Group 1 countries which would be directly affected by sea level rise to a level of an agreed number of centimetres above the base levels referred to in paragraph (g) (ii) shall be valued for insurance. Marketed assets shall be valued on the basis of gross domestic product for the insured area in question. Non-marketed interests shall be valued on the basis of formulae to be agreed;
- (i) The insured values covered shall be negotiated between the Authority and the Government of each Group 1 country in accordance with valuation principles to be agreed. The same policy conditions shall be applicable to all Group 1 countries;
- (j) All assets and interests intended to be insured under the scheme shall be listed by Group 1 countries for registration with the Authority. Records of assets and interests registered shall be kept up to date. Valuations of assets and interests registered for insurance shall be carried out in accordance with the agreed formulae and shall be assessed as soon as possible after the setting up of the Authority and in any event within ten years of the Convention coming into force. Revaluations shall be carried out periodically as appropriate;
- (k) The first period of insurance shall commence on the inception date as defined in paragraph (g) (iii) and shall cover an agreed period following the inception date. Loss or damage occurring within the first and each following period of insurance, if accepted as a valid claim by the Authority, shall be paid out of the Pool as accumulated at the closing date of the period of insurance;
- (l) If the funds in the Pool are insufficient to meet all valid claims, the claims shall be paid out on an equitable basis. If, after payment out of all valid claims in full, any surplus shall remain in the Pool, the surplus shall be carried over to the credit of the following insurance period;
- (m) Prior to the closing date of the first period of insurance and of each subsequent period, the Conference of the Parties shall, after consultation with the Authority:
 - (i) Fix the length of the next period of insurance;
 - (ii) Estimate the probable extent of claims on the Pool during the next insurance period;
 - (iii) Determine the level of contributions to be levied on Group 2 countries sufficient to meet the estimated claims, after taking account of any surplus carried forward from the preceding period.
- (n) Claims against the Pool in respect of insured assets and interests shall be dealt with by the Authority. The Authority shall investigate the cause of any claimed loss, prepare estimates, determine whether the claim comes within the terms of the insurance, evaluate the extent of loss and assess the amount of the claim recoverable by reference to the insured value of the asset or interest and any applicable limits;
- (o) All assets in insured areas of Group 1 countries, whether commercially insured or not, shall in the first instance be valued for insurance, but no claims shall be accepted by the Pool in respect of property which at the time loss or damage occurs is insured commercially, whether by a private insurance company or otherwise;

- (p) In assessing claims against the Pool, the Authority shall determine whether the loss or damage claimed could have been avoided or mitigated by measures which might reasonably have been taken at an earlier stage. In determining whether measures could or could not reasonably have been taken at an earlier stage, account shall be taken, amongst other things, of the availability of funds, both domestic and international, which would have enabled mitigating or preventative measures to have been taken, and the availability of commercial insurance on reasonable terms; and
- (q) If differences of opinion arise between the Authority and the participating countries, every effort shall be made to negotiate a resolution, but if this is not achievable disputes shall be submitted to [an] [the] arbitration tribunal under [a special arbitration scheme] [the Convention].]

U.S. Statement on
Commitments

U.S. Statement on Commitments

INC V, February 27, 1992
New York City

Thank you Mr. Chairman.

A number of countries have expressed concern over what they perceive to be a lack of commitment by developed countries, particularly certain developed countries, regarding actions to mitigate or adapt to climate change and to assist other countries in doing the same. I would like to put on record what the United States is prepared to do today -- not in two or three years when this convention enters into force or at some point subsequent to that date, but today.

First, the United States recognizes the need to provide financial resources to enable developing countries to participate fully in global efforts to address climate change and other issues of a global nature. For this reason, we are committing to contribute \$50 million to the core fund of the Global Environment Facility (GEF) of the World Bank, which we believe is the appropriate financial mechanism for providing such resources.

Second, the United States is unilaterally committing \$25 million over the next two years to be used for country studies to enable developing countries to prepare national inventories of greenhouse gas emissions in accordance with any reporting requirement in the Convention. Such studies would be carried out cooperatively, drawing on resources provided by donor countries. Country studies could also examine what options might be available to the host country to mitigate and/or adapt to climate change. We hope that other developed countries might make similar commitments on resources for this purpose. In this regard, we will need to consider how the needs and resources of recipient and donor countries can best be matched and how such a process should relate to this convention.

Third, the United States is committed to addressing the issue of technology. We are currently examining how to promote a result-oriented approach to technology cooperation, including technology transfer. We believe such an approach should focus on identifying the needs that developing and other countries have for mitigation and/or adaptation technologies, as well as the resources which might be mobilized to address these needs.

In this context, we interpret technology in the broadest sense, including not only "hard" technology but also "soft" technology -- techniques, practices and "know-how." We are examining specific ways to involve the private sector in this effort. The private sector is crucial because, in most cases, it is industry rather than government that can provide existing technology, and it is industry rather than government that has the greatest capacity to develop the new technology that will be needed if we are to meet the challenge of climate change effectively over the longer term.

Finally, the United States is committed to taking actions to mitigate climate change -- actions which we believe will have significant results. We think these actions and their effects on greenhouse gas emissions in the United States will compare favorably with those of other developed countries.

In keeping with the commitment we made in Geneva last December, the United States has begun to update its climate action plan, which was first published a year ago this month. I will not take the time of this Committee to elaborate on all of the actions we have taken in the United States since the announcement of our first plan in Chantilly last year, but we will make them available as an attachment to these remarks for interested members of the INC. In connection with these efforts, I should note that many private sector interests and state and local governments are also contributing to help ensure we have the most comprehensive and effective approach possible as we confront this global problem.

Since last February, the United States has begun implementing a National Energy Strategy which defines a new, more efficient energy path for the United States. We have also passed a new transportation law that will greatly improve the efficiency of moving people and goods by autos, rapid transit, and other means. Our new energy strategy and the transportation law, combined with other initiatives, commit us to action in areas such as: energy efficiency, transportation, the use of lower emitting supply technologies, agriculture and natural resources, and technology R&D.

We intend to provide a more exhaustive list of actions, along with preliminary estimates of what these new actions may mean for limiting U.S. greenhouse gas emissions, prior to the final INC negotiating session.

Thank you very much, Mr. Chairman.

Attachment: New U.S. Measures to Mitigate Climate Change

NEW U.S. MEASURES TO MITIGATE CLIMATE CHANGE

The following actions represent measures the United States has begun to take in the areas of energy efficiency, transportation, the use of lower emitting supply technologies, agriculture and natural resources, and technology research and development. Also noted are examples of actions taken by the private sector and by our fifty states:

IMPROVED ENERGY EFFICIENCY

To increase the efficient use of energy in the industrial, commercial and housing sectors we are:

- strengthening energy efficiency standards for appliances and equipment;
- expanding energy efficiency labelling programs;
- developing and encouraging the use of building efficiency standards;
- promoting the use of industrial energy efficiency audits; and
- establishing voluntary public-private "green" partnerships in the areas of lighting, piping, commercial buildings, computer systems, industrial motors and refrigerator program, all of which are designed to improve the efficiency of energy use.
--For example, over 300 major corporations and utilities have committed to voluntary participation in programs to renovate their facilities with high efficiency lighting.

Deserving of special mention are the diverse set of state and utility efforts to cut electricity demand through integrated resource planning and demand side management initiatives.

TRANSPORTATION SECTOR IMPROVEMENTS

To reduce greenhouse gas emissions in the transportation sector we are:

- encouraging intermodal shifts through pricing measures, e.g., expanded use of tolls on Federal highways;
- increasing Federal purchases of alternative fuel vehicles;
- requiring centrally fueled fleets to purchase vehicles capable of using alternative fuels;
- increasing the use of public transit, vanpooling, and ride-sharing by raising the limit on tax free commuter subsidies;
- accelerating the development of a new generation of battery technology for electric vehicles through public-private consortia; and
- increasing the production of cost-competitive liquid fuels, such as ethanol from non-food crops and other renewable biomass sources through use of pilot programs.

SUPPLY SIDE CHANGES TO LOWER EMITTING TECHNOLOGIES

To increase the use of lower emitting supply technologies we are:

- streamlining natural gas pipeline construction review, deregulating pipeline sales rates in competitive markets, and improving gas pipeline transportation access;
- streamlining the nuclear plant licensing process and developing standardized designs for the next generation of power plants;
- extending the renewable energy tax credit, proposing a ten million dollar solar bank which will provide subsidized financing for residential and commercial applications of solar energy, and increasing the use of municipal solid waste; and
- streamlining the hydroelectric licensing processes,

AGRICULTURE AND NATURAL RESOURCES

In addition to the landfill regulations announced last year that will capture methane, the U.S. will encourage an increase in the capture of methane from coal mines and agricultural sources. In addition, programs exist which provide for:

- replacement of annual crop production systems on highly erodable lands with perennial vegetation, enhancing soil carbon reservoirs; and
- expanded tree planting programs in forest and urban areas.

RESEARCH AND DEVELOPMENT MEASURES

To facilitate the longer-term market penetration of more efficient and lower-emitting technologies, the U.S. is pursuing vigorous technology research and development programs in the following areas:

- high performance aircraft engines, and high speed rail;
- intelligent vehicles and highway systems;
- building technologies;
- industrial waste reduction and recycling;
- the next generation of passively safe nuclear reactors;
- cleaner, more efficient coal technologies, an industry government program with 60% industry funding;
- developing cost effective liquid fuels from non-food biomass;
- electric and hybrid vehicle development;
- solar and wind energy technologies; and
- solid waste derived fuels.

The Global Change Research Program funding request for FY 93 was expanded by 24% to nearly \$1.4 billion.

INDUSTRY PROGRAMS WHICH REDUCE EMISSIONS

U.S. industry has a number of domestic and international programs which will have the effect of reducing greenhouse gas emissions and it is studying other opportunities for action. Examples of existing domestic programs include:

- the National Association of Manufacturers, an association representing 18,000 manufacturing organizations, has an education and action program to incorporate energy efficiency into all aspects of manufacturing;
- the chemical industry's RESPONSIBLE CARE program promotes both the efficient use of energy and measures to protect the environment;
- the 33/50 program which reduces the use of toxic chemicals and has over 300 participating companies. They have committed to total reductions in releases of over 250 million pounds.
- joint ventures have been established between the utility and automobile industries to promote the development of electric vehicles; and
- 200 utilities are spending \$2 billion on 1,300 conservation programs.

Examples of international cooperation between U.S. industry and their counterparts in other countries include activity in every major industrial sector in all regions of the world. Using joint ventures and cooperative R&D, the U.S. automobile, petro-chemical, utility, mining, and manufacturing industries are promoting the international diffusion of technologies which will lower global greenhouse gas concentrations.

STATE AND LOCAL GOVERNMENT ACTIONS

State and local governments in the U.S. are taking actions which will have the effect of reducing greenhouse gas emissions. These actions are being carried out independently and/or cooperatively with the Federal Government. We have not yet completed an inventory of measures being taken by our fifty states, but an assessment of state and local programs will be provided later, together with estimates of how these programs will affect greenhouse gas emissions.

Statements of other
Delegations and Participants\



General Assembly

A/AC.237/WG.I/L.8
19 December 1991

Original: ENGLISH

INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR
A FRAMEWORK CONVENTION ON CLIMATE CHANGE
Fourth session
WORKING GROUP I
Geneva, 9-20 December 1991
Agenda item 2 (a)

Joint statement of the Group of 77, made by its Chairman (Ghana) at
the fourth session of the Intergovernmental Negotiating Committee
for a Framework Convention on Climate Change

Geneva, (9-20 December 1991)

1. On behalf of the Group of 77 and China, I would like to make a statement which sets out certain elements which should be incorporated in the text on the Principles of this Convention, it being understood that this is without prejudice to the right of each delegation member of this group to articulate further more specific formulations on the elements dealt with here as well as to propose additional elements both individually and collectively. I would also request on behalf of the group that this statement be circulated as a text of this session of the Intergovernmental Negotiating Committee.

2. I will now read out the elements for incorporation:

(a) The principle of the sovereignty of States shall be adhered to and strictly respected in all fields of international cooperation, including that for protection of the global climate.

(b) The right to development is an inalienable human right. All peoples have an equal right in matters relating to living standards. Economic development is the prerequisite for adopting measures to address climate change. The net emissions of developing countries must grow to meet their social and economic development needs.

(c) Protection of the global climate against human-induced change should proceed in an integrated manner with economic development in the light of the specific conditions of each country, without prejudice to the socio-economic development of developing countries. Measures to guard against climate change should be integrated into national development programmes taking into account that environmental standards valid for developed countries may have inappropriate and unwarranted social and economic costs in developing countries.

(d) All States have an obligation to protect the climate for the benefit of present and future generations of mankind on the basis of intra-generational as well as inter-generational equity. This obligation shall be carried out with different time-frames for implementation in accordance with common but differentiated responsibilities and capabilities between developing and developed countries and taking fully into account that the largest part of emissions of greenhouse gases have been originating from developed countries and those countries have the main responsibility in combating climate change and the adverse effects thereof.

(e) The parties shall give full consideration to the specific needs and special circumstances of developing country parties, especially those developing countries which are particularly vulnerable to the adverse consequences of climate change and also those developing countries which would have to bear a disproportionate or abnormal burden under the Convention.

(f) 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 to prevent such environmental degradation. The measures adopted should take into account different socio-economic contexts.

(g) The need to improve the international economic environment for the developing countries and to promote their sustained economic development are prerequisites for enabling developing countries to participate effectively in the international efforts to protect the global environment including climate protection.

In this context, new, adequate and additional financial resources and transfers of and access to environmentally safe and sound technology on most favourable, concessional and preferential terms shall have to be channelled to developing countries in order to enable their full participation in global efforts for the protection of the climate.

States shall promote an open and balanced multilateral trading system. Except on the basis of a decision by the Conference of Parties no country or group of countries shall introduce barriers to trade on the basis of claims related to climate change.

3. The issues of economic development and equity are vital for the conclusion of a Convention in which the developing countries can participate. Prospects for arriving at a consensus depend upon these factors being given the importance they deserve to arrive at a balanced result. The developing countries cannot be expected to accept any formulation that would institutionally help perpetuate, however well intentioned the motives of some parties, the present economic disparity amongst the members of the international community.



General Assembly

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19 December 1991

ORIGINAL: ENGLISH

INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR
A FRAMEWORK CONVENTION ON CLIMATE CHANGE
FOURTH SESSION
WORKING GROUP I
Geneva, 9-20 December 1991
Agenda item 2(a)

Statement on commitments submitted by the delegation of Vanuatu
on behalf of the States members of the Alliance of Small Island
States to Working Group I at the fourth meeting of the
Intergovernmental Negotiating Committee

We have the honour of submitting, on behalf of the Alliance of Small Island States (AOSIS), this statement setting forth certain elements which AOSIS believes should form the basis of the provisions of the Convention relating to Commitments.

We had hoped to join in a statement on this subject which would have been made by the delegation of Ghana on behalf of the Group of 77. Regrettably, but through no fault of the Chairman of the Group of 77 who laboured tirelessly to promote such a statement, no such statement can be made at this time.

We feel that it is unfortunate. However, these negotiations are far too important to allow further delay in the necessary dialogue which we hope will result in an effective framework convention to confront mankind's most severe challenge.

We commend the Co-chair's text and applaud the laudable efforts you and your colleague have made to point the Working Group in the right direction. We take this opportunity to set forth a few items we feel are of major importance. Thus, we propose the following:

I. The Parties shall, in accordance with the Objectives and Principles stated in the Convention, and in accordance with their common but differentiated responsibilities, taking into account their specific national and regional development priorities and objectives:

(a) Develop national or regional inventories of sources and sinks of Greenhouse Gases, as well as activities within their jurisdiction or control that affect or are likely to affect the climate, and to update these on a regular basis;

(b) Implement national action plans, on the basis of information compiled under the Convention, aimed at reducing the effects of human activities on the climate and submit such plans in accordance with criteria established by the Conference of the Parties.

(c) Perform environmental impact assessments with respect to projects, programmes and policies within their jurisdiction or control including, inter alia, those on energy generation, transport, and land use, to ascertain whether such activities are likely to have an adverse impact on climate;

(d) Conduct research aimed at promoting technologies and practices that minimize the effects of human activity on climate and allow human society to adapt to and mitigate the adverse consequences of climate change;

(e) Cooperate with other Parties and with relevant international and intergovernmental organisations to ensure:

- (i) effective implementation of the Convention,
- (ii) the sharing of and free access to information,
- (iii) systematic observation,
- (iv) the coordination of research,
- (v) effective national, regional and global strategies for responding to climate change;

(f) Promote public education and awareness of causes and consequences of climate change and actions that can be taken by individuals;

(g) Preserve, protect and enhance all sinks and reservoirs of greenhouse gases, in particular carbon dioxide, within their territorial jurisdiction.

II. Developed country parties shall, in accordance with the Objectives and Principles as provided in Articles ()

(a) Stabilize their emissions of carbon dioxide, and other Greenhouse Gases as appropriate:

(i) by the year 1995 at 1990 levels: or

(ii) by such earlier time and at such lower level as may be agreed by the Conference of the Parties, acting on the basis of the best available scientific evidence and in accordance with the Principles established under this Convention;

(b) Reduce emissions of carbon dioxide, and other Greenhouse Gases as appropriate, on a timetable agreed by the Conference of the Parties, designed to achieve the objective of the Convention;

(c) Undertake measures to mitigate the adverse consequences of climate change, including risk assessment, implementation of energy conservation and efficiency, and the development of new, safe and renewable energy sources;

(d) Remit annual assessments and contributions to an International Climate Fund, representing new, additional and adequate financial resources that will not impact on existing multilateral or bilateral financial assistance arrangements, to provide financial assistance to developing country Parties to enable them to meet their obligations under this Convention, and to mitigate and adapt to the adverse consequences of climate change;

(e) Transfer and provide assured access to developing country Parties, on concessional, preferential and most-favoured terms, technologies and know-how required for compliance with this Convention, including:

(i) technologies relating to energy conservation and efficiency;

(ii) new, safe and renewable energy technologies.

(f) Ensure that actions taken to control the effects of human activity in the climate, and to mitigate the adverse consequences of climate change, do not damage the environment;

III. Developing country Parties shall, in accordance with the Objectives and Principles agreed to under this Convention and in accordance with their national development plans, priorities, objectives, and specific country conditions, take, in accordance with their capabilities, measures to address climate change, recognising that new and additional financial resources will be needed to implement such measures.

Preliminary Response of the Government of Pakistan to the
GEF Administrator Office's First Draft on the Future
Evolution of the Global Environment Facility Issues and
Options:

(a) The valuable work done by the GEF Administrator's Office is very much appreciated. Because of transmission difficulties and late receipt sufficient time is not left for a comprehensive examination and response. Nor has there been time for consultations amongst G-77 members. In this context the comments that are being offered should be considered as the preliminary views of the Government of Pakistan on the important issues that the paper raises. While the entire paper is extremely well drafted certain additional material and concepts based on the views of Participants expressed in the last GEF meeting and elsewhere should be introduced to set the scene for the discussion and as a foundation from which any further series of options must proceed. In this context Part Two: Principles could be redrafted exclusively in the following way.

PART TWO: PRINCIPLES

2.01: A starting point for considering options for the future evolution of the GEF must be a clear conceptual framework based upon a set of commonly-agreed principles. In this section, we attempt to reflect upon the discussions of the December, 1991 Participants' meeting, the views of the Participants expressed elsewhere, and the responses of the Participants to the

first draft of this paper, as they relate to these principles. A consensus on a set of principles which covers the objectives and rationale for the Facility is an important first step in determining its future evolution.

2.02. A limited set of relevant documentation given below is annexed with this paper.

- i) GEF: Governance and the Project Cycle.
- ii) Montreal Protocol: Governance and Project Cycle.
- iii) Resolution 44/228 of 22nd December 1989 by which the UNGA decided to convene UNCED and which lays down the development-environment linkage as well as the preconditions towards a successful integration.
- iv) The UNCED PrepCom-III's documents. (August 1991).
 - a) A/CONF.151/PC/L.41 giving the G-77 and China draft decision on the elements which should be included on the item on Financial Resources.
 - b) A/CONF.151/PC/L.54 decision that at the Fourth Session negotiations on the issue of financial resources should be based on L.41 taking into account other proposals.
 - c) A/CONF.151/PC/93. Position paper submitted by Argentina and Brazil on Financial Resources.
 - d) A/CONF.151/PC/L.43. Position paper submitted by Australia on Financial Resources.
 - e) A/CONF.151/PC/51. Progress Report on Financial Resources by the Secretary General of the Conference.

- v) Policy Statement: Meeting of OECD Ministers on Environment and Development, Paris 2-3 December 1991.
- vi) DAC High-level Meeting to Review Role of Development Cooperation in addressing current Global Challenges and Supporting Democratisation, Human Rights and Good Governance. OECD Press Release, Paris 4th December 1991.
- vii) The joint statement of the developing countries on the future evolution of GEF at the GEF Participants meeting in Geneva, 6 December 1991.
- viii) A/AC.237/WG.I/L.8. Joint Statement on Principles of G-77 at 4th INC on a Framework Convention on Climate Change, 19th December 1991.
- ix) A/AC.237/WG.I/L.7. 4th INC/FCCC. Proposal on Commitments by a number of developing countries. 18th December 1991.
- x) UNCED PrepCom-IV documents.
 - a) A/CONF.151/PC/101. Report of the Secretary General of the Conference on Financial Resources and Mechanisms.
 - b) A/CONF.151/PC/100/Add.3. Report of the Secretary General of the Conference on International Policies to Accelerate Sustainable Development in Developing Countries and Related Domestic Policies.

2.03. It is clear from the discussions and documentation that a number of general and specific issues and approaches in the global environmental dialogue are relevant to the future evolution of the GEF.

2.04. Some of the pertinent general issues are:

- i) While there is tremendous global concern and good will on the environmental issue on the part of both peoples and governments, there is as yet no clear and concrete signal that new, adequate, and additional funds for incorporating environmental concerns into the development process in the developing countries will be forthcoming.

- ii) Global, regional, and national environmental efforts and impacts are inextricably mixed. Awareness of this fact has not yet found the recognition and operational expression that it deserves.
- iii) The issue of whether funding for environmental issues is compensatory in nature, because of the historical responsibility of the developed countries, or to be regarded as additional developmental assistance, has yet to be agreed upon.
- iv) Mandatory contributions from developed countries which are necessary to guarantee the predictability in the flow of funds have not yet been pledged by the developed countries.
- v) If voluntary funding is to become the main vehicle for inadequate developed country funding, Agenda 21 is likely to become an expression of well meaning intentions. Developing countries could not then be expected to undertake specific commitments.

2.05. In regard to both GEF and the potential linkage with various eventual Environmental Conventions developed countries would seem to hold these main views:

- ✓ a) The administration and implementation process in any financial delivery mechanism must be cost effective and of the highest standard. The lead should be taken by the World Bank.
- ✓ b) A modified GEF under appropriate governance should constitute the central environmental financial mechanism to cover eventually activity under Agenda-21, and the Environmental Conventions once they are negotiated.
- c) The procedure of governance must ensure that the major donors can not be outvoted.

2.06. The developing countries would seem to hold these specific views in this context:

- i) The Green Fund to serve the sustainable needs of developing countries, including Agenda 21, and the Funds under the eventual Biodiversity and Climate Change Conventions, should be separate from the GEF.

- ii) Funding should be predictable, mandatory and to a great extent of a compensatory nature.
- iii) Adequate funding covering full incremental cost should be provided without entailing reallocation of ongoing and required developmental programmes from the developing countries own resources, and without reallocating existing multilateral or bilateral donor assistance flows.
- iv) The governance of the funding mechanisms should be transparent; democratic in nature; with an equal voice for all parties; with access to all developing countries without any conditionality; and provide for funding of activities according to the priority of the developing countries, taking into account the priorities identified in Agenda 21.
- v) Discussions within GEF, where there are only a few developing countries, should concentrate on suitably modifying the present scope, governance, and structure, recognizing that the issue of linkage with Agenda 21 and the Conventions must primarily be decided in the UNCED PrepCom and the INC negotiations on these Conventions.

2.07. The basic question is how far GEF can be moved towards meeting the objectives of the developing countries while maintaining the confidence of the donor countries.

2.08. There are a number of potential options.

- a) GEF remains a pilot programme with modified governance. The modified governance would include the following elements:
 - i) The Participants control GEF, and have the ultimate responsibility for selecting projects and releasing funds.
 - ii) For the Participants to exercise control on an effective basis they could constitute a smaller Board or Committee.
 - iii) While the effort would be to take decisions by consensus, if voting had to be resorted to, a democratic system would be utilized. In this context the example of the Interim Multilateral Fund of the Montreal Protocol's Executive Committee could be explored.

- iv) The scope of GEF would be modified to more closely accord with the developmental and environmental needs of the developing countries for whom it has been set up.
 - v) The Executive Head of the GEF, a Managing Director, would be approved by the Assembly of Participants.
 - vi) Annually the Participants would elect from themselves a Chairman to preside over the bi-annual meetings. The Participants would also elect the members of a Board or Committee, should that be set up, taking into account equitable balance between donors and recipients, and would also elect from themselves the Head of that Committee.
- b) GEF tries to become the Green Fund under Agenda 21.
- i) The elements given in option (a) above would be essential preconditions.
 - ii) In addition funding would be mandatory.
- c) GEF linkage with the Conventions.

This option depends on the wishes of the States negotiating the Conventions. However, a linkage is unlikely to be acceptable unless:

- a) The preconditions given in the first two options are fulfilled.
- b) Control of the Funds of the Convention rests with the Conference of Parties who would maintain the authority to select projects and to release funds. GEF could be offered to be utilized for holding, administering, and implementing activities as authorised by the Conference of Parties.

2.09. **Principle I:** The GEF should provide grant, concessionary and additional funding of the incremental costs for national and regional projects and programmes which integrate developmental and environmental concerns.

2.10. **Principle II:** The GEF should address issues which would have a bearing on the global environment.

Phenomena of significant environmental and human concern such as desertification, water scarcity, deforestation, and afforestation, would inter alia be included.

- 2.11. **Principle III:** The priorities of GEF in terms of project criteria, and inter-sectoral allocation of funds would be guided by the expressed needs of the developing countries for whom it has been set up.
- ✓ 2.12. **Principle IV:** The GEF should enable beneficiary countries to take cost-effective actions to benefit the global environment consistent with, and supportive of, their nationally determined sustainable development strategies, and as may be agreed upon in UNCED's Agenda 21.
- ✓ 2.13. **Principle V:** The GEF should take into account the cost effectiveness of its activities in addressing the targeted global environmental issues.
- ✓ 2.14. **Principle VI:** The GEF should build on proven mechanisms and institutions to enable it to continue in an operationally efficient manner and be particularly prudent with respect to administrative costs.
- ✓ 2.15. **Principle VII:** The GEF must be inclusive, transparent, and accountable to contributors and beneficiaries alike.
- ✓ 2.16. **Principle VIII:** The GEF should have sufficient flexibility to allow modifications as the need arises.
- 7 2.17. **Principle IX:** The governance of GEF is democratic and rests with the Assembly or Participants where each Participants will have an equal voice.
- 2.18. **Principle X:** Mandatory funding constitutes a priority objective.

(b) The preliminary comments of the Government of Pakistan are concluded at this point.

PART TWO: PRINCIPLES

2.01 A starting point for considering options for the future evolution of the GEF must be a clear conceptual framework based upon a set of commonly-agreed principles. In this section, we attempt to reflect upon the discussions of the December, 1991 Participants' meeting as they relate to these principles. A consensus on a set of principles which covers the objectives and rationale for the Facility is an important first step in determining its future evolution. They are discussed in the following paragraphs.

2.02 Principle I: The GEF should provide concessionary and additional funding of the incremental costs for achieving global environmental benefits.

However, it should be recognized that flexibility is warranted in the application of the incremental costs principle. There are several reasons for this. Where there is a plan to undertake globally justified actions, the incremental costs must be determined against a "business-as-usual" baseline plan based on a purely national perspective. Alternative, yet reasonable assumptions, about baseline conditions have been shown to make very large differences about the implied incremental costs. In addition, there will be cases where distinguishing global from national benefits is impossible: the "joint product" problem.

2.03 Principle II: The GEF should address issues concerning the global environment. These will include issues for which there is a global convention or agreement in existence or under discussion, as well as other environmental issues, discussed in global and regional fora, whose impact extends beyond national borders.

The global environment may be defined as the global commons⁶ plus environmental issues of sufficient scale or inherent importance that they are considered of significance for the planet's welfare.

2.04 The Participants would need to determine eligible categories of GEF activities. This could include:-

- (a) global environmental issues for which a multi-lateral environmental convention or agreement is in place, under negotiation or likely to be initiated in the future. Under such a definition, the Facility's existing objectives of (i) protection of biodiversity (conventions such as CITES and RAMSAR in place and a global one is under negotiation); (ii) depletion of ozone (Montreal Protocol in place); (iii) reduction of

⁶ Under international law, the global commons are defined areas not subject to the jurisdiction of any state, such as the high seas and outer space. This excludes national territories of global interest, such as the remaining tropical rainforests, the US redwood forests, and the Russian Lake Baikal. While it may be the objective of environment conventions to create obligations concerning the use of such national territories, they will evidently remain territory under national sovereignty, outside the global commons.

global warming (convention under negotiation); and (iv) protection of international waters (the Barcelona Convention for the Mediterranean Sea, MARPOL and other regional seas agreements in place, others yet to be initiated) would all qualify; and

- (b) regional phenomena of significant global concern, such as desertification, deforestation and the international movement and management of hazardous materials. Indeed, some of the existing projects in the international waters category of the current GEF might be considered a precedent for this category.

2.05 Principle III: The GEF should assure the cost effectiveness of its activities in addressing the targeted global environmental issues.

One important feature of adhering to the principle of cost effectiveness is that the least cost means of meeting many global environmental objectives lie in a judicious combination of investment and policy actions at the national and regional level. Thus, in assessing the net-worth of program interventions, the range of policy and investment options at the national or regional level will need to be carefully reviewed, including their sustainability.

2.06 Principle IV: The GEF should enable beneficiary countries to take cost-effective actions to benefit the global environment that are consistent with, and supportive of, national sustainable development strategies as may be enunciated in UNCED's Agenda 21.

The costs of incremental action needed to protect the global commons are strongly influenced by existing national policies. In a highly distorted economy, these costs could be very high. The provision of concessional funding for the high costs of corrective action, while ignoring opportunities for much more cost-effective national policy actions, may ultimately distort national priorities. GEF funds will need to be coordinated at the national level with other forms of domestic and external development funds in order to maximize the cost effectiveness of global and national benefits.

2.07 Principle V: The GEF should build on proven mechanisms and institutions to enable it to continue in an operationally efficient manner and be particularly prudent with respect to administrative costs.

Whatever form the governance of the Facility takes, care must be taken to ensure that its management is cost effective, its staffing levels prudent, and its operating modalities efficient. The Participants responsible for establishing the Facility's pilot phase were especially concerned about the need to minimize administrative costs and unwieldy bureaucratic mechanisms.

2.08 Principle VI: The GEF must be inclusive, transparent, and accountable to contributors and beneficiaries alike.

The Facility will need to ensure that its membership includes a wide range of constituent

countries from the developing and developed regions of the world. Broad representation of countries in the governance and direction of the Facility is needed. In addition, some procedure which protects the interests of particular groups and engenders consensus, needs to be considered to provide for an equitable resolution of differences. This issue is revisited later in the report.

2.09 Principle VII: The GEF should have sufficient flexibility to allow modifications as the need arises.

There remains considerable uncertainty on a number of issues that could affect the Facility's modus operandi. Foremost, the outcome from UNCED could put a range of new demands on the Facility. The level and sources of funding may change over time; the outcome of the conventions currently under discussion is not yet clear. etc. Thus while improving the present governance of the Facility, it would be prudent to provide sufficient flexibility to allow mid-course correction and modifications.

**Statement to the Fifth INC on a Framework Convention
on Global Climate Change**

**by Mohamed T. El-Ashry,
Chairman of the Global Environment Facility (GEF)**

New York, February 22, 1992

Introduction

1. I very much appreciate the INC's invitation to address the fifth INC on Climate Change. The negotiations that you are conducting here concern a key element of the global effort to further the sound stewardship of our planet's fragile environment. The world is watching in the sincere hope that your undertaking may be concluded successfully to the benefit of present and future generations alike.

2. Just returning from the last GEF Participants meeting in Geneva, I am acutely aware that in each of the international fora - be it the UNCED Prepcoms, Climate and Biodiversity negotiations, or GEF discussions -- we have arrived at a critical juncture. Many have expressed the concern that the remarkable energies that have been unleashed by UNCED not be dissipated but rather be harnessed into agreements that benefit the planet's environment and its inhabitants, especially the less fortunate among them. There will be a better chance to achieve this, if the tracks of the various negotiating fora and international discussions were to converge. Most specifically, there would be important gains derived from assuring that discussions related to global environmental financing mechanisms could ensure that they serve the objectives of the prospective global conventions.

3. We are all aware that a number of Climate Convention negotiators have shown some concern about the governance of the GEF in its pilot phase. The future governance of the GEF, as it evolves into a permanent mechanism, was in fact a major topic of discussion at the special GEF Participants' meeting held on February 14 in Geneva. I would like to report to you today on the results of that meeting. The GEF Participants felt that it was important to inform you of their latest thinking as you are addressing in your deliberations the issues related to financing mechanisms.

**Summary of GEF Participants Governance Discussion
(Geneva, February 14, 1992)**

4. Following the December GEF Participants meeting, an options paper on the future evolution of the GEF was prepared and circulated to the GEF Participants. The comments received covered both general issues of strategy as well as detailed commentary on specific mechanisms. Issues requiring further discussion fell into three broad areas: principles and coverage; links with the global environmental conventions; and governance. These three areas constituted the agenda of the February 14 meeting of the GEF Participants in Geneva. There was a general consensus at the meeting in support of a set of principles that can be summarized as follows:

5. Mission. The GEF's mission is to provide concessionary and additional funding of the incremental costs for achieving global environmental benefits. The ability to raise additional funds is linked to the focus on incremental cost financing. The GEF should not replace other funds; it should be additional and complement multilateral and bilateral development assistance, in particular IDA.

6. The GEF should pursue cost-effective, country-driven programs designed in support of sustainable development. It should continue to build on proven institutional structures, such as the tripartite working agreement between UNDP, UNEP, and the World Bank, thus minimizing the creation of new bureaucracies.

7. Scope. The GEF should remain flexible so that it can accommodate the possible financing arrangements for the global environmental conventions as they develop, as well as other global initiatives that may arise from UNCED. At this time, it should maintain the focus on the current four areas of global concern: global warming prevention, biodiversity conservation, international waters pollution abatement, and ozone layer depletion prevention. Three of these areas are expected to be governed by international conventions. At the same time, the GEF should explore the extent to which some activities related to cross-cutting issues such as desertification and afforestation could be considered as eligible under these existing focal areas.

8. Links with the Conventions. The GEF could function as the funding mechanism for global environment conventions that are currently being negotiated. A number of GEF Participants felt that a unitary funding mechanism would enhance the overall funding potential for activities that aim to address global environmental problems, while minimizing the overhead costs. It was the desire of the GEF Participants to signal to the climate and biodiversity negotiators that, in its new form, the GEF would be ready to serve as the financing mechanism for the global conventions if the

negotiators so desire. A model in which the GEF would service the conventions could look as follows:

(a) the Parties to the Convention would prepare guidelines on priorities and criteria for project formulation and implementation to be utilized by the implementing agencies in the development of work programs. GEF Participants would ensure compliance;

(b) the Parties would determine eligibility, especially on country criteria for accessing GEF resources. This might include limiting access to specific GEF resources to countries which had become signatories to the particular Convention. The GEF Participants would ensure that the implementing agencies were fully in compliance with these eligibility criteria;

(c) GEF Participants would provide routine reports to the Convention Parties on the fulfillment of those functions mandated by the parties;

(d) periodic consultations should take place between the GEF's Scientific and Technical Advisory Panel (STAP) and the scientific and technical advisory bodies of the conventions. In addition, the chairpersons of the advisory bodies of the conventions would become full members of the STAP; and

(e) as more global conventions come into existence there will likely be an increase in "cross-cutting" projects and overall guidance and oversight by a body that, by definition, cannot be the same as the contracting parties of each Convention. It would be desirable to ensure that a representative(s) of the Parties, for example a member from each Convention's Implementation Committee or policy board, is invited to the GEF Participants' meeting. Such arrangements would be reciprocal.

9. This model was generally supported by the GEF Participants with the understanding that the primacy of the Conference of the Parties to the Conventions should be stressed in terms of setting program priorities, and eligibility criteria.

10. Governance. Were it to be chosen as the funding mechanism for the global environmental conventions, the GEF, as restructured at the Geneva Participants' meeting, would have the following features:

- o The GEF would function as a unitary fund, that would finance incremental costs;
- o The Parties to each of the Conventions would establish program priorities and eligibility criteria for their area of concern;

- o A "Participants Assembly" (PA) would be constituted to, inter alia, ensure compliance with the Convention-specific priorities and criteria;
 - o The PA would meet twice a year, review and endorse a joint workprogram of the implementing agencies (UNDP, UNEP, and the World Bank), leaving project details and approvals to the agencies, thus avoiding the inefficiencies of micro-management;
 - o The GEF would assure effective participation and representation in the PA;
 - o The GEF's present decision-making process, based on agreement by consensus, is considered satisfactory for the restructured GEF. At a later stage more specific decision making mechanisms could be analyzed;
 - o For beneficiary countries to receive funding in a specific GEF focal area for which a Convention has been signed, they have to be signatories to that Convention;
 - o An Implementation Committee (IC) consisting of UNDP, UNEP, and the World Bank would prepare joint workprograms. The IC would assure that GEF activities are consistent with country-driven programs and strategies, that in turn are grounded in national environmental action plans;
 - o STAP, an independent scientific and technical advisory panel composed of recognized experts from developing and developed countries and supported by a secretariat provided by UNEP, would keep a central advisory role in the GEF's strategic planning, early review of project proposals, and scientific linkage with the global environmental conventions; and
 - o Procedures and practices would be established to ensure maximum transparency and accountability, and to ensure cost effectiveness.
11. These points will be elaborated upon in preparation for the next GEF Participants meeting in April. Nevertheless, by sharing with you the latest thinking of the GEF Participants, I hope to have provided some useful information for your current negotiating process. I am most grateful to the Chairman of the INC and the co-Chairmen of this Working Group for the opportunity to do so, and wish you well in the crucial considerations of the next week as well as the coming months leading up to UNCED.

National Audubon Society

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AUDUBON "CAUTIOUSLY ENCOURAGED" BY U.S. ANNOUNCEMENT AT CONCLUSION OF GLOBAL CLIMATE CHANGE CONFERENCE

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NEW YORK, NY, Feb. 27 -- Audubon representatives said they felt "cautiously encouraged" by the Bush Administration's announcement that it would provide funding for developing countries and take certain limited steps to reduce growth in U.S. carbon dioxide emissions at the global climate change negotiations that conclude tomorrow at the United Nations.

Robert Reinstein, the Administration's top negotiator at the climate talks, announced today that the U.S. would contribute \$75 million to developing countries to assist them in reducing carbon dioxide and other greenhouse gas emissions, and listed a series of steps that the Administration intends to take to reduce growth in carbon dioxide emissions.

"While we are somewhat encouraged by the Administration's announcement, we must recognize that the world is still waiting for our government to commit to stabilize emissions. We hope that the list of actions given today can form the basis of such a commitment. But this decision must be made in the next few weeks in order to propel the negotiations to success. We also hope that the U.S. funding initiative for developing nations is a signal that we can expect even greater progress in future climate negotiations," said Audubon President Peter A.A. Berle.

Brooks Yeager, Audubon's Vice President for Government Affairs, said: "The steps announced today will be valuable if they are followed by a U.S. commitment to stabilize carbon dioxide emissions. This is the fundamental issue. Almost every other industrialized nation has demonstrated a commitment to reduce fossil fuel consumption and set targets for stabilizing carbon dioxide emissions. The United States is still lagging in reaching this very critical goal."



GLOBAL CLIMATE COALITION

FOR IMMEDIATE RELEASE

February 27, 1992

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GLOBAL CLIMATE COALITION ENDORSES ADMINISTRATION PROPOSAL TO CREATE TECHNOLOGY FUND

NEW YORK -- The Global Climate Coalition today strongly endorsed a plan by the Bush Administration to provide a \$75 million fund to assist developing nations in reducing their emissions of greenhouse gases. "We support the Administration's proposal and believe that it recognizes the critical role that the developing world will play in limiting emissions of greenhouse gases," said Coalition Executive Director, John Shlaes. "From the outset of this debate we've maintained that, over time, emissions of carbon dioxide and other greenhouse gases by developing nations will far exceed the U.S. output."

Shlaes noted that a Department of Energy study has estimated that by 2025 the developing countries share of carbon dioxide will be nearly 50 percent of the world's total. By contrast, the U.S. share will amount to about 14 percent of the total.

Shlaes said that the fund proposed by the Administration will be used to help provide developing countries with energy efficient technologies -- clean coal technologies and other more efficient industrial processes - to reduce emissions of carbon dioxide.

Shlaes said the Coalition remains opposed to measures such as a tax on coal, oil, and natural gas that have been proposed as a means

of helping reduce emissions of carbon dioxide. "A tax on our basic fuels would have a severe negative impact on the nation's economy, costing thousands of jobs and affecting the ability of American industry to compete in foreign markets," he said. He noted that one such tax proposal -- had it been levied in 1991 - could have resulted in a \$95 billion loss to the U.S. economy and doubled the price of gasoline.

"If science concludes that global warming is, in fact, a problem, our strategy should consist of helping to improve the energy infrastructure of the developing world," Shlaes said. "The answer does not lie in burdening our own economy and in heaping additional costs on the American people."

Shlaes added that the United States has, "... the most comprehensive environmental legislation in the world." He noted that the National Energy Security of 1992 which was passed in the Senate -- will soon be debated in the House -- could result in lower carbon dioxide emissions by encouraging: 1) more efficient use of energy, 2) the use of nuclear power which does not produce carbon dioxide emissions, and 3) by stimulating the use of alternative fuels, particularly in the transportation sector of the economy.

The Global Climate Coalition is an organization of 46 major business groups formed to coordinate the involvement of the U.S. business community in the scientific and policy debates concerning global climate change.

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JOINT STATEMENT BY INTERNATIONAL BUSINESS

**Presented to the Fifth Session
of the Intergovernmental Negotiating Committee
for a Framework Convention on Climate Change
18-28 February, 1992
New York**

INTERNATIONAL BUSINESS ORGANIZATIONS IN SUPPORT OF THIS STATEMENT: AGIC (Belgium), Australian Chamber of Manufacturers, Australian Coal Association, Australian Gas Association, Australian Mining Industries Council, British Steel, Business Council of Australia, Canadian Coal Association, Confederation of Australian Industry, German Hardcoal Mining Association, Global Climate Coalition (USA), International Association of Ports and Harbors (Japan), International Road Federation (Switzerland), International Road Transport Union (Switzerland), National Association of Forest Industries (Australia), Organizational Association of Arab Petroleum Exporting Countries (Egypt), State Mineral Advisory Council (Australia), Tractebel (Belgium), World Coal Institute (UK).

The business community believes that management of the environment requires coherent and cost effective integration of economic, social, and environmental policies. Sustainable growth requires participatory approaches which involve accountability and the broad based involvement of all sectors in the formulation and implementation of policy. Industry, as the driving force of economic growth, creates the resources needed to protect and enhance the environment.

To effectively confront global environmental problems requires commonly agreed action by all countries. We are of the view that any Framework Convention should encourage the development of sensible, flexible and comprehensive response strategies, which reflect not only the substantial scientific, economic and environmental uncertainties, but also the clear economic costs of possible response strategies.

Response Strategy Costs

Virtually all recent analyses suggest that should governments decide to control greenhouse gases, the costs to most countries - in terms of GDP losses - will be high. The economic burden of controlling emissions will vary even among industrialized countries. This variance in costs is essentially attributable to differences in resource endowment, infrastructure, population density and patterns of energy use. The business community urges governments to look at the impact that the adoption of any expensive and ill-conceived measures would have on all countries, but especially on developing countries and countries with economies in transition.

Global Economic Interdependence

North and South are economically interdependent. Trade, interest rates, capital flows and commodity prices are the common denominator of this interdependence. The linkage is so intimate

that a 1991 World Bank report estimated that a one percent per annum change in OECD growth could affect the growth rate of developing countries by an average of 0.7 percent. Lower economic growth rates in industrialized countries could result in a deteriorating balance of trade for developing countries and for countries with economies in transition. The business community stresses that an integrated assessment of the possible economic consequences of reduced growth in developed countries on the economies of developing countries and countries in transition is urgently required as a basis for policy decisions included in any Framework Convention.

Solutions Lie in Cost Effective Technology

The role of energy in promoting economic growth makes it central to these negotiations. Development needs will increasingly manifest themselves as energy services: more electricity, more industrial power and more transportation. The potential problem in developing countries is therefore the forecast escalation in greenhouse gas emissions associated with an increase in agricultural production, energy use, land clearing and the like. Because there should be no constraints on sustained long term growth, the business community urges that cost effective, efficient, clean technologies be deployed as a matter of course - as an integral part of the building of infrastructure and the industrial base - and that heightened attention be paid to those factors which could limit the introduction of commercially viable technologies.

In some situations the use of existing environmentally sound technologies may be appropriate. In many other situations the "technological leapfrogging approach" may be part of the solution to any anticipated need to control greenhouse gas emissions as access to, and application of, environmentally sound technologies can play a major role in raising the productivity and sustainability of resources. The business community recognizes that developing countries and countries with economies in transition sometimes find it difficult to secure information on these clean, efficient technologies. Therefore, we thoroughly endorse programs to establish information clearing houses.

Given that the trajectory of Research and Development is largely shaped by business decisions and funding, in suitable policy environments, industry has an important contribution to make in promoting an effective transition to sustainable growth through continued research, entrepreneurship and diffusion of new technologies.

The business community urges government and international institutions to help improve the strengths, and reduce the vulnerabilities of all, but especially those of developing countries and countries with economies in transition by promoting programs of technology cooperation which include administrative and technological capacity building within each country. We believe that the use of currently available options can be accelerated in a number of ways:

- focusing on "no regrets" options - which integrate economic and environmental objectives rather than trade them off against one another:
- strengthening local ability to evaluate alternative methods, and to introduce and adapt appropriate technologies to meet local needs:

- increasing the rate and extent of electrification;
- promoting effective land use and forestry management practices;
- promoting appropriate policies for management of coastal zones;
- assisting the prevention of further desertification;
- assisting with the development of policies, legislation, institutions and management training conducive to sustainable growth;
- providing information on technology availability and options and support for the acquisition of patents and licenses taking full account of the need to protect intellectual property rights;
- removing barriers to technology cooperation that exist in both developed and developing countries for the transfer of environmentally sound and state of the art technologies;

Bearing in mind IPPC Chairman Professor Bolin's comment at the fourth session of the INC, that the IPCC scenarios are a band of possibilities and not predictions, the business community endorses the efforts of all countries to enhance the world's environment, taking into account their own capabilities, national plans and priorities. We are of the view that any international cooperation should act to support and supplement, not supplant, national efforts.

Global Participation

Development goals and the eradication of poverty will require an increased use of energy and raw materials. The challenge for governments is how to reconcile this with responsible stewardship of the environment and how to devise means for international cooperation. Industry supports the view that underlying the principle of "common concern" is the need to forge a global partnership. The full participation of all nations in any response to possible climate change is necessary. It is inconceivable that effective global responses could be mobilized without this.

Concluding Remarks

The strength of the 1985 Vienna Convention for the Protection of the Ozone Layer was that it contained general rules of cooperation in the legal, scientific and technical fields. Its flexibility made it an important instrument. Rather than impose a static solution, it provided for a process of assessment and revision. The business community urges that any Framework Convention on Climate Change built on these same vital foundations. Measures which are comprehensive, flexible, rational, cost-effective in relation to benefits and equity, and which take account of limited resources are less likely to burden future generations unnecessarily.

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 co-operatively by groups attending the Climate Talks in New York, February 1992

Front Line Ecosystems Threatened

Major changes due to Global Warming, says WWF

by Eco Reporter

According to a major new report to be published today by the World Wide Fund for Nature, up to 60% of the world's top national parks—UNESCO's 'Man and Biosphere Reserves'—are potentially under threat from climate change. "Nature" says the report; "is undoubtedly a loser from global warming".

Publication of the report has been timed to coincide with the New York climate negotiations, to bring the ecological effects of climate change on to the political agenda.

The report identifies 'Front Line' ecosystems—coral reefs, mangroves, and the arctic marine environment—as areas where "there is compelling evidence that climate change is al-

ready forcing a response from the ecosystem".

Coral bleaching—which occurs when water temperatures exceed 30°C, causing corals to expel symbiotic algae (which give them some of their colour and food through photosynthesis) and subsequently die, could well be a primary indicator of a changing climate, claims WWF, who report that bleaching has been observed in 48 countries worldwide.

Research on mangroves in Bermuda, Bangladesh, and throughout the South Pacific indicates that they are nearing their tolerance for sea level rise.

Just off the immediate critical list is tundra, predicted to disappear completely from Eurasia and much of Canada. Tundra regions are gen-

erally regarded as carbon sinks—they absorb and have locked in them more carbon than they release. With warming these areas may become major new sources of CO₂, thus exacerbating climate change.

Snow and ice cover in the European Alps could be reduced to a quarter of its current extent, with the possible extinction of at least 150 alpine plant species. Similar problems face tropical montane and cloud forests as water balances change. Costa Rica, they claim, could lose all of its cloud forest.

Many climate models, the report says, show that forests in the north could theoretically shift northwards, but they face a range of barriers like farmland, or zones that are too wet or too dry. These forests are therefore unlikely to be able to migrate quickly enough. In the Yellowstone national park, WWF claims, 90% of the whitebark pine forests, crucial for grizzly bears, will disappear.

This new report clearly puts added pressure on delegates in New York to speed up the negotiation process on climate change.



"Only 100 hours left": Chairman Ripert's urgent appeal to delegates to get moving, having some effect, at least on the pace of the talks. Whether progress will be made on the substance remains to be seen—Full report on Day One, pages 2 and 3.

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Today a new angle has emerged in the debate over climate change. What are the potential impacts on forests in the US, mangroves in Bermuda, the tundra of the north?

We have perhaps paid too little attention to the earth's own warning mechanism. Ecosystems are remarkably sensitive to alterations in their environment—and there is now little doubt that the global environment is starting to change.

Exactly how, and where is, of course, still uncertain, but the warning signs are starting to emerge.

'Front Line' is an apt description for ecosystems that are already starting to reach their ecological limits. These, however, are only the first, trapped on a window ledge with the pressure of global warming slowly pushing them into oblivion. Other species and perhaps entire ecosystems may well follow that path.

The implications stretch far beyond what is traditionally regarded as wildlife conservation. The same changes threaten the bread baskets of the world, both those that are full and those that are already lean.

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Working group One opened by deferring discussion of specific commitments on greenhouse gas emissions until Wednesday afternoon, in the hope that "informal consultations" now under way among a number of delegations might produce tangible results by then that would facilitate discussion of this charged topic.

The group spent the afternoon discussing the draft language on financial resource commitments, technology [transfer] [cooperation] – take your pick – and special situations of developing countries. India, China and several other delegations expressed concern that many of the points contained in the paper on commitments tabled by some forty-plus developing countries at the end of the last negotiating session in Geneva, weren't adequately reflected in the new consolidated text. Chairman Akao noted that with this being the fourth round of working group meetings, there is no more time for making general statements of position; instead it is time to "streamline and debracket" the text.

On the issue of financial commitments, there were no breakthroughs; discussion centred on whether financial aid should be voluntary or obligatory, how to define "new, adequate and additional," and what is meant by "full incremental costs."

Portugal, speaking on behalf of the European Community, linked their support of new and additional funding to progress on the issues of the authority of the Conference of the Parties and use of the Global Environmental Facility as the funding mechanism. Chairman Akao designated US chief of delegation Robert Reinstein to head an informal drafting group to bring streamlined text back for a possible "informal informal" session on Wednesday evening.

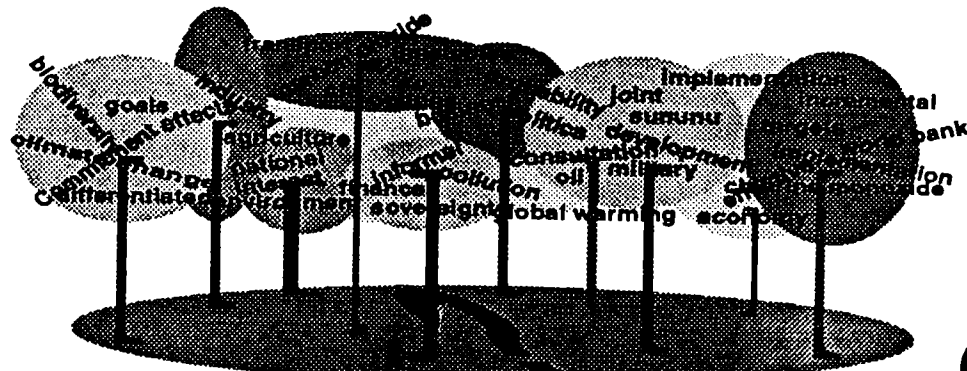
On technology transfer/cooperation, a number of developing countries stressed the importance of assistance in development of indigenous technologies and capacity-building, not just transfer of technologies from the

North. Portugal (on behalf of the EC) said it was prepared to consider making patent rights available to developing countries while protecting intellectual property rights, but expressed concern about "preferential" transfer terms conflicting with international trade. The Swedish delegate suggested a need to set up an informal drafting group, at which point Chairman Akao asked the Swedish Ambassador to take on the task.

India and China pleaded that the brackets should be removed from the sentence linking developing country party compliance with the convention to "effective implementation" of the treaty's financial assistance and technology transfer provisions. The French delegate said he had no problem with removing the brackets eventually, but that given the lack of clarity as to what commitments developing countries would actually be making, it might make sense to keep them in for the time being. For now, the brackets remain, but the issue may be revisited Wednesday evening.

The afternoon ended with a somewhat confused discussion of the section on special situations of developing countries, with much discussion of how to treat the very different needs of 1) developing countries particularly vulnerable to the effects of global warming, 2) countries with economies in transition, and 3) countries whose economies are highly dependent on fossil fuels. The delegate from Grenada noted that "the list of countries dependent on fossil fuels would be quite long." Chairman Akao proposed to take up a revised text on this section at Wednesday morning's session.

Throughout the afternoon Chairman Akao was adamant in heading off repetitive comments by delegations, pressing for consensus on his alternative negotiating text proposals, and setting up informal consultation groups over objections from the Saudis and others. It seems that Chairman Ripert's appeal for delegates to get moving is having some effect, at least on the pace of the talks. Whether substantial progress will be made remains to be seen.



In the Forest of Brackets (regrettably unaffected by climate change)...

Working Group II spent two and one half hours working on the first two paragraphs of section VI.1 'Conference of the Parties'. They succeeded in removing all brackets and consolidating the text on the first two paragraphs of the text. The text on specific tasks for the Conference of the Parties presented too many problems, however, and by 5:50 pm the co-chair moved to appoint a working group of representatives of seven countries to work out an agreement on the text.

For the mathematically inclined, WG II managed to approve about five lines – a rate of one line per 30 minutes – a pace that may not build great confidence. However, it is a bit premature to conclude that WG II will continue at the same pace. The move to resolve issues in working groups could speed the resolution of fairly uncontroversial text at least.

A proposal on the specific tasks for the Conference of the Parties will be presented to the Working Group on Wednesday morning – at least, a proposal on the first three of twenty-two proposed tasks. A lot of work will have to be done to elaborate the mandates of the Conference of the Parties and the other implementing bodies – critical to an effective convention.

Commentary by Liz Barratt-Brown

The Conference of the Parties should be structured to respond quickly to scientific developments. First, the reports from national governments and the subsidiary bodies, such as the Advisory Committee on Science, should be submitted to the Conference of the Parties in a timely manner to facilitate immediate consideration of new information. Second, the decision-making process of the Conference of the Parties should not rely on old, slow mechanisms. For example, the convention could designate a lower threshold – perhaps a limited number of parties – that could refer questions of implementation to a subsidiary body or form an *ad hoc* panel.

In regard to amendments, the adjustment process under the Montreal Protocol, which provides for the rapid adoption of amendments related to existing text, should serve as a model. Requiring that all amendments be adopted through a protocol ratification procedure would keep governments busy approving new language and short on time to actually implement climate protection measures.

A successful convention must include specific reference to the right of observer status for NGOs before the sessions of the Conference of the Parties and any subsidiary bodies, including financing bodies. NGOs should have access to all documents and reports of the convention and have the right to speak and seek constitution of subsidiary bodies.

Maryland Considers Air Pollution Tax

by Frank Muller, Center for Global Change

A bill has been introduced into the Maryland state senate for an air pollution tax on fossil fuel consumption. The proposed tax would be levied on fossil fuels used to meet in-state energy needs at a rate of \$3.75 per ton of carbon content. The bill illustrates how proposals developed at an international level, to respond to global warming, (for example the EC Carbon Tax), may be applied at a state level to address broader environmental and economic concerns.

Like many states, Maryland is in fiscal crisis, having to find \$1.3 billion in spending cuts and tax increases to balance next year's budget. With strong opposition to both new taxes and program cuts, any measure which at the same time provides environmental benefits and helps bridge the budget gap is attractive to legislators.

Members of the state's house of delegates are similarly working on an air pollution tax proposal, at \$7.50 per ton of carbon. The senate bill would raise nearly \$100 million per year, the draft house proposal \$200 million. The later proposal would increase gasoline prices by 2 cents per gallon and electricity prices, on average, by 2 mill per kilowatt hour. A 5 cent increase in the state's gasoline tax would raise around \$120 million.

Current taxes with an energy element are levied on motor fuels utilities, and a sales tax on commercial uses. An air pollution tax has two important advantages over increases in existing taxes. First, it distinguishes between clean and dirty fuels, favouring the development of renewable resources. By setting the tax rate on the basis of carbon content, it also reflects relative emissions of conventional pollutants such as hydrocarbons and sulfur dioxide. Second, because it is more broadly based than existing taxes, an air pollution tax can raise more revenue for less pain.

The air pollution tax would be collected from electric and gas utilities, petroleum product distributors and industrial consumers of coal. The rate for electricity is set on the basis of each utility's fuel mix.

Included in the senate bill are several features to use the new revenues to promote

energy efficiency and address potentially adverse social and economic effects: including

- tax collected from motor fuels dedicated to public transit projects and measures to reduce vehicular traffic;
- revenues to promote low income weatherization and energy assistance programs; and
- a cap on the total amount of tax payable by large electricity consumers.

Maryland's largest city, Baltimore, has the nation's fourth worst smog and the state faces federal sanctions, including a cut-off of highway funds if national air quality standards are not met. And with its vast Chesapeake Bay coastline the state is vulnerable to sea level rise due to global warming.

The tax proposals are not set high enough to significantly affect short term consumer behaviour but they send a clear signal about the future direction of tax policy to long-term investors and into the national political arena.

Frank Muller is Senior Policy Analyst at the Center for Global Change at the University of Maryland at College Park.

Eco Staff add: Maryland is not alone in acting to reduce carbon dioxide emissions. Twelve other states have already enacted legislation to reduce emissions of global warming gases. California, Florida, Iowa, Massachusetts, Missouri, Nevada, New Jersey, New York, Oregon, Washington, Wisconsin and Vermont all now have programmes aimed at reducing energy use and emissions of greenhouse gases.

The National Governors' Association recommended in 1990 that Mr Bush take immediate steps to combat global climate change, noting that energy efficiency and renewables bring additional pay-offs of creating jobs and boosting state economies.

US utilities are also moving down the clean energy path. Sacramento Municipal Utility District has committed to obtaining all its new capacity needs from energy efficiency and renewables, while Southern California Edison and the Los Angeles Department of Water and Power, and the New England Electric System, have announced plans to cut CO₂ emissions by 20% by 2010 and 2000 respectively.



What price personal transportation?

US Wall About to Crumble?

by David Doniger

At the opening of INCS, returning delegates may be forgiven for seeing little apparent change in the US's 'Berlin wall' of opposition to binding curbs on CO₂ and other greenhouse gases. But delegates should be aware of goings-on in America, both inside and outside the US Administration, that are sapping the strength of that wall.

Since the dismissal of Chief of Staff John Sununu in December, the US Administration is reportedly reconsidering its policy on global warming. At the policy level, the Administra-

tion has been re-examining what it really thinks would be necessary to stabilize emissions of CO₂ and other greenhouse gases by the turn of the century. Publicly, the Department of Energy claims the need for large energy taxes, but more quietly, the Administration is reviewing an Environmental Protection Agency analysis showing that stabilization could be achieved through 15 to 20 profitable, voluntary measures, focusing mainly on improving energy efficiency.

At the political level, global warming is a major issue in election year and with the Rio

"Earth Summit" taking place right in the heart of the campaign, media attention is guaranteed to the conclusion of these negotiations. Last week, the leaders of most US national-level environmental organizations met with the President's new Chief of Staff, Samuel Skinner, and a dozen other senior Administration officials. Their message: the President will bear the blame for the failure of these negotiations if the US does not accept targets and timetables to reduce CO₂ and other greenhouse gases.

The Administration's biggest problem, however, may be disorganization at the White House. Here, literally dozens of people think they have a say in any issue, and the result is paralysis until Skinner, or the President himself, steps in.

So while on the surface US pronouncements on global warming may seem little changed, an undercurrent of change is at work. *David Doniger is with the Natural Resources Defense Council*

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Thomas Takahu	Friends of the Earth-FOE	Papua New Guinea
Hector D. Soliman	Haribon Foundation/Green Forum	Philippines
Masse Lo	ENDA	Senegal
Adam Markham	WWF International	Switzerland
Richard Mott	WWF International	
Phil Hurst	Climate Action Network-UK	U.K.
Jeremy Leggett	Greenpeace International	
Tessa Robertson	WWF-UK	
Liz Barratt-Brown	Natural Resources Defense Council-NRDC	U.S.
Clif Curtis	Greenpeace International	
David Doniger	Natural Resources Defense Council-NRDC	
Navroz K. Dubash	Environmental Defense Fund-EDF	
T.J. Glauthier	WWF-US	
Todd Goldman	Environmental Defense Fund-EDF	
Debbie Good	Environmental Defense Fund-EDF	
Scott Hajost	Environmental Defense Fund-EDF	
Preethi Junnarkar	Natural Resources Defense Council-NRDC	
Daniel Lashof	Natural Resources Defense Council-NRDC	
Marda Mayo	Ancient Forests	
Alden Meyer	Union of Concerned Scientists-UCS	
Mici Oppenheimer	Environmental Defense Fund-EDF	
Rafe Pomerance	World Resources Institute-WRI	
Eileen Quinn	Union of Concerned Scientists-UCS	
Jan Sinclair	Greenpeace International	
Ken Snyder	National Audubon Society	
Fran Spivy-Weber	National Audubon Society	
Jim Tripp	Environmental Defense Fund-EDF	



EXCHANGE OF THE DAY

Dasgupta (India): My suggestion is based on text agreed to by 43 states.

Reinstein (U.S.A.): I am speaking on behalf of 50 states but unfortunately have only one vote in this forum.

THANKS

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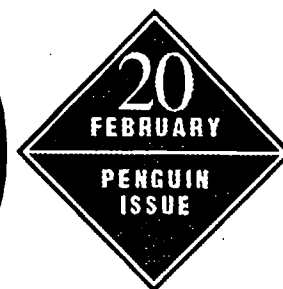


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ECCO



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Now the Lesson Must Be Learned

New information released today by Greenpeace underlines the fact that the first serious effects of climate change are now being observed. The depletion of the ozone layer—initially in the southern hemisphere and now in northern latitudes—reinforces the contention that the nations of the world cannot afford to wait to see if other effects of climate change will be as catastrophic as has been predicted. The question now is whether or not this lesson will be learned.

The worldwide release today of video footage from Chile shows chilling effects of ozone depletion already being observed.

The Greenpeace film shows blind sheep, stunted yellow plants and damaged pastureland. It is a worrying premonition of the impacts the more highly populated Northern Hemisphere can expect as ozone depletion worsens in the North.

As a depleting ozone layer lets more damaging ultra-violet radiation through to the Earth's surface, the impacts will be far worse than the expected increase in skin cancer and blindness. Ozone depletion, the United Nations Environment Programme has warned, will also "profoundly influence" the immune system.

A wide variety of diseases including herpes, leprosy, measles, malaria and tuberculosis

can be expected to increase in both range and severity. Vaccination programmes could be compromised: UNEP's 1989 report, *The Environmental Impacts of Ozone Depletion* says immunization through skin that has been exposed to excessive ultra-violet radiation could make the individual more rather than less likely to contract the disease.

The ozone lesson is one which climate negotiators should bear in mind. Science did not predict the formation of the Antarctic ozone hole, nor the extent of mid-latitude depletion now being observed. Nor did it predict the alarming potential for ozone depletion above the Arctic.

The IPCC has warned that climate change may bring unpleasant surprises. It has stated that its predictions of likely temperature rise cannot include the impacts of feedback mechanisms. As with ozone depletion, the risks are great, and there is a lag time between emission of chemicals and resulting impacts.

For many people, a risk of no more than 5% of their house catching fire makes it worth taking out an insurance policy. With the risk of ecological catastrophe currently estimated at around 95%, the current negotiations must begin to place more emphasis on the need for just such insurance.

Norway's GHGs Up

by Gunnar Bolstad

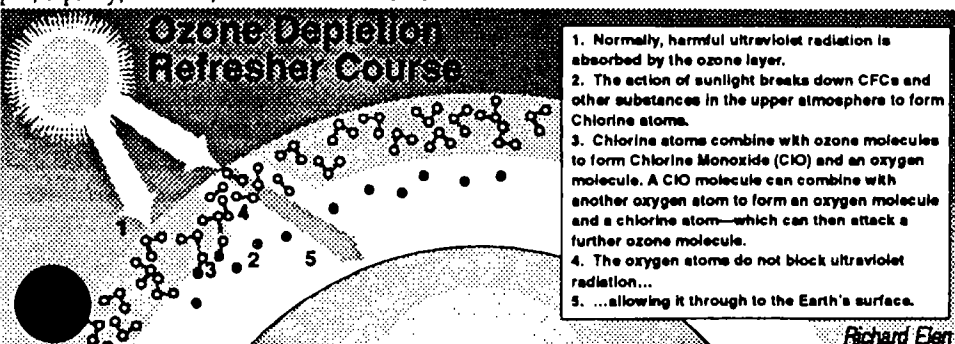
New information about the until recently unknown greenhouse gases tetrafluoromethane and hexafluoroethane, changes Norway's official emissions of greenhouse gases. Taking CF_4 and C_2F_6 into account increases GHG emissions by between 12 and 18%.

The two gases are by-products of the aluminium production and Norway, Europe's largest aluminium producer, emits between 871 and 1,306 million tons of the two gases annually—equivalent to between 7.3 and 11 million tons of CO_2 . Norway's emissions of CO_2 are 35 million tons: including other GHGs it has been numbered to a total of 61 million tons of CO_2 equivalents. The Parliament has decided to stabilize CO_2 emissions on 1989 levels in 2000, a target heavily under pressure from ministers, parliamentarians, union leaders, and industrialists.

The emissions of CF_4 and C_2F_6 will not officially have consequences for the stabilization target, but will deal another blow to the green profile of the land of Brundtland—an image that has become seriously tarnished over the last few months.

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Richard Elen

eco

Penguins on the Brink?

Anybody who has watched a wildlife film with penguins in it, knows that these birds have a habit of running up to the edge of the sea, and then hovering as a mass fear of the unknown takes over.

Suddenly, after some seemingly invisible sign, *en masse* they decide the water looks nice, and take the plunge. The fifth INC is starting to look a little like that group of penguins on the edge, each looking for the sign to jump, but unwilling to do so in case someone else has not seen the same 'jump' sign.

Working group one is frequently heard arguing that they cannot specify commitments without the mechanisms being in place to make them workable. Meanwhile delegates at working group two have argued that the mechanisms need to fit the commitments.

In a similar vein, sources within the European Community believe that the EC position is about to crumble. Within the EC administration, however, there are those who believe that the EC position might be changing. Once again nobody wants to jump.

Delegates are at the water's edge. It would be tragic if they were to let countries such as Saudi Arabia bully them into delaying the negotiating process and pull the entire colony back from the water so vital to the planet's survival.

Editor: Phil Hurst

Production Managers:

Alister Sieghart and Richard Elen

Assistance from: Jan Sinclair, Liz Barrett-Brown, Ralph Hall, Annie Roncerel and Todd Goldman.

Published by: Media Natura for the Climate Action Network

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CONFERENCE REPORTS

Working Group 1 first focused on the text on special situations of developing countries.

The most significant event was the adoption of the 'Green Plan', originating from a group of African delegates, concerning the recovery of fragile ecosystems. (African NGOs will respond in a later ECO).

The discussion on special situations then centred on consideration due to economies highly dependent on fossil fuels and on countries with 'economies in transition'. After several conflicting interventions on the fossil fuel dependency section, Chairman Akao requested the delegate from Singapore to head an informal consultation on this section.

The discussion on countries with 'economies in transition' quickly bogged down on how to define the classification. India noted that there is awareness of the situation faced by countries in a certain geographic area (Central and Eastern Europe), but any definition would also apply to some countries outside that area. Tunisia pointed out that the phrase 'economies in transition' is not recognised by the UN and asked how long the 'transition' was expected to last. Egypt and India were asked to head a drafting group to come up with a suitable definition of the phrase.

The afternoon showed that substantial disagreement remains on commitments; should all parties (or just developed countries) commit themselves to control emissions; should countries be required to 'report on' their greenhouse gas inventories and control strategies; and how important is research aimed at resolving remaining uncertainties?

The discussion on reporting requirements was constantly disrupted by the Saudi delegate who also accused the Chairman of bias towards developed countries in his appointment of drafting group chairs. Chairman Akao responded by asking the Saudi delegate to chair a drafting group on two sensitive sub-paragraphs. The Saudi delegate said he would accept, but only if the task were defined to his liking.

After the optimistic notes sounded in its opening session Tuesday, Working Group 2 tumbled back to earth yesterday as discussions turned to core issues of the institution's arrangements and procedures.

The Co-Chairs' stated objective of paring the text of its brackets quickly ran into difficulties that continued throughout the day. Frequent interventions came from the trio familiar from previous negotiating rounds: Saudi Arabia, China and India.

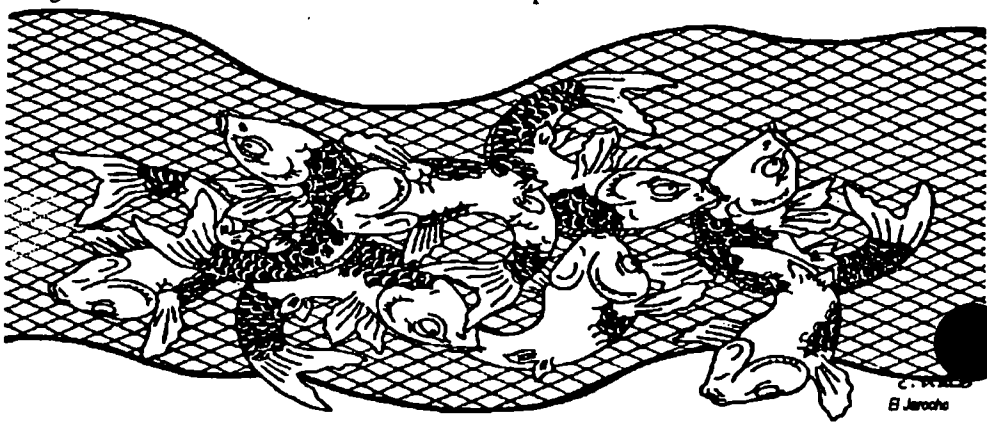
A tremendous amount of time was devoted to debate over whether the Conference of the Parties should be instructed to review the cumulative impact of measures taken under the convention. If the Conference of the Parties, as the convention's supreme institution, is not required to review whether or not the convention is doing the job, who will?

In the afternoon session, Working Group 2 took up the provisions on reporting and again struggled without resolution. Still unresolved are basic questions such as whether parties must submit reports.

The UK finally proposed that the availability of resources for developing countries through the financial mechanism should be conditional on full implementation of the reporting provisions. Canada's proposal to combine the three paragraphs on the timing and frequency of reports met with general approval but was also left without final resolution.

The European Commission's streamlined text on group reporting also produced a lengthy discussion without resolution. While there may be advantages to group reporting, especially for certain developing countries, such provisions should ensure that each party provide public information about their individual actions to meet their obligations.

Working Group 2 will turn back to the open issues on the Conference of the Parties and Reporting provisions on Thursday with at least Co-Chair van Lierop optimistic enough to invite the delegates to head for the AOSIS reception and leave their brackets behind them.



B. Jeroche

AOSIS's Interests Are Everyone's Interests

Eco has been asked to print the following, by AOSIS delegates Nakibae Teuatabo, Kiribati; Abdullahi Majeed, Maldives; and Cyril Berridge, Caribbean Meteorological Organisation.

AOSIS prefers language which commits developed countries to freeze carbon dioxide emissions at 1990 levels by 1995. Our position has been criticised by some delegations as neither feasible nor realistic. We argue, in contrast, that it is not just achievable but essential.

Take, first, the lessons of the Vienna Convention on ozone protection. These are lessons which we must not overlook as we decide how to deal with the global warming threat. The Vienna Convention has seen a series of policy targets which have no sooner been set than rendered transparently inadequate by one alarming, unexpected, scientific discovery after another. The world's atmospheric scientists have consistently underestimated both the pace and extent of ozone depletion. These same scientists are now telling us, via the IPCC's science working group, that we face dangerous sea-level rise and climate change in the decades ahead. Dare we risk that this prognosis too—dreadful as it is already for the small island states—is an underestimate?

We cannot be encouraged by the nature of the uncertainties in the climate science. Take just one example. We now know, after last week's worrying announcements by NASA that northern mid-latitude ozone depletion has again been underestimated, and hence that phytoplankton in the oceans will be impaired—we know not by how much—as a result of UV radiation. They will be able to take less carbon dioxide down from the atmosphere, so amplifying global warming. Do the climate models on which climate predictions are based take this effect into account? No.

AOSIS states will be the early victims—not the only victims—if we allow the human-enhanced greenhouse effect to run out of control, should feedbacks like this one come into play and prove to be large. And that is precisely what we do risk unless we face the challenge of tough commitments to cut emissions. AOSIS's interests are everyone's interests. We have no choice. Developed countries must freeze their emissions as soon as possible, and

move on to cuts as a matter of emergency. If OECD countries commit to a freeze in emissions fully 8 years from now, what kind of urgency is that?

There are those who say it cannot be done. Why, then, does Pacific Gas and Electric, the biggest utility in the eighth biggest economy in the world (California), plan no new fossil-fuel energy-supply this decade? They plan to make money from demand management and renewable supply, cutting greenhouse-gas emissions in the process. Why does Emil van Lennep, Minister of State in the Dutch Government and long-standing Secretary-General of the OECD, now say that reducing carbon dioxide emissions "doesn't necessarily have to be difficult for the world economy?"

Freezing emissions by 1995 is necessary if genuine environmental security is the goal. It is feasible if the challenge of change can be faced. Not to face it is to commit the nations of the world to very probable climatic disaster. Not just AOSIS nations, but all nations.

Bush: Drowning by Numbers?

By Eco reporter

While the Bush Administration complains it can't risk its economy for the sake of global warming, growing numbers of US citizens and companies alike are deciding it's time for action.

Recent proof came with a McKinsey and Co investigation which surveyed the top managers of 400 businesses each with an annual turnover of more than US\$5 billion.

The survey found that 52% of North American managers believe there is no need to wait for more concrete scientific evidence of

climate change before taking measures to prevent it.

Further evidence comes from a CNN/USA Today/Gallup poll conducted between January 6 and 9 this year. Asked whether the US should join other industrial countries in committing to carbon dioxide emission cuts, without waiting for further scientific certainty, 62% agreed.

Moreover, 61% said they would be more likely to vote for a candidate who favoured strengthening environmental regulations, even if it hurt business conditions.

Of the fifteen policy items that this survey covered, only two other proposals, one requiring welfare recipients to work for their welfare checks, and the other offering college loans to all young Americans in return for military or non-military service, received a higher percentage of replies confirming that the issue would affect their presidential voting decision.

In another poll, conducted in Florida between December 18 and 20 last year, 71% of those surveyed believed global warming is a serious problem which demands aggressive movement towards solutions by government and society, before the problem gets worse.

China: Agriculture Threatened

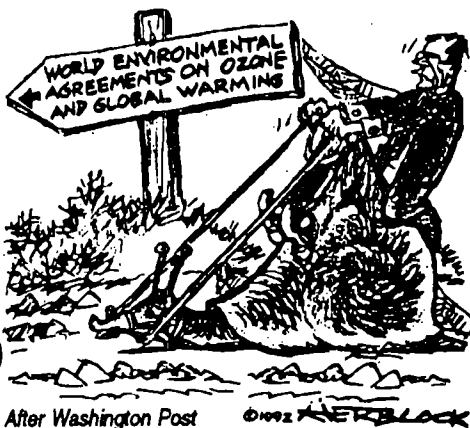
China has released an official report warning that global warming could disrupt agriculture nationwide and harm economic development in the country's booming coastal region. As the climate gradually warms, agricultural production will become unstable, says a synopsis of the report published by the official New China News Agency and read out on state radio.

Rising sea levels associated with the warming trend could flood coastal regions which now are among the most vibrant economically.

The report says agriculture might be helped initially by the warming, but it says there would be grim bad effects as well.

It warns that the already dry north would be made even more parched, the threat of typhoons and floods would be increased, there would be a rise in plant diseases and pests and some animal and plant species would disappear entirely.

China is the world's fourth largest producer of greenhouse gases. The broadcast version of the report, compiled for the United Nations Conference on Environment and Development, does not include any recommendations for measures China could take to alleviate the problem.



After Washington Post

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NGOs Ask Kohl to Push Bush

Last week the chairmen of the three major German environmental NGOs, the director of the national youth organisation and the head of the church relief group wrote to Chancellor Kohl asking him in very strong terms to use his influence with President Bush to make concrete commitments on emissions targets. Here is the text of their letter – a similar letter was also sent to President Bush.

Sehr geehrter Herr Bundeskanzler, die Treibhausproblematik und die beabsichtigte Weltklimakonvention haben sich in letzter Zeit zu einem ständigen Tagesordnungspunkt der aktuellen Politik entwickelt. So hat auch die Anhörung der Enquete-Kommission des Bundestages "Vorsorge zum Schutz der Erdatmosphäre" am 28./29.01.1992 mit zahlreichen internationalen Sachverständigen wieder einmal eindringlich deutlich gemacht, daß eine solche Klimakonvention, die für uns und unsere Nachkommen überlebenswichtig werden könnte, nur dann zu erreichen ist, wenn die industrialisierten Staaten als Hauptverursacher des Treibhauseffektes mit konkreten Maßnahmen zum Klimaschutz ein Zeichen setzen.

Auch die Bundesregierung hat mit dem Beschluß einer 25- bis 30prozentigen Reduktion der CO₂-Emissionen bis zum Jahr 2005 das Problem anerkannt und eine Richtung aufgezeigt, an der sich zukünftige Beschlüsse und Maßnahmen messen lassen müssen.

Um so besorgniserregender ist die mangelnde Bereitschaft der USA, sich im Rahmen der derzeit verhandelten Klimakonvention auf konkretere Reduktionsziele zu verpflichten. Aus diesem Grunde haben sich zahlreiche entwicklungs- und umweltpolitische Nicht-Regierungsorganisationen aus Deutschland dazu entschlossen, sich in einem offenen Brief direkt an Präsident Bush zu wenden.

Daher wenden wir uns heute an Sie als einen Staatsmann, dessen dringende Anliegen Präsident Bush nicht ignorieren kann: Wir bitten Sie, Ihren politischen Einfluß zu nutzen, um die Vereinigten Staaten von der Notwendigkeit zu überzeugen, CO₂ und andere Treibhausgasemissionen zu reduzieren.

Wir sind sicher, daß ein signal gerade der Vereinigten Staaten die Verhandlungen für den internationalen Klimaschutz entscheidend voranbringen wird und hoffen auf Ihre Unterstützung,

Mit freundlichen Grüßen

Prof. Dr. Wolfgang Engelhardt, Präsident, Deutscher Naturschutzring (DNR)

Hubert Weinzierl, 1. Vorsitzender, Bund für Umwelt und Naturschutz Deutschland

Klaus Dürkop, Präsident, Naturschutzbund Deutschland

Roland Klapproth, ehem. Vorsitzender, Bundesjugendring

Prälat Norbert Herkenrath, Misereor



Dear Maurice,

Greetings from New York! Did you know there are a whole bunch of people up here who say they have been invited to some sort of party in Brazil in June – just say Maurice said you could come – they told me. Do you know these people? I thought you should know as I was sure you could only get in with some kind of written agreement about those gases that are making our weather go crazy.

I only flew in on Wednesday afternoon, but almost got crushed by a large group of Africans who seemed in a very good mood and were all congratulating each other on some green plan or other. They were all desperate to get on planes to Switzerland and kept mentioning banks they were friendly with.

Earlier today I was having a chat with Akao, a very polite gentleman, but kept getting interrupted by some chap from Saudi Arabia. He seemed intent on stopping our conversation, and unless some environmental people from a magazine had told him to shut up, we would still be there now.

Hope all is well with you in Canada and the UV-B sunglasses are working.

Yours

Donatello

Scientists Fear Runaway Warming

A poll of the world's leading climatologists shows that many fear global warming could be unstoppable if emissions of polluting gases are merely frozen and not cut. Even more believe progress at the climate negotiations is too slow.

Last December Greenpeace surveyed 400 scientists who had contributed to the work of the Intergovernmental Panel on Climate Change, or who had written on related matters in *Nature* and *Science* magazines. Of the 113 scientists who had returned their questionnaires by the time the climate negotiations began, 13% said a runaway greenhouse is probable if actions are not taken to reduce greenhouse gas emissions, while a further 32% think such a catastrophe is possible if 'business as usual' continues.

Greenpeace International Director of Science Dr Jeremy Leggett called the results "a message which most of those at the negotiations have yet to accept". The negotiations hinge on the most widely accepted estimates of global warming, based on models from several

leading climate centres. The models predict that the world will warm by 3° by the year 2100, but none of them takes into account possible feedback mechanisms.

These mechanisms are large, involving reactions of the planet's natural ecosystems to an unaccustomed warming. The Intergovernmental Panel on Climate Change has warned that these feedback mechanisms would most likely increase the predicted warming.

The Greenpeace survey shows climate scientists are generally dissatisfied with progress at the climate negotiations, with 66% believing progress is too slow. In addition, 42% believe the work of the IPCC has not been taken seriously enough.

Professor Bert Bolin, Chairman of the IPCC, will be addressing the INC today, to present a summary of the latest science on the problems of Climate Change

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Efforts Not Enough – Bolin

by Daniel Lashof

The Chairman of the Intergovernmental Panel on Climate Change (IPCC), Prof. Bert Bolin presented the 1992 IPCC Supplement to delegates at the climate change negotiations in New York today. The Report was adopted at a meeting of the full IPCC in Geneva last week.

Professor Bolin drew the delegates attention to the IPCC's conclusion that the commitments by many OECD countries to stabilize CO₂ emissions would only result in a 4-6% reduction in future increases of atmospheric carbon dioxide relative to a baseline scenario. In an apparent reference to the United States and perhaps Australia, he commented that "I

am worried that even a very modest achievement to reduce the rate of increase of carbon dioxide in the atmosphere as aimed for by some OECD countries might be compromised by special allowance amongst the OECD countries." In a warning to all delegations he added "the scenarios show that more far reaching efforts are required than are now being contemplated in order to achieve a major reduction of the rate of carbon dioxide increase in the atmosphere."

He also stressed that the IPCC carefully considered and rejected the objections of some scientists to the 1990 Scientific Assessment. The IPCC concluded that "the findings of scientific research since 1990 do not affect our fundamental understanding of the science of the greenhouse effect." A few scientists, such as Dr Richard Lindzen, had argued that reductions in the water vapour content of the upper atmosphere would prevent significant warming from increased greenhouse gas concentrations. Professor Bolin noted that both model studies and observations contradict this hypothesis.

He then discussed the role of ozone depletion and sulphur emissions in masking some of the warming expected from greenhouse gas increases. Taking these findings into account gives "added confidence in the IPCC-assessed sensitivity of the climate system to increasing atmospheric concentrations of greenhouse gases," he said. The IPCC reiterated its conclusion that the sensitivity of global mean surface temperature to doubling of carbon dioxide is unlikely to lie outside the range of 1.5 to 4.5°C.

Dr Bolin also noted:

- the anomalously high global mean temperatures of the late 1980s have continued

continued on back page, col. 3

US Senate Passes Energy Bill

The US Senate Wednesday overwhelmingly passed a grab bag energy bill by a margin of 94-4. The bill sends mixed signals on US CO₂ policy. It includes measures to increase the energy efficiency of lighting, motors, and commercial air conditioning which should help limit emissions, as well as measures to promote coal consumption and deregulate electricity generation that may push emissions up. As significant as what is included in the bill are the provisions that were dropped: increased automobile efficiency standards and opening Alaska's Arctic National Wildlife Refuge for oil development.

A previous version of the energy bill was killed last November primarily due to environmentalists' opposition to Arctic Refuge drilling. The earlier bill also had weaker energy efficiency measures and undermined environmental protection in numerous other areas, including rules governing damming rivers for hydropower, and pollution controls on modified power plants. A highly controversial

continued on back page, col 1



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Science once again warns against negotiators thinking a soft option would be sufficient to stop global warming. It is highly significant that Professor Bolin, an individual tied by the restraints of representing agreement between 500 scientists, is still able to warn delegates that their current plans are not enough.

Stabilisation of CO₂ emissions by the OECD countries will only reduce future increases of atmospheric CO₂ by between 3 and 6%. The global warming juggernaut is still on the same course; the EC's firm stance on commitments at least puts pressure on the brakes, but in the end cuts are the only means of changing direction.

The role of 'special consideration', for countries heavily dependent on fossil fuels, is restricting efforts to change direction. There is a certain irony in giving 'special consideration' to economies heavily dependent on the very substance that has caused the problem in the first place.

One must wonder what exactly is thought by these countries asking for such consideration. At best the discussion is a distraction from the task of reaching agreement on real commitments. At worst, such special 'considerations' could represent a trap intended to undermine the commitments themselves.

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Working Group 1 began with discussion of the general commitments: paragraph that calls for actions to "...promote the conservation, sustainable management and enhancement of sinks and reservoirs of greenhouse gases." Trinidad-Tobago asked that "in particular, carbon dioxide gases" be inserted after "greenhouse gases". The Saudi delegate complained that this paragraph and the preceding one on energy were too detailed, proposing that the specifics be left to future (if any) protocols.



WG1 was riveting again today...

India indicated support of the text, but only if it included the phrase "on the basis of, in the case of developing nations, provision of the full incremental costs involved." The chair referred India to phrases elsewhere in the text that would cover such cost concerns. The Indian delegate responded that he felt bound to include such phrases assuring financial support because he saw less and less evidence of cooperation on costs as the conference goes on. The chair then offered to include India's proposed text in brackets, to which India responded, in the sharpest exchange of the morning, by threatening to propose putting the entire paragraph in brackets. China supported India's position, complaining that the financial assistance section "has been mutilated -- the arms, legs and feet have been cut off as if they were not needed." The chair asked Malaysia and Finland to refine the text.

Next, the chair turned to the text calling on parties to, "make preparations for the impacts of climate change..." The chair proposed removing the other brackets from the paragraph and most delegates concurred. India once again insisted on inclusion of the "full incremental costs" phrase. Burkina Faso proposed inclusion of "areas prone to natural disasters" in the text. After further discussion the chairman appointed a drafting committee to be led by Tunisia.

The discussion then moved to the section calling for preparation of environmental and socioeconomic impact statements on actions to combat climate change; after a fair amount of discussion, Chairman Akao requested that the

Netherlands, China, Japan, Vanuatu and Grenada take the lead in refashioning the text on this section. It then was time to adjourn for lunch and the afternoon plenary session.

There is a clear pattern emerging in Working Group one: discussion (often lengthy) of most paragraphs is followed by appointment of a drafting group to work out a "streamlined" text on the particular language involved. ECO has heard rumblings that this may not be the most efficient use of delegates' limited time during these negotiations; perhaps it's not only the text that needs to be streamlined, but the process as well?

"Almost as many brackets left as minutes to negotiate them", Co-chair van Lierop accurately summed up Working Group 2's achievements at yesterday's Plenary.

The morning session struggled with the six Conference of the Parties clauses (VI.1). Compromise wording brought in by the co-chairs and by informal consultations was chipped away for three hours. The efforts of the informal small group charged with finding a basis for agreement on re-wording of one subsection (2.k) was promptly undone when France re-introduced the very word ('harmonization') which caused disagreement before. Pakistan objected. Ever-vocal Saudi Arabia also found "co-ordination" unacceptable. The floodgates opened. Finally, the US and India said they'd prefer bracketing it all to more major revision. Australia aptly chastised delegates for wasting the good compromise initiative. Co-chair Dowdeswell removed the whole subsection from discussion until consensus emerged. There followed laboured progress through the rest of the section. Co-chair: "I sincerely hope there'll be no discussion on this one". Then, looking up resignedly, "Saudi Arabia?". France belatedly withdrew its earlier intervention on "harmonization". By lunch break the section was completed, with brackets left behind like the footprints of yesterday. Van Lierop later said, "were not as encouraged as we'd like".

Reference to existing international agreements might help pick up the rate of progress. Thus, for example, sticking points in the paragraph on observers -- how to refer to the IAEA and how to provide for the admission as observers (national or international, governmental or non-governmental) -- have been addressed in other recent conventions (e.g. Vienna, Basle) and time might well be saved at the expense of novelty here.

In particular, it would be a significant shame if the climate treaty, which necessitates even greater NGO participation, would back track from existing international agreements.

Should the World Bank Control GEF?

by *Climate Network Africa*

The World Bank is fighting for control of Global Climate Fund (GCF) through the Global Environment Facility (GEF). Climate Network Africa asks: are these the people we want in charge? The thoughts of World Bank Chief Economist Lawrence Summers, leaked earlier this month, represent the economic thinking behind the Bank.

The following statement was made by Lawrence Summers in an Office Memorandum dated December 12, 1991:

"Just between you and me, shouldn't the World Bank be encouraging more migration of the dirty industries to the LDCs? (Less Developed Countries)... I think the economic logic behind dumping a load of toxic waste in the lowest wage country is impeccable and we should face up to that."

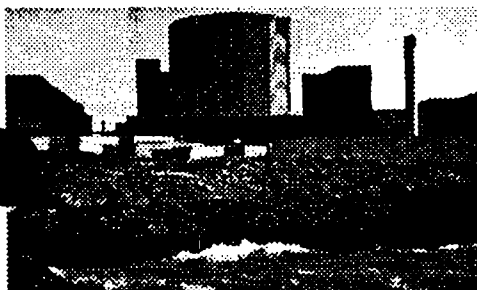
Referring to Africa, he said, "I've always thought that underpopulated countries in Africa

are vastly under-polluted, their air quality is probably vastly inefficiently low compared to Los Angeles or Mexico City... Only the lamentable facts that so much pollution is generated by non-tradeable industries (transport, electrical generation) and that the unit transport costs of solid waste are so high prevent world welfare enhancing trade in air pollution."

Summers is also reported to have said; "The concern over an agent that causes a one in a million change in the odds of prostate cancer is obviously going to be much higher in a country where people survive to get prostate cancer than in a country where under-5 mortality is 100 per thousand." In effect, Summers is saying that the poor cannot afford to have scruples.

Africans should continue their opposition to GEF and their insistence on independence, transparency, participation and public accountability in the administration of the GCF.

Sea Level Rise Threatens Nukes



Wyllfa Magnox reactor—Close to the edge?

A new Climate Action Network (UK) study suggests that as sea levels rise and storms possibly become more severe, coastal nuclear power plants and toxic waste dumps could become major environmental problems.

The CAN UK report says all operational UK Magnox nuclear stations store highly reactive magnesium sludges, along with considerable amounts of other radioactive materials. Many stations are sited on low-lying land and are poorly defended against storm damage. Apart from the danger of wastes reaching coastal waters, there is the threat of flooding and physical damage which could knock out power supplies needed for pumping of reactor coolant.

In addition, rising groundwater levels expected as the oceans move inland could cause problems with leaks within the stations. Massive concrete structures have to incorporate "back joints" to allow for thermal expansion

and shrinkage, which would add to problems of the upward movement of water which is a common feature of large concrete constructions.

Increasingly saline conditions would accelerate degradation of concrete, while decommissioned stations, whose reactors must be vented, could experience greater problems with salt-laden air. This could cause corrosion and possible hydrogen build-up.

Coastal Ministry of Defence establishments which store radioactive wastes could also create environmental hazards in future. Toxic waste landfills, which frequently are sited on mudflats and tidal marshes, could be directly affected by rising seas, storm surges, coastal erosion or permanent flooding.

Potentially saline rising groundwater could saturate the lower layers of such dump sites, while salt water could alter and possibly hinder biodegradation and chemical deposition processes.

While the WWF-funded CAN report deals with nuclear power stations and toxic waste sites in the UK only, its conclusions apply to other nations as well. For example, many of France's nuclear stations are also sited near the coastline. There is also the question of what will happen to the highly radioactive caverns of Mururoa, the Pacific island used for French underground nuclear testing, as sea waters rise and eventually flood the entire island.

Brontosaurus Movement/Ekowatt, Czechoslovakia

The Brontosaurus Movement began in the mid-1970s, when a group of young people became concerned about the state of the environment in Czechoslovakia. The name comes from its founding slogan: "The brontosaurus didn't survive - will we?" Its first activities were limited to nature conservation and small-scale clean-up projects, but as the movement evolved, it began to sponsor a series of summer camps and weekend projects for young people. The 'Velvet Revolution' in November, 1989, was a turning point, paving the way for Brontosaurus to become a legally independent organization.

The movement has many different groups, for example Ekowatt, specialists in the environmental impacts of energy consumption and production. In a country where public awareness of global energy issues is low, these activities are particularly important.

Ekowatt has focused on drawing attention to innovative options for a national energy policy, including supply-side programs and renewable energy sources. Last June, Brontosaurus co-sponsored a conference on energy in Central and Eastern Europe with Friends of the Earth-UK, bringing together delegates from both Eastern and Western organizations. One of the most difficult tasks that Ekowatt faces is that of convincing the public that energy is not the cheap and expendable resource that it was seen as over the last 40 years.

In spite of the critical environmental situation in Czechoslovakia, there is an unprecedented opportunity to employ innovative solutions and learn from the experiences of other countries. Brontosaurus sees its mission as one of both making people aware of existing problems and encouraging them to take responsibility for finding creative solutions.

Contact: Jan Hrebec, EKOWATT, Bubenska 6, CS-170 00 Praha 7, Czechoslovakia. Tel. (+42-2) 80 29 10



Jan Hrebec, Brontosaurus

Sulfate Aerosol Masks Greater Threat, For Now

by Todd Goldman, EDF

Scientists have long known that adding sulfur to the atmosphere has a moderating effect on potential warming from greenhouse gases.

Recently, the IPCC indicated that this effect may be much larger than previously believed, and that it might be masking a significant fraction of the warming which otherwise might have already occurred. This new finding reveals the danger that as industrial sulfur pollution falls, an accelerated greenhouse warming will occur.

Globally, fossil fuel combustion results in the emission of large quantities of sulfur dioxide into the atmosphere. This SO₂ reacts in the atmosphere to form tiny droplets called sulfate aerosol, which scatter sunlight, thereby cooling the Earth.

But because sulfur pollution's other major environmental impact, acid rain, is destroying forests and lakes in the Northern Hemisphere, there have been increasingly aggressive efforts in industrialized nations to cut sulfur emissions.

Because sulfur's atmospheric lifetime is only about a week (as compared with a century

for carbon), atmospheric sulfur concentrations will fall simultaneously with cuts in emissions. Less sunlight will be scattered, and the planet will experience an accelerated warming effect. This suggests that reducing fossil fuel combustion provides the best, long-term solution to both environmental problems: acid rain and climate change.

Most estimates indicate that global mean temperature will rise between 1.5–4.5°C in the next century due to greenhouse gas concentrations, absent the aerosol effect.

With the previous low estimates for sulfate aerosol cooling, computer calculations which projected temperature changes in the low end of this range provided the best match with the historical temperature record. But the new, higher sulfate aerosol forcing results imply that warming due to greenhouse gases may be higher up along this range.

A short informational piece by Environmental Defense Fund Senior Scientist Michael Oppenheimer, *Sulfate Aerosol and Global Climate*, explains these recent findings and their implications in more detail.

Bolin—continued from front page

into 1990 and 1991, which are the warmest years on record.

- small low-lying island states and large populations living in low-lying coastal areas will be increasingly vulnerable to the combination of sea level rise, storm surges and coastal flooding.
- new analyses support the IPCC 1990 conclusion that the impacts of climate change on forests could have significant socio-economic consequences.
- energy conservation and improved efficiency in the production, conversion, distribution and end-use of energy is one of the most effective options available now and in the future.
- reducing global anthropogenic methane emissions by 15-20% can slow a rise in its atmospheric concentration and halt it. Important options for reducing methane emissions from anthropogenic sources have been identified and they are potentially powerful.

Correction—The lead article in yesterday's ECO pointed to blind sheep, stunted yellow plants and damaged pastures as effects of ozone depletion. We should have pointed out that the link between these particular observations and measured ozone depletion remains controversial within the scientific community.

NGO Update

Bruce McLeod, World Council of Churches, Canada;

Jim Speer, World Council of Churches, US;

Victoria Dompka, WWF International, Switzerland;

Jim Breen, Global Commons Inst., UK;

Janet Alty, Global Commons Inst., UK;

Brooks Yeager, National Audubon Soc., US;

Susan Subak, Stockholm Env. Inst., US

United Nations English Dept.

Glaring Oxymoron

During INC5, the United States has taken the lead in calling for "Voluntary Commitments" to stabilization of greenhouse gases.

The *Random House Dictionary* defines 'Oxymoron' as, "A figure of speech by which a locution produces an incongruous, seemingly self-contradictory effect, as in 'to make haste slowly'...", while the *Oxford American Dictionary* adds as an example, "faith unfaithful kept him falsely true".

The United States has given the delegates a classic example of an oxymoron.

Energy Bill—continued from front page

provision to grant combined construction and operating licenses for nuclear power plants survived a close vote and is included in the adopted by the Senate.

Perhaps the least understood, but potentially the most significant provision, would make it easier for non-regulated entities to generate power to sell to electric utilities. While environmentalists and consumer advocates do not necessarily oppose the general concept, several grave concerns are raised by the approach taken in the Senate. First, the bill fails to protect and enhance state authority to require least-cost utility planning, which allows investments in energy efficiency to compete with investments in supply on an equal footing. Second, there is no guarantee of transmission access in order to prevent utilities, which will still control the transmission and distribution systems, from using their power to stifle real competition.

A proposed amendment to raise automobile efficiency standards to 40 miles per gallon was not offered. This provision would have eventually saved 2.5 million barrels of oil per day and would have cut CO₂ emissions by more than all of the other efficiency measures in the bill combined. This proposal will be considered as a separate bill at a future time.

Action on energy legislation now moves to the House of Representatives, which is expected to take up a bill in the next few months.

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US DOE News Conference Goes Astray

by Alden Meyer

A US Department of Energy official held a press conference at UN headquarters yesterday on CO₂ reduction strategies. But after a ten-minute technical overview of the study, the official, Howard Gruenspecht, quickly slipped into a defense of the US position on greenhouse gas emissions limits. It is unclear whether Mr. Gruenspecht was authorized to speak for the US government on its INC negotiating position, but it quickly became apparent that it was a political thicket into which he should have avoided being drawn.

Questioned on the controversy among industrial countries on CO₂ limits, Mr. Gruenspecht stated the US is "prepared to make a commitment to action," but wants to avoid the "symbolic issues of targets and timetables." He claimed that various industrial countries "are in a different boat" when it comes to meeting targets: the US has large supplies of low-cost coal, while the European countries have "high-cost, subsidized coal."

Asked whether countries committed to a stronger climate treaty could proceed without the US, he replied "it's hard to imagine a convention being successful without US participation." When a reporter pointed out that US opposition to carbon limits puts it in a "defensive position" in these negotiations, he charged that "we have offered a lot of specific actions and are looking at more." In a thinly veiled swipe at other OECD countries, he said we need "to get beyond these grandiose statements without actions to back them up. Where's the beef?" he asked, urging comparison of the US National

Energy Strategy and other measures with the actions of other industrial countries.

Mr. Gruenspecht's comments echo the frequent US position that while the US can be expected to comply with its commitments under a climate treaty, the same cannot be said of certain other OECD countries whose commitments are more political than substantive. This questioning of other countries' veracity is, to put it mildly, less than helpful in building the needed trust and cooperative spirit among INC negotiating partners.

The news conference's closing question was whether the US was "prepared to go its own way if the negotiating consensus doesn't go in your direction?" Mr. Gruenspecht replied that "it's inconceivable that things would come to that point — I just don't see that as an issue." This may come as a surprise to INC delegates who have been struggling with the 'issue' of US intransigence on industrial country emissions limits for more than a year now.



Gruenspecht — "don't put my picture in Eco"

EC holds firm!

by Annie Roncerel

After a week of hard fights among OECD countries, European countries have confirmed that they are holding to their position. They are open to negotiations to reach an agreement at the international level, but the EC target cannot

fixed it. Ms Cornelia Quenett from the German Delegation said tonight that with or without a Convention, the Community has to implement what the Ministers decided in Luxembourg in November 1990. How this target will be met is not yet defined; this will be done in the coming months when current work will be completed.

Despite questions being raised by the US on the integrity of the EC stance on commitments, developments on the other side of the Atlantic have in fact been reiterating the EC position.

On February 13th, three EC officials were invited to testify at the British House of Lords on the progress of their work on the EC strategy. Mr Peter Wilmott, of the Directorate General for Customs and Indirect Taxation in the European Commission reported that the

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An effective funding mechanism—along with provision of adequate financial resources—is critical for developing countries if they are to shift to low emissions development paths. Low emissions, in turn, are essential to a workable and effective convention.

One of the central issues is control over funds. Most countries are in agreement on the "primacy of the conventions in setting policy guidelines." The US is alone in opposing windows within GEF for the conventions or earmarking funds for specific purposes, as it is on commitments to limit its emissions and on financial commitments.

Several other issues remain unresolved.

On the issue of decision making, some industrialised countries have pushed for voting rights weighted by financial contributions.

The role of the Participants, and the interface between the Participants and the Parties to the Convention, remains unclear. Where do the responsibilities of the bodies of the convention end and those of the GEF Participants begin? Common sense dictates that these responsibilities should lie with the convention bodies—why then is the US denying the convention bodies control over convention funds?

The GEF continues to raise more questions for these negotiations than it answers. The thoughts of a large cross section of NGOs in the article on page three, however, may provide some answers.

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Working Group 1 continued to make slow progress, spending most of the day dealing with countries with special situations and beginning discussions on general commitments.

The informal group led by Singapore tabled a new text which defined those developing countries which deserve special consideration, either because they are physically at risk from climate change, or because their economies are dependent on fossil fuels. A paragraph giving consideration to all parties whose economies are dependent on fossil fuels was also included, but there are believed to be some legal problems with this text. Consideration was also given to those parties with economies in transition, with an attempt to define these more closely by using the phrase, in 'transition from centrally planned system to market economy'.

The most interesting debate came over the paragraph on the adoption of the 'green plan' for the protection of fragile ecosystems, particularly areas affected by drought and desertification in Africa. The UK and the USA had concerns which they had failed to raise

Akao ruled that they could not now ask for the brackets round the text to be restored, and the paragraph was included without them.

An attempt by an informal group led by France and India to streamline some of the lengthy text in paragraph 1 of the general commitments section, by separating strategies and programmes from measures, failed when numerous countries intervened with their own suggested text. Working group 1 is now waiting for the results of informal groups looking at other parts of the general commitments section. Lack of progress by the OECD on their paper on specific commitments means that discussion on the first part of that section is delayed, and WG1 will start work tomorrow on funding mechanisms.

Working Group 2's tough day grappling with some of the most important issues on the Convention's mechanisms reinforced doubts that the agreement that emerges will produce a strong and effective convention.

A major issue was the exception for confidential information. Mexico opened with the surprising suggestion to delete the provision, reasoning that parties would simply omit information they considered confidential under Annex III criteria. St. Lucia, Canada and the US objected to the notion that a party could arbitrarily and on its own determine to exclude information from its report on the grounds of confidentiality. At a minimum, the information deemed confidential must be provided to the

CP in some (e.g. aggregate) form. Otherwise, as these delegations pointed out, the entire reporting provision could be rendered a nullity. The criteria for confidentiality, presently found in Annex III, received scant attention. Presently drafted, however, these over-broad provisions could also render the reporting provisions meaningless. Again, the delegates might do well to draw on provisions embodied in existing agreements.

The UK and the US deserve credit for identifying a major gap in the reporting provisions and introducing and firming up a proposal for making the reports available to the public. The US advanced the idea that reports should be made available prior to their consideration by the Conference of the Parties (which after all may not meet any more often than once every two years). The public would be best served by making the reports available at the same time as they are distributed to the Parties.

In the afternoon session, Working Group 2 adopted pared-down text establishing a secretariat which (unless revisited in light of the fi-

restricting the Secretariat from fully performing necessary functions.

The debate on the text describing the Advisory Committee on Implementation (ACI) was derailed by an otherwise well-meaning proposal by Germany to consolidate the functions of the Executive Committee and ACI into one body. The US, pointing out that the proposal does not include important technical functions, wisely suggested that the existing text serve as the basis of the debate.

In a *deja vu* for weary delegates and NGOs alike, the Saudi Arabians made the first intervention on the Advisory Committee on Science (ACS) and questioned the need for an ACS at all. This evoked a firestorm of commentary about the importance of science.

The US, responding to questions regarding the different roles for the IPCC and ACS, outlined the unique functions of the ACS: review cumulative effects of measures undertaken by the parties; serve as a scientific advisor to the parties; evaluate technical matters arising from future protocols; and synthesize, from a policy perspective, technical reports—such as those from the IPCC—for the parties.

The UK made a compromise proposal to move the determination of the functions of the ACS to the first Conference of the Parties, potentially delaying yet another matter to future negotiations. It is critical that the ACS ensure that the IPCC serves the CoP in meeting the objectives of the convention.

NGOs' GEF Position

As delegates discuss funding mechanisms, ECO presents a set of principles and areas where the GEF is lacking. This list has been endorsed by 40 NGOs from 16 countries:

- GEF projects must respond directly to the needs and priorities of local communities directly affected by projects. There should be adequate participation of developing countries in the decision-making process of the GEF. Environmental specialists and social scientists from developing countries should be given opportunities to get involved in the design and implementation of GEF projects.
- Complete project documentation should be made available to the public in appropriate languages and throughout the project cycle.
- In the case of GEF projects associated with other projects and loans, full documentation on these projects should be disclosed early in the project cycle. This means that institutions such as the World Bank will have to modify their information disclosure policy to accommodate this principle.
- The GEF's resources will be wasted unless it

reform in existing development programs:

(a) GEF implementation agencies must be committed so that other development activities, projects and loans do not undermine the goals of the GEF:

(b) Only those countries should qualify for GEF funding which have in place or are developing policy and institutional frameworks that promote the goals of the GEF.

- Specific guidelines for projects in each issue area need to be established by a broad range of scientists and specialists, including a significant share of social scientists, in consultation with potentially affected population groups:
- NGO representatives should have observer status at all GEF participants meetings with suitable opportunities to provide information, documents and other analyses to the government representatives and to address meetings.
- Quality control, monitoring and evaluation of the GEF should be separate and independent from the implementing agencies in a body with representation of developed and developing countries, as well as of NGOs and popular organizations. This body would have the authority to hear petitions and complaints from affected individuals and communities.
- There should be a public commitment by the GEF Participants and the World Bank that lessons learned from the pilot GEF experiences will be incorporated into the regular, mainstream operations of the Bank and other multilateral institutions.

Consider This When You Talk Climate...

Climate Change compounds Africa's Problems

by Gilbert Arum

Since independence, Africa's development has been bound up with, influenced, and often dominated, by external forces. Climate Change introduces new problems.

The problems afflicting the conservation of Africa's natural resources are symptoms of the long-term effects of centuries of colonial domination. Disruptive and materialistic customs introduced in the region have disintegrated the region's systems maintenance culture.

Africans are being told sustainable development is their only way out. It is foolhardy to talk of sustainable development in a region whose resource base continues to be depleted; mined to unsustainable levels. Sustainability will only be achieved when the ability to exploit and utilize the world's resources is balanced between the North and the South.

Equality that lifts the standard of the poor towards the level of the rich is one way out. This assumes that becoming richer, or less poor, means having a life pattern like that of the rich world is

to not be a simple matter. The North should reduce its consumption levels. Merely greening economic activity will not help. Sustainable living has a lot to do with moderation. Africans growing trees to absorb Northern wastes will not contribute to sustainable livelihoods.

Sustainable development also has a lot to do with the way resources are valued. A realistic symmetry between the price of goods and services traded in the market place and their environmental and social costs is needed. The task for the North is to create behavioural changes with carefully-designed incentives to achieve this. Can we depend on the single superpower nation to have the political will to start this process off? Even then, Africa has not established any market mechanisms of its own. It does not even have a capital goods market.

In proposals under consideration under the Framework Convention, transactions for joint implementation to offset emissions will be pursued in the open market. Credits will accrue to the north while debits will go to the poor of the South as they forsake their land, biodiversity and social systems for trees to soak Northern emissions. The poor in Africa will become poorer—and receive more blame for environmental degradation.

The consistency with which poverty and destitution affects many in the developing countries has been related to increasing natural resource destruction in the same countries. This relationship, exacerbated by the fact that the degraded lands are often the last available habitat for the poor, has led to the notion that poverty is a major cause of

environmental degradation. Experience, however, has shown that the same so-called poor, who are forced by circumstances not of their own making to live in degraded environments, are often armed with a great deal of environmental management knowledge acquired through generations of sustainable livelihood that they can no longer practice. Such people are at times forced to continue degrading their environment—even while knowing the dangers. In such circumstances one may come to believe that poverty results in environmental degradation, even though the process starts much earlier.

But poverty cannot, as such, be said to cause environmental degradation. Often, however, the two are associated with each other. It is the failure of policies to adapt to new circumstances that is a common cause of these twin scourges. Change leaves behind winners and losers; the losers have few choices available and are forced to adopt short-term survival strategies under which longer-term resource management considerations appear to be an unaffordable luxury.

Environmental degradation and the erosion of traditional social systems have generally occurred in response to outside pressures of different kinds. For example, in recent years, rapid decline in mortality rates have not been accompanied by declining fertility rates. This imbalance has created pressures on the natural resource base not immediately matched by the expansion of production capabilities through new technology, investments or efficiency through specialization and reorganization of indigenous systems.

If poverty and environmental threats are inextricably linked, then strategies which do not address both effectively are likely to fail.

Contemporary international trade arrangements are nothing but a curse. An international system which fosters environmental destruction must be brought to an end. Those who control this deplorable system must act now. Current trade programs tempt countries to ruin their own valuable resources in return for imported machinery and consumer goods—leading to a hopeless future for the poor countries as far as sustainability is concerned.

It is clear that assisting poor countries to move towards the same pattern of polluting consumerism as the North will result in the continued net transfer of resources from the poor developing countries to capital-rich countries supplying the South with machinery (read technology) for speedier resource extraction—consistently driving the resource prices down.

This is one of the main reasons why GATT is not moving forward.

EC—continued from front page

the carbon/energy tax is "a component of the Commission's idea for a Community strategy to limit CO₂ emissions and improve energy efficiency". He recalled the discussion at the Council of Economic and Finance ministers in December 1991 "where ministers laid down guidelines for the design of the tax and asked for detailed work to be done so that it could form a view before the Rio summit".

Answering a question from Lord Geddes, Mr Wilmott said that "if we discovered in our research that there was no way we could turn the general principle of the EC Communication into a tax which would produce the right effect, then it would be the duty of Commission officials to tell clearly that it was the case, but there has been nothing in the preliminary work they have done so far to suggest this is an entirely impractical idea".

Mr Delbeke, from the Directorate General Environment after explaining his Directorate's work on a tradeable permits system concluded that "domestic policy is to some extent separated from the international target sharing and

and external are compatible" he said.

Finally, Mr Leydon from the Directorate General Energy, answering Lord Lucas of Chilworth insisted that the balance of the EC package should not be forgotten and listed non-fiscal measures to be taken. "We believe that we have to be creative and more imaginative to respond to the challenge we have been given".

A letter from Turtle Bay

To: Maurice Strong, UNCED

Dear Maurice,

The engineers in New York seem to be having trouble with a sign that keeps popping up in the United Nations building a lot this week. Evidently, despite employing the 'best in the land', UN officials cannot stop the Saudi delegate's sign from involuntarily springing up every few minutes.

This has caused some problems for the Saudi delegate who, when the sign pops up, feels under some sort of obligation to say something—whatever seems to come into his head at the moment I suspect. After this happened for the tenth time today we were all hoping that he might at least come up with some jokes or something, but no luck so far.

Rumour has it that some delegates have got hold of a tube of super-glue as a last ditch effort to keep the sign down, but they obviously haven't managed to get near enough yet - se-

little an idea of where any of the rooms are as delegates.

I'm not sure where I am right now, somewhere in the UN building—hope this message eventually gets to you.

Yours,

Donatello

NGO PROFILE

Nigerian Environment Action Study Team (NEST)

NEST was formed in 1985. Since then it has produced a major study on the state of Nigeria's environment and each year produces annual reports on specific subject including environmental problems in the dry belt and wetlands.

NEST also works at the more practical level, studying methods of sustainable hunting in the humid forests of Nigeria. They are also working on sustainable use of marine resources in coastal areas affected by oil pollution, helping local people improve the management of their now limited resources.

NEST plans to do research on the nipa palm which is currently invading mangroves and causing problems along the entire coast.

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Desperately Seeking Science

Global Climate Coalition showcases 'pseudo-science'

US industry rolled out its 'big' guns in New York Thursday, with a Global Climate Coalition press conference featuring Dixy Lee Ray, ex-Governor of Washington state, ex-chair of the Atomic Energy Commission, and now described as a 'veteran scientist', who tried to convince journalists that global warming is a perceptual rather than a factual problem. "The earth is not warming up", she claimed.

Accusing the scientific community of inconsistency, she continued "Fifteen years ago, the people who are now warning us about global warming were warning us about global cooling—a new ice age.... We should not be basing any public policy on science that is so open ended".

Dixy Lee Ray is also reported by the National Coal Association's "Coal News" to have stated that "Supporting data for both global warming and ozone depletion is sparse and

questionable', at a conference of 'greenhouse skeptics' held in Arizona in January, just days before NASA released its findings of chlorine pollution over Europe and North America. "The scientific basis for [the CFC ban] has not been established," she charged.

"This is pseudo-science" said Dr. Michael Oppenheimer, senior scientist with the EDF. He went on to describe Ray's claim that "projections for warming, even in the most extreme models, do not reach the levels of warming that occurred during medieval times" as "simply not true". Dr Daniel Lashof, senior scientist with NRDC, added "US Industry's 'Global Climate Coalition' must be feeling desperate to sponsor a talk that is so far away from the basic facts—they know better and should feel ashamed."

Eco asks: Who put the coal in Global Climate Coalition?

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Europe Can Cut CO₂ 50% at a Profit

Many people believe that strategies to significantly reduce fossil carbon emissions below present levels would be economically costly. Our study shows this to be a myth. Quite to the contrary, strategies aimed at stabilizing the world's climate will help eliminate market distortions that now make Western Europe's bill for energy services higher than it needs to be. A least-cost approach to carbon emissions reductions would have additional beneficial macro-economic effects by reducing the capital requirements for energy services and by boosting productive investment and economic growth.

For these reasons, carbon reduction targets of 20% and 50% relative to Western Europe's present levels could be achieved at negative net cost both from an energy expenditure and from a macroeconomic point of view.

A tapestry of market barriers, regulatory failures, and institutional impediment prevent the delivery of energy services at least economic cost. Under business-as-usual trends,

Western Europe will spend at least 15% and as much as 40% more on energy services in the year 2020 than it would under a least cost strategy. When monetized environmental externalities are included, these percentages rise further.



To a large extent, a least-cost strategy is a least environmental risk strategy. It would not only have the effect of cutting Western Europe's energy bill, but also cut carbon missions by up to 40%, shrink acid rain emissions and nuclear power production.

A risk minimization strategy would pursue these outcomes deliberately. Carbon emissions would be cut as much as Western Europe's efficiency, fuel switching, and renewable resource potentials allow. At the same time, nuclear reactors would be phased out and acid rain emissions would be lowered drastically.

In the EC-5 region, such a strategy will

continued on page 4, col. 2

Editors note: This article is extracted from a briefing given by Dr Florentin Krause on the results of a three-year study due to be released next month. The study, *Energy Policy in the Greenhouse: Volume II*, provides the most detailed analysis of energy options completed to date for France, Germany, Italy, the Netherlands, and the United Kingdom, referred to as the EC-5. The study covers the period to 2020, using the business-as-usual scenario (S1) of the EC Directorate General XVII Energy for the Next Century report as a starting point.

GEF Reports to INC

On Saturday, Mr Mohamed T El-Ashry, Chairman of the Global Environment Facility (GEF) presented a report to Working Group 2 on the latest GEF Participants* meeting in Geneva on February 14th.

According to his report, a consensus was agreed on the following points:

- **Mission:** the GEF should pursue cost-effective, country driven programs designed in support of sustainable development.
- **Scope:** the GEF should remain flexible so that it can accommodate the possible financing arrangements for the global environmental conventions as they develop as well as other global initiatives that may arise from UNCED.
- **Links with the Conventions:** the GEF could function as the funding mechanism if the negotiators so desire. A possible model of functioning was presented. According to

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CONFERENCE REPORTS

Fifty hours to go and counting. As delegates enter the final week of the penultimate round of the INC they have to start thinking how the two working groups are to come together. Tired thinking on this marriage process could sacrifice much of what little has been achieved. Integrating the working groups is not a process that can be left to the hope that 'it will all fall together on the day'. Too much is at risk for that.

This adds additional urgency to delegates' work, an urgency that is only perhaps starting to show at the working group level as negotiators are starting to become increasingly irritated at constant interventions. This week is crucial as delegates continue the process of negotiating the core of the treaty, a process that only really started this weekend.

A balance must be struck: this is no time to rush through wording that means nothing – but at the same time there is a deadline appearing. Pressure can sometimes bring out the most creative thinking in people – we shall have to see.

The treaty signing, however, is only one horizon on the hill to stop climate change. Delegates should remember that whatever is signed in Rio, there have to have mechanisms and policies at national level that will actually implement the treaty.

Have a nice day.

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Working Group 1 spent Saturday morning discussing the paragraph on technology cooperation/transfer produced by an informal drafting group, but the working group itself was only able to agree exact wording on the first two lines. The rest of the paragraph, excluding the last sentence, was sent back to an informal group led by Brazil for further consideration.

One major dispute was on the phrase 'environmentally safe and sound technologies'. India, supported by Argentina, wanted this wording deleted here and 'safe and' put in brackets everywhere else it appears in the convention text. Saudi Arabia and Kenya objected.

On the issue of 'assured access' to technologies the US contended that they could not 'assure' access as government did not own the technologies. China replied that governments could purchase patents from private companies and then make the technologies available on concessional and preferential terms. Delegates restated their general positions on concessional and preferential with no surprises.

Attempts to address the bracketed text on ensuring that intellectual property rights do not pose a barrier to technology transfer bogged down when the US tried to reverse the meaning of the text by proposing adding the words "lack-of" before intellectual property rights. They also proposed an entirely new sentence requiring parties to "reduce or eliminate barriers" to technology transfer such as tariffs and other trade policies.

Mauritania responded that delegates should "resist reopening of the text... and avoid rewriting history and undermining the success of our efforts thus far." The Chair appealed to the US not to complicate matters further referring this dispute to the Brazilian working group.

After lunch the US found itself in another dispute when it proposed alteration of the impact assessment language that had been agreed in a previous 'informal informal' session. The US proposed that such assessments be conducted only "where appropriate" (see

commentary on page 4 for analysis.). When several delegations opposed the US proposal, the US delegate called for the entire paragraph to be bracketed. The chair finally persuaded the US to drop its request for brackets leaving the US delegation rather confused and disorganized.

The debate on financial assistance to developing countries made little progress, with divisions over voluntary versus mandated commitments. Several developing countries expressed anger over the state of the text, with the Chinese saying 'This section has been mutilated ... Its arms are cut off, its legs are cut off, the whole body is bleeding. Those responsible for putting on so many brackets should do some surgery or transplanting to restore the body to health.'

Commentary

Eco is confused by the debate over the inclusion of 'environmentally safe and sound technologies' in the text. On the face of it, it appears that countries such as Saudi Arabia want it included because they regard it as a way of seeing off the nuclear power threat. However, proponents of nuclear power argue that it is environmentally safe already, so why the need to exclude the text?

Working Group 2 Saturday took on Funding Mechanisms.

Three options for discussion were proposed: Option 1 – a compromise text drafted by the co-chairs, Option 2 – using the GEF; Option 3 – the G77 text – creating an independent mechanism. The UK tabled a new text merging these alternatives.

France supported the GEF, Pakistan, on behalf of the G77 opposed, and Working Group 1 agreed to discuss Option 1, on condition that the discussion not prejudice consideration of the other two options and that any proposed new text be placed in brackets.

Establishment: India and Mexico began by adding "the principle of one country, one



Experts indicate that insurance covers sea-level rise — victims celebrate

US: Reservations on EIA Proposal

Discussion in Working Group I Saturday, on environmental impact assessment (EIA) provision, brought belated US reservations on the proposal. The draft EIA obligation is severely deficient in that it requires EIAs for measures to mitigate or adapt to climate change, but not for programs and projects that would actually worsen climate change.

Despite having been a leader in developing EIA procedures, the US is apparently not supporting a specific EIA provision in the climate convention. This comes on the heels of the US ensuring that the 1991 Economic Commission for Europe EIA Convention definition of climate change was limited to 'local climate' and therefore arguably restricting the scope of the treaty.

EIA law in the US applies only to 'major federal actions' that 'significantly' affect the environment. In international negotiations, the US has resisted agreeing to any language that would require EIAs for activities in which the

US government was not involved in a major way. Moreover, the US Executive Branch has thus far not construed US EIA law to require consideration of global climate change in preparation of Assessment documents. The US Government is presently being sued on this issue. This is in contrast to US efforts to promote better assessment practices in the multilateral financial institutions including on climate change.

Now is the critical chance, not only to advance international law on EIA but also substantively to promote the objectives of the convention. EIA has been one of the pillars in the US for public disclosure and public involvement. Hopefully the US will find a way to rise above its domestic legal questions and promote incorporation of this critical tool in the climate treaty. If not, it will be a glaring hole in the otherwise good record of the US in supporting EIA as a vital decision-making mechanism.

Czechoslovakia: Economy In Transition

One of the most significant products of Czechoslovakia's energy-intensive economy is CO₂. In a country where two-thirds of all energy is consumed in non-residential sectors there is a strong link between industry and emissions.

The Czechoslovak program for a sustainable transition is not conceived as being dependent upon outright gifts or long-term subsidies. Instead, it is based on the principle of profitable investment. Options for increasing energy efficiency and reducing greenhouse gas emissions are cost-effective. In fact, they are able to produce results with a short pay-back period.

However, it is important to remember that a recent drop in the amount of energy consumed in Czechoslovakia occurred because of a perilous drop in economic output. In addition, the economic recession in Czechoslovakia and other Eastern European countries will get worse before it gets better, evidenced by rising unemployment and negative growth. The break from a highly inefficient command economy means that Czechoslovakia will be able to stabilize emissions, but it will *not* be in a position to fund stabilization in developing countries. This is the main reason why countries like Czechoslovakia are seeking special status in the confines of the climate convention; they are afraid of committing themselves to contributing money that they simply do not have.

The federal government in Czechoslovakia recently adopted an energy policy that includes a minimum reduction of primary energy use by 7%, with a corresponding reduction in emissions. This strategy for the country's energy future is not based on large amounts of funding from the West; rather, it draws upon the existing potential for savings inherent in the Czechoslovak economy. If negotiations over the content of the climate framework convention are bogged down in a debate over semantics, attention will be drawn away from developing countries, who do not have the means to bring about stabilization by themselves.

EC—continued from front page

reduce year 2020 carbon emissions by as much as 58% below 1985 levels. The cost of energy services will rise by 2–12% relative to the least cost case but would still be 13–27% lower than undercurrent trends and plans.

Certainly, the full realization of these least cost or minimum risk outcomes will be difficult, given practical constraints. The full mobilization of unconventional demand-side and supply-side resources is a great challenge for energy policy even before considering opposition from vested interests.

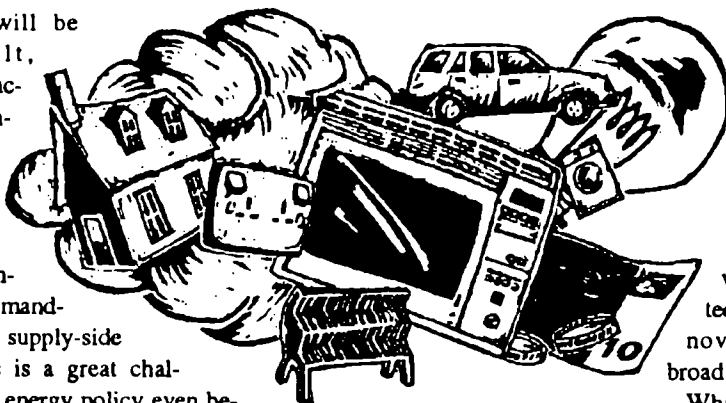
However, major carbon reductions could be achieved in Western Europe even if efficiency and renewables resources were not fully utilized. If only 50% of the EC-5 low carbon resource potentials are mobilized, carbon reductions of 27% can be achieved under a minimum risk approach, and up to 10% under a least cost approach. For a 75% mobilization, carbon emissions can be cut by 43% (minimum risk) and by up to 20% (least cost). In all cases, the cost advantages over business-as-

usual energy strategies are pronounced.

If properly implemented, a carbon reduction strategy will strengthen, not weaken, Western Europe's economic competitiveness. First, industries and consumers will spend less on energy services. Second, less money will flow out of the region to pay for energy imports. Third, programs and policies that promote investments in new efficiency and renewables technologies will stimulate technological innovation on a broad front.

While carbon reductions are robustly advantageous in economic terms, they present major implementation challenges.

Macroeconomic instruments such as carbon or energy taxes are important, but are doomed to be ineffective unless they are accompanied by specific policies and incentive programs to overcome persistent market and institutional barriers. Efficiency standards, fee/rebates programs, energy efficiency extension services, and least cost planning reforms in the utility sector are prerequisites for achieving the goal of climate stabilization.



vote," and a "balanced representation of developed and developing countries," to the first paragraph of Option 1. Canada clarified that the proposed text be placed in brackets. Mexico suggested removing brackets around "independent funding" whereupon Canada suggested creating a funding umbrella where "the financial mechanism may also include other means of multilateral, regional and bilateral cooperation". Brazil, Iran and India opposed.

Functions: China suggested deleting brackets around "preferential and non-commercial" and moving "Pursuant to the operational guidelines and policy direction of the Conference of Parties" to a more prominent position in the chapeau. Iran, Egypt and Mexico intervened to replace the text from Option 1 with the text of Option 3.

Norway, Canada and New Zealand objected to the insertion of "assessed contributions" in this section on the obligations of Parties. Iran and Egypt supported deleting "jointly", Norway, with support from Canada, insisted it remain.

After lunch, Mexico proposed replacing the technology transfer sections in option 1 with those from Options 3. No agreement was reached on this section.

The Co-chair convened an 'open-ended' group of eleven countries to discuss unresolved issues on funding mechanisms.

Insurance: several African countries proposed to include desertification and drought – small island and low-lying countries opposed. The UK, supported by Germany, proposed a new formulation acknowledging the issue, but leaving it open for the Conference to decide details. The Marshall Islands and Santa Lucia insisted on creating another open ended group on this.

Later, at the INC's invitation, Mr Mohamed T El-Ashry, Chairman of the Global Environment Facility (GEF) presented a report to the group on the GEF Participants meeting held in Geneva on February 14th (see page 1).

Watch Out for Informal Informals!

Some of the most intense negotiations of the INC are taking place in closed 'informal informal' meetings. The OECD group has had some particularly hard fought rounds, and what is going on there is likely to have a significant effect on the negotiations as a whole.

Other informal informals covered joint implementation (Saturday) and trade implications. Watch out – no Informal Informal timetable; no comment.

What's so confidential?

Surviving the Rand McNally Test

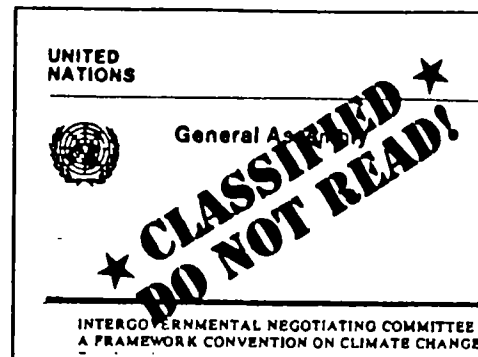
By Liz Barratt-Brown and Scott Hajost

The debate in Working Group II Friday on the treatment of confidential information made us wonder what we had missed in the annex specifying the contents of national reports. We turned to Annex III on reporting and found a request for the following sort of information... a description of population, gross national product, and land area. Well, this information was sure to be found in the latest Rand McNally World Atlas. Other requested information pertained more immediately to the convention... a description of relevant national laws, national research and systematic observation, and efforts to mitigate and adapt to climate change. Hmmn. Not Rand McNally material but certainly fairly basic information and of the type we suspect should be in the public domain. And, then, requirements for inventories of greenhouse gases. Ahhh, maybe the inventories are the source of concern. Yet we've been hard pressed to figure out just how emissions of carbon dioxide and methane would betray national security interests, jeopardize proprietary commercial information or cause economic dislocation – all (thankfully) bracketed text in the section on confidential information. While much more work was remaining to be done in establishing national inventories, work is already underway and much information such as emissions of CO₂ related to use of fossil fuels can be derived from other public sources.

So we turned to US law to see what types of information is considered confidential and how such information is handled. What we found is this: Nowhere in US law are companies (or the federal government for that matter) allowed to keep information on *emissions* released into the environment secret. Information that does receive protection is related to *chemical products*. Consider the 'state-of-the-art' text on confidential information under the Federal Emergency Planning and Community Right-to-Know Act:

- information designated confidential must be submitted to the government (in this case, the Environmental Protection Agency). In other words, it cannot be withheld completely;
- the information can be designated confidential only if it meets the criteria for 'trade secrets';
- information is not a 'trade secret' when it must be made available to the public under any other Federal or State law or to any

other person (not bound by a confidentiality agreement); and information can only be a 'trade secret' if its disclosure is likely to cause substantial harm to the company's competitive position.



The EPA also has the power to determine, either on its own or in response to a citizen petition, that information designated as confidential does not meet the criteria. In order to carry out such reviews, the agency can require supplemental information.

Why, then, had the discussion on confidential information been so hotly debated with even submission of information to the Secretariat questioned? Perhaps other international environmental agreements had extensive confidentiality provisions. We did not find much. Indeed, under the Montreal protocol – which address production and consumption of chemical products – it has been confirmed that data on consumption of controlled substances are not to be confidential.

Reporting requirements will hopefully stimulate national planning and actions to bring down emissions of greenhouse gases and preserve primary forests. Reporting will also be critical in measuring whether or not the convention is meeting its objectives, both in terms of developing further measures to reduce greenhouse gases and in assessing and ensuring compliance. Thus, large 'loopholes', created by broad language on confidentiality and proposals for unilateral decisions to withhold information, could imperil the positive process of planning at the national level, collaboration at the international level, and the ability of the parties – and the public – to know whether signatories are in fact meeting their commitments. Our conclusion? All information designated confidential must meet the 'Rand McNally' test – it should be truly confidential subject to the same similar limitations we have identified above in US law.

Pentagon Plans Ozone Protection

NGOs should play a central role in advising the parties through representation before the implementation bodies. Representatives from the scientific, academic, environmental, industrial and trade communities should be called upon to aid in implementing the convention.

The preamble should be strengthened by references to the importance of reducing greenhouse gas emissions – in particular the need to reduce emissions in high per capita emitting industrialized countries, the multi-sectoral nature of the problem, the critical importance of addressing energy use, including efficiency and renewables, the role of public financial institutions such as the World Bank, the contribution of non-governmental organizations in addressing climate change and the need for increased technology cooperation and financial assistance to developing countries.

Reporting is vital to the success of the convention. Without adequate reporting the work of all the institutional bodies of the convention would be paralyzed. All countries should participate in formulating national plans and reporting on their implementation of these plans.

It is very important that the objective of the convention now recognizes the concept of ecological limits and relates the level and timing of climate protection measures to these limits. This concept is key to effective implementation of the convention and any proposals to weaken the objective should be rejected.

The preparation of Environmental Impact Assessments is extremely important. In conducting assessments, governments should fully consider the climate effects of their actions. Commitments to reduce greenhouse gases other than CO₂ must be an additional obligation.

by Eco Reporter

The US Department of Defense uses vast quantities of ozone-depleting chemicals every year. But now it's making plans to change all that.

The new policy may be made public next week, and directs US military contracting officers to ensure that new military hardware can be manufactured and repaired without using ozone-depleting substances. Thousands of specifications will be rewritten, following the President's decision last week to phase out by 1996 a range of CFCs and other chemicals that cause destruction of the ozone layer.

The policy change will have a marked effect on industry throughout the industrialised world, as US military specs are widely used as the basis for commercial standards in consumer and industrial electronics and firefighting technologies, amongst others.

The US military purchased and used about 4% of the ozone-destroying chemicals manufactured in the USA in 1990, amounting to over 16 million pounds in weight, while being directly and indirectly responsible for over 50% of the world's consumption of CFC-113. About 200 million pounds of this solvent, commonly used to clean flux residues from electronic printed circuit boards, is used annually around the world, according to the US Environmental Protection Agency. This represents 15% of the world's CFC usage.

At present, approaching 10,000 US military specifications call for the use of ozone-depleting chemicals, and about 900 require CFCs, halons and chlorinated solvents.

Progress may be slower than many would like, however. According to the New York Times, General Accounting Office investigators found that the US Navy was replacing CO₂-based fire extinguishers with new ones containing halon, and was replacing old air conditioners with new CFC-based systems, despite less ecologically-damaging, and equally effective alternatives being available.

Abby Spring, WWF, US

Sean Fox, World Resources Institute, US

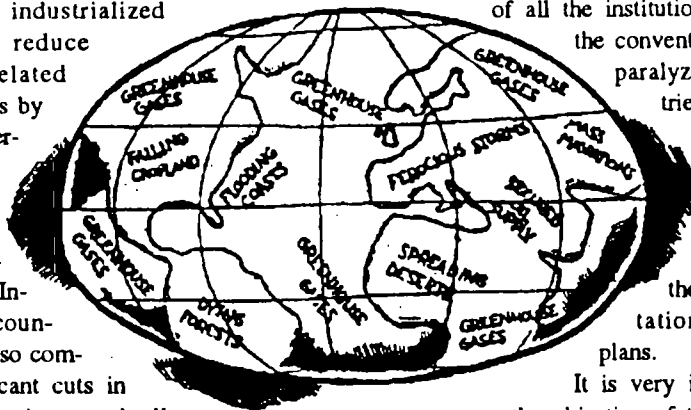
Julie Williams, Woods Hole Research Centre, US

George Vardighese Development Alternatives, India

Jim Tripp, EDF, US

Rubens Born, Brazilian NGO Forum for UNCED, Brazil

Atiq Rahman, Bangladesh Centre for Advanced Studies



New World Order?

CFC Proposals 'Still Too Slow'

by Richard Elen

European Community Environment Ministers, meeting informally in Estoril, Portugal, on Saturday, reached agreement to halt the production and use of CFCs by 1995. The Ministers further agreed to reduce CFC use by at least 85% by the end of 1993. The decision is based on the UK proposal of last December, and includes a range of other ozone-depleting chemicals. It should be confirmed in a month's time.

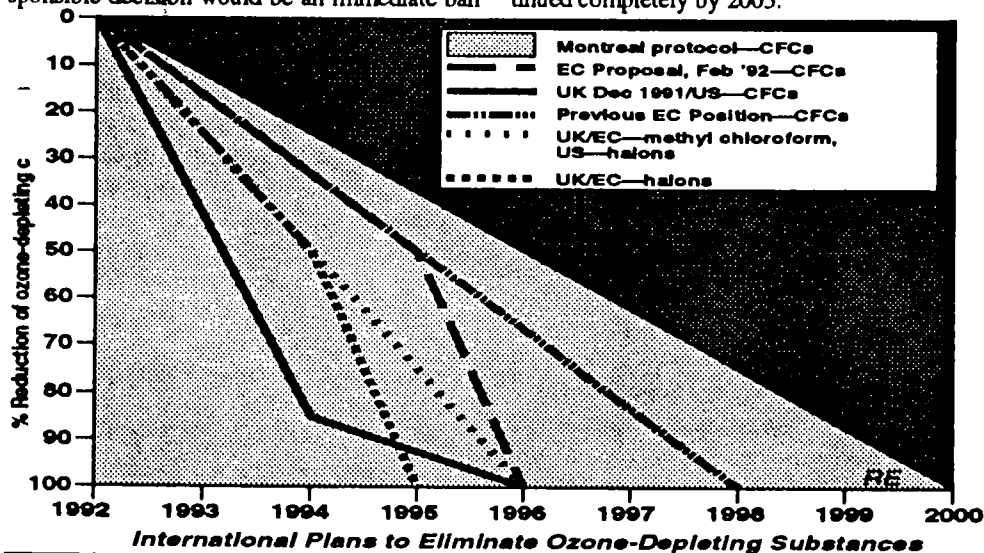
Greenpeace reacted immediately to the decision with a statement from ozone campaigner Tracy Heslop. "The agreement by EC Ministers... is far too slow and fails to match the urgency of the threat the world now faces", she said. "The EC agreement improves on a December 1991 proposal by the UK—made before evidence was available that an ozone hole over Europe could be imminent—but only by two days", she continued.

Greenpeace believes that this proposal is still too slow. "The only environmentally responsible decision would be an immediate ban

on all ozone destroying substances," Heslop concluded. "This is no time for half measures." They called on all countries in the European Community to adopt an immediate ban in advance of the formal Ministers' meeting on March 23rd.

The new EC policy is closely aligned with the announcement by the United States two weeks ago, one curious difference being the fact that the EC decision calls for halons to be phased out a full year in advance of the date set by the US administration. However, neither US, UK or EC proposals currently address the phasing out of methyl bromide or HCFCs.

US environmental groups, in addition to calling for a shorter time-frame for the elimination of CFC's and other ozone-depleting chemicals contained in the US announcement, want methyl bromide to be phased out by the end of this year, while HCFCs with long lifetimes, they say, should be eliminated in new products by the end of the century and discontinued completely by 2005.



GEF Reports... continued from front page, M Ashry, "this model was generally supported by the participants, with the understanding that the primacy of the Conference of the parties to the conventions should be stressed in terms of setting program priorities and eligibility criteria".

Governance: a 'Participants Assembly' will be constituted; it will meet twice a year and endorse a joint work program prepared by the implementing agencies (UNDP, UNEP and the World Bank's Implementation Committee).

Project details and approvals will be left to these implementing agencies. Countries will have to be signatories of agreed Con-

ventions within the scope of GEF to receive GEF funding. The independent Scientific and Technical Advisory Panel (STAP) will keep a central advisory role in strategic planning and early review of projects. Procedures and practises will be established to ensure maximum transparency and accountability and cost effectiveness.

*List of participants to the GEF as of December 3, 1991: Australia, Austria, Belgium, Canada, Denmark, Finland, France, Germany, Italy, Japan, Netherlands, Norway, Spain, Sweden, Switzerland, UK, Brazil, China, Egypt, India, Indonesia, Mexico, Morocco, Pakistan, Turkey.

a letter from
Turtle Bay
To: Maurice Strong, UNCED

Dear Maurice,

I got a very strange phone call yesterday from your old friend Dr Earle in Texas, you know, the chief scientist at the US NOAA (National Oceanic and Atmospheric Administration). She seemed very agitated but managed to tell me that "As private citizen Earle, I will be able to do and say things that are not appropriate for a senior official of the U.S. government". This is most strange. What can she be thinking of? Could she be implying that US government officials can't say what they want on matters of public concern? I think we should be told.

I thought you should know as this might have some kind of bearing on your June party. By the way, how are things going? This lot up here seem to be getting their act together in what they call informal meetings. These sound like good fun—it's about time some of them let their hair down a bit—but I never seem to be able to find out about these parties until its too late. Perhaps they're warming up for your party. I should watch out as they might all be thoroughly intoxicated before they even get down to Rio. Hope you have some good security down there.

Yours,
Donatello

THANKS

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G77 Speaks Its Mind

By Eco Reporter

If there were any doubts on the position of the developing countries on what is needed to resolve the climate problem, these were resolved on Monday by the G77 joint statement read on their behalf by Tariq Osman Hyder.

He started by reminding the conference that these negotiations are about commitments on emissions for the stabilization and reductions of greenhouse gases. "Indeed, the 1972 UN Conference on the Human Environment in Stockholm was in large part held due to the initiative and apprehensions of the developing countries in regard to the world's environment. Unfortunately, the structures that emerged from that process were not adequately supported by the developed countries". Referring to the climate negotiations, Mr Hyder continued: "Commitment and sincerity is needed on all sides." This unfaithfulness on the part of developed countries, however, is still evident as "the developed countries have not clearly stated ... the commitments they are willing to enter into under this proposed Convention.

"To a large extent the developing countries

have put their proposals on the table in terms of treaty language". By entering into these negotiations they demonstrate their preference for a 'no regrets' strategy over a 'wait and see', but they were "extremely dismayed and concerned at the slow rate of progress".

The statement went on to describe how developing countries have already made national commitments to providing a safe and less polluted environment, but that these are dependent on the availability of scarce resources.

According to the G77, the convention has three main elements. First, blame for the global warming problem lies squarely at the feet of industrial nations, and the "developed countries must clearly indicate the commitments ... they are willing to enter into, along with a specific timetable." Secondly, on funding, the first step "is for the OECD countries to signal that the financial resources required to fulfil the Convention" will be available on a predictable basis. Lastly, on the issue of technology transfer, it must be "available in terms which will maximise its use".

● Commentary – page 3

Oh oh, it's OECD

ECO has learned that a draft text on specific commitments to limit greenhouse gas emissions from developed countries may be tabled at the climate negotiations in New York today.

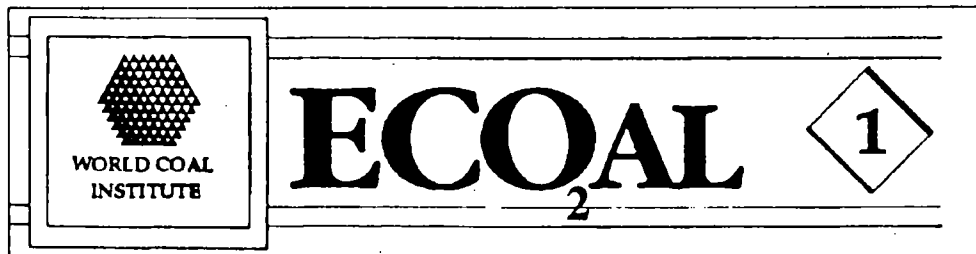
OECD countries have been working on this paper since the beginning of the current round of negotiations last week. The text includes paragraphs on emission limits, on implementation in cooperation with other countries, on offsetting emissions with sinks, and on integrating action on CO₂ with action on other greenhouse gases not covered by the Montreal Protocol.

According to several OECD delegates, the paper's purpose is to encapsulate the existing positions of developed countries on these issues as the basis for subsequent negotiations. Informed NGOs have, however, raised a number of questions about the legal meaning of the formulations in the text.

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Some of you may have been struck by the uncanny resemblance of a newsletter circulating at the INC to our own august publication — right down to the small diamond for the issue in the top right-hand corner. While the question of similarity is obviously now in the hands of our lawyers, Messrs. Sue, Grabbitt and Runne, we would like to point out that we have no connection with this publication, which includes such statements as: "The benefits of increased CO₂ have been ignored and the warming exaggerated." Enough said.

Waiting For The Avalanche

Avalanches usually give initial rumblings before they start rolling. Days of behind-the-scenes talks with a whole range of groups, on a whole range of subjects, have taken place—there are rumblings, but is there movement?

To outward appearances, progress has stalled. Monday was a lost day—unless you count the tentative setting of dates for the final session, and the haggling over the mandate for small groups, as progress.

With but three working days left until the end of this session, delegates are going to have to start to moving, and remove the snow-fence of brackets.

Despite days of probing, the OECD has not yet fired the cannon-shot to start the snow rolling. Have they even loaded the cannon for which the US has probably stolen the shells?

What can we expect from the remaining few days? An avalanche of agreement from the firing of that long-awaited shot, or an uncontrolled slide into disastrous warming?

The winter Olympics are over, time to turn to climate change.

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The morning's Plenary focused on resuming the INC in April. The Secretariat's announcement that the participatory fund required at least \$250,000 for the concluding session was met with monetary commitments from various developed nations. The group then took up a confusing debate over when and where the final meeting will occur. After substantial discussion, a preliminary decision was made that the meeting will start on April 30th and continue until May 4th or 5th. A number of delegates pointed out that more time might be required for the successful completion of the work. Given this concern, the Secretariat was instructed to explore whether facilities were available to extend the meeting longer, possibly until the 8th. The question still remains whether the meeting will occur in New York City or Geneva. The final decision on the location and dates of INC 6 will be made at Friday's plenary. In addition, the G-77 (joined by China) presented their joint statement (*see page one*).

Working Group 1 renewed its discussion of financial resources with delegates adamantly restating their past positions. In particular, China elaborated on the importance of this section while the US pointed out the many areas of disagreement that remain. To the delight of many, Co-Chairman Akao finally asked the US delegation whether it was willing to remove the controversial phrase "on a voluntary basis". Unsurprisingly the US resisted. Shortly after, the entire section on financial resources was referred to an "informal informal" meeting for Monday night.

The rest of the afternoon was spent considering the section dealing with those countries that are highly dependent on the production and/or export of fossil fuels. The introduction of new language resulted in a number of delegates requesting more time to consider the entire paragraph. At the end of the session, the Secretariat announced that text on specific commitments of developing countries should be available on Tuesday. In addition, the OECD has nearly reached the end of its negotiations concerning developed country commitments and is expected to introduce it to WG1 within a day or two.

Progress in **Working Group 2** ground to a complete halt yesterday. Not a bracket was removed nor word of text debated during the entire day. Which text to use seems to be more important to the delegates than the substantive issues. And all the while the clock keeps running.

The well-meaning efforts by Germany and the UK to advance the discussion (on subsidi-

ary bodies for implementation and science, respectively) by presenting alternative text backfired. Other delegations seized on the opportunity to engage in endless discussion of the appropriate basis and manner for further discussion. In particular, the afternoon interventions by Saudi Arabia, India and Iran had the appearance of concerted delaying tactics.

Most of the time remaining to Working Group 2 in the morning was devoted to the question of which text to use as the basis of discussion. The chair, perhaps too patiently, let this run its course, before proposing that a smaller group form to consult, drawing on the Co-Chair's text on the Advisory Committee on Implementation, the Executive Committee and the German proposal treating both. The small group was mandated to consider the two questions of what functions are necessary in these areas and which body would be most appropriate to perform each desired function.

The whole afternoon was spent in excruciating discussion on procedural matters with respect to the Advisory Committee on Science. The debate focused on whether the Co-chair's text or an abbreviated proposal by UK was going to be used as the basis for discussion. The opening salvo was fired by the Indian delegation who objected strongly to the use of the UK draft. The Co-chair however insisted that the decision in the morning's session was to use the UK proposal as the basis for the discussion.

After a long discussion, which the co-chair himself acknowledged as repeating much of the discussion that went on last week, and even in Geneva, he urged the formation of a smaller group, to be chaired by the UK, to "marry" the UK proposal with the Co-Chair's text. At this point, the UK declined, stating that their proposal was an attempt to shorten — not add to — the original text. In one of the more humorous moments of the day, Antigua and Barbuda commented that this working group would have a difficult task in "marrying" the two proposals — such a task would require "a short courtship followed by a quick marriage and consummation, high fertility rate, and short gestation period". ECO wishes the delegates well in their attempt at legal procreation.

Someone Is Winning...

Rumours have been circulating at recent scientific conferences about the money to be made as a greenhouse sceptic. It seems that the additional income from lecture fees and other perks can reach US\$10,000 a month. But you have to live in the United States, have friends in the fossil fuel industry—and a complete lack of scientific credibility. (*Source: Tiempo-4*)

Gilbert Arum on the G77 Joint Statement

When the developing countries put forward their proposals in treaty language during INC 4, the industrialised states must have ignored and dismissed these as being inconsequential. They are wrong!

Developing countries are, as the AOSIS has frequently stated, going to be the first victims. If developing countries had been responsible for the danger of global warming in the first place, they would have been expected to take the first steps in cutting emissions of carbon dioxide.

With no guarantee on new and additional resources separate from, and additional to, existing development aid budgets, few options remain. Funding mechanisms have to take into account the wider global financing systems. First, the current net transfer of resources between developing and developed countries has to be reversed; and second, protectionist trade policies have to be restructured.

In addition to commitments on reductions, industrial countries must: make a specific timetable on which to pursue these commitments; show a willingness to work towards supporting the capacity of the developing countries to address their technology needs; and finally, and perhaps more pertinent to these negotiations, concentrate on first designing the functions before discussing the modalities.

The developed countries cannot claim not to have heard the southern position. There is nothing holding them back this time—unless they are having difficulty focusing on the pervading central issues.

Costing The Earth Summit

As the world prepares for UNCED, criticism is being increasingly heard of some of the cosmetic environmental developments taking place in Rio de Janeiro.

Twenty miles of coastline are being landscaped in readiness, including a cycle path the length of seven beaches. UNCED delegates who have not the time for cycling can still admire the trees newly-planted along key routes from airport to city centre.

To be fair, it should be acknowledged that there have been some benefits for the residents of Rio.

A host of green projects are underway and the 250,000 people living in Rocinha, a particularly visible and impoverished area, have been promised a hospital, 27 creches, two roads and hillside reforestation.

But will this development be sustainable?

Source: *Tiempo-4*, published by IIED, London, and the University of East Anglia, Norwich, UK)

Paying 'No Shift' Energy Policies

by Dr. Jyoti Parikh, Indira Gandhi Institute

The economic ramifications of reducing greenhouse gas emissions are much wider than the 'full incremental costs' being discussed at INC5. Even if 'full incremental costs' as they are being discussed are paid to the developing countries, there are a large amount of other costs, which will go unpaid.

Even if no GHG reductions are immediately expected from developing countries, there will be pressure from many aid agencies to shift their current energy policies. When long term agreements such as the INC are negotiated, a longer perspective is needed. Full 'impact analysis' must be carried out for each developing country.

These costs obviously differ from country to country, but it would especially hurt those developing countries whose main energy source is coal—such as India, China, South Korea and others—whose coal resources have become devalued. Many of them have followed a policy of substituting coal for oil to save foreign exchange. Current discussions on global warming will bring pressure to do the opposite, *ie* save coal rather than oil and thus place added costs on the economy. This shift in conservation policy calls for totally different sectoral approaches. For example, while India is currently trying to conserve oil from the transport sector, fertilizer sector etc., the recent debate will divert their attention from savings in the transport sector to conserving coal from the power sector. While coal costs Rs 350 per ton, oil costs Rs 3,000 per ton.

This diversion of attention from oil to coal and to different sectors will also translate into diversion of efforts, manpower, technology development and so on. Thus, such a shift in energy policy could involve opportunity costs for 'roads not chosen'. This is a complex matter

that the current 'incremental costs' analysis fails to address. A case study for India, carried out by the Indira Gandhi Institute of Development Research (IGIDR) in Bombay, shows that electricity generation accounts for 33% of total direct CO₂ emissions—nearly 70% of the country's electricity is generated from coal. Iron and steel production account for 10%, transport 8% and non-metallic minerals 4.5%. However, to provide a realistic appraisal, additional indirect emissions need to be considered—not only direct emissions at the factory site, but also related activities necessary to carry out that activity. Taking into account the transport required to bring in raw materials, and the energy needed for processing them, carbon emission coefficients for iron and steel may increase by more than 100% and electricity by more than 30%. It is highly doubtful if these indirect emissions will be paid for by 'full incremental costs'.

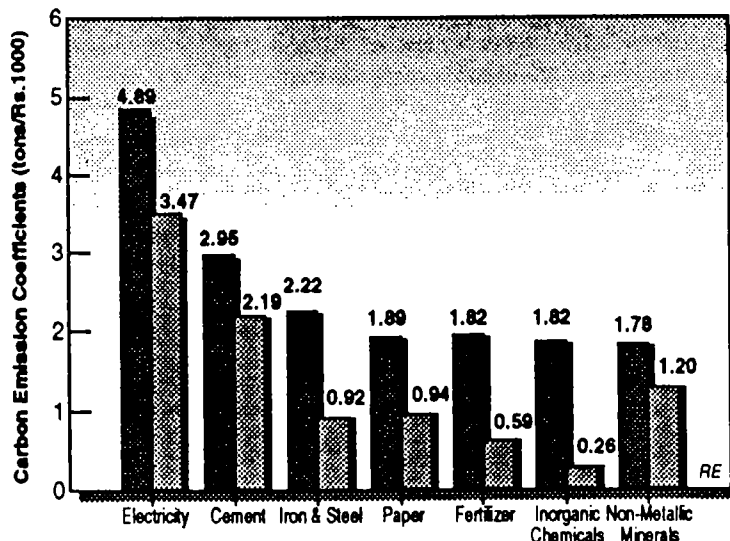
Unfortunately, the Research and Development Section in the Working paper (Annex 1 page 103) does not include any item to cover analysis of impacts on energy systems of developing countries. It is to be hoped that there could be more than vague promises of renewable energy options which still require extensive testing, not just in the laboratory, but also in the prevailing socio-economic conditions. It is to be hoped that efforts for commercialisation would be paid by the developed countries and would be covered under a wider interpretation of 'incremental costs'.

It is further to be hoped that an item to cover a comprehensive impact analysis of energy systems for a wide variety of countries will be included in the R & D section of the INC working Papers, and that a wider interpretation of 'incremental costs' will be taken by the INC.

Carbon Emission Coefficients for India

Direct and Indirect Coefficients by Sectors

■ Direct
■ Direct + Indirect



NGO Analysis on OECD

Legally Binding Commitments

On the principal issue — commitments on emissions — none of the alternatives would require the emission reductions needed to put the world on a path to achieving the objective of the convention. Under no circumstances should industrialized countries be allowed to increase their CO₂ emission above current levels by taking advantage of cooperative implementation, sink enhancement, or integration of action on other greenhouse gases.

The next question is whether any of the formulations in the OECD paper would establish a legally binding commitment to stabilize emissions. The text formally before the INC — paragraph IV.2.1(b) (Alternative A) (Document 15) — plainly says that developed country parties “shall commit themselves” to stabilize CO₂ at 1990 levels by the year 2000.

But the strongest option in the OECD draft would provide only that developed countries must adopt “policies and measures” that “*will have the effect of*”, stabilizing CO₂ at 1990 levels by the year 2000.

Is this the same? Perhaps it is a small point, but we note first the shift from “shall” to “will”. “Shall” is the language of a legally binding command. “Will” is the weaker language of mere prediction. It would not be acceptable simply to allow each party to make its own prediction of what its policies and measures “will” accomplish.

Even if the paragraph read “*shall have the effect of*”, the question remains whether a party will be responsible for actually stabilizing emissions by the deadline. That is, must a party produce *the desired result itself* (stabilization in the first step) or merely implement measures *calculated to achieve* that result.

If it becomes apparent that a party's policies and measures are not ‘on course’ to stabilize emissions by the deadline, must the party revise its policies and add to its measures? Or will it remain in compliance even though it does not actually stabilize emissions? If true legal obligations are intended, why not draft mandatory language such as ‘shall commit to stabilize’ and ‘shall adopt and report on measures and policies to meet such commitments’?

Also, why is language included saying that commitments would be met “in general” by the year 2000 and “taking into account differences in starting points and approaches...”

These questions should make representatives of the OECD countries committed to action quite uncomfortable. They should hold firm and insist on retaining the original lan-

guage of Document 15.

Joint Implementation

Paragraph 2 begins by providing that cooperative arrangements may be made among countries subject to “quantitative commitments” under paragraph 1. The most explosive issue here is the status of central European countries and the Commonwealth of Independent States.

Under the draft language developed countries that are not ‘economies in transition’ are allowed to implement commitments cooperatively subject only to notification of the Conference of the Parties. Arrangements involving Article IV.3.4 countries (“countries with economies in transition”) would require approval from and reporting to the Conference of the Parties. And arrangements involving “other” parties (developing countries) could go forward only under “criteria to be agreed by the Conference of the Parties”.

But can a central European country decide to define itself as a “normal” industrialized country? Under this paragraph, could a central European country sign up to a stabilization commitment that they will achieve in any case because their emissions are *falling* and then enter a cooperative arrangement with an OECD country. The credit for emission reductions in the central European country would then allow the industrial country's emissions to *keep rising*! Net global emissions would then *rise* compared to what they would have been without cooperative implementation.

To prevent such a scenario the baseline for these countries cannot ignore their declining emissions trend, granting windfall credits to OECD countries. We understand this is the intent of OECD delegations.

There are other questions: should cooperative arrangements among developed countries be free from scrutiny by the Conference of the Parties? Does the OECD group intend that cooperative arrangements involving developing countries require agreement by the Conference of the Parties? If not, why should cooperative implementation arrangements involving developing countries receive less scrutiny than those involving countries with economies in transition?

a letter from
Turtle Bay
To: Maurice Strong, UNCED

Dear Maurice,

As far as I can tell nothing happened today at the INC.

Yours, Donatello

NGO PROFILE

Fundación Pro-Sierra Nevada de Santa Marta (FPSN) – Colombia

The Sierra Nevada de Santa Marta is an isolated mountain in the north of Colombia. It emerges from sea level to 19,000 feet, making it the highest mountain in the world near the sea. The mountain has unique flora and fauna and is currently inhabited by 25,000 Indians of three different tribes (Kogi, Arhuaco and Wiwa), and 150,000 peasants.

The Fundación Pro-Sierra Nevada de Santa Marta (FPSN), created in 1986, is working towards the conservation of the tropical rain forest in the Sierra, 80% of which has disappeared. FPSN activities include the creation of Community Attention Centres in each of the three flanks that form the Sierra, where social and biological research is developed to encourage sustainable development in the area. During the last year a Biodiversity Program has been initiated, and in spring 1992 a two-year series of workshops is going to start, with the inhabitants of the Sierra, to develop a Strategy for the Conservation of the rain forest.

Contact: Rosario Ortiz Quijano. Departamento de Biodiversidad. Fundación Pro-Sierra Nevada de Santa Marta. Calle 74 # 2-86. Piso 2. Bogotá, Colombia.

THANKS

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Canada Reaffirms GHG Targets

by Eco Reporter

A new report presented to the Canadian Parliament on Monday calls for Canada to "take every step to become a world leader in the implementation of effective measures at home which would reduce GHG emissions".

The Chairman of the Canadian Standing Committee on Energy, Mines and Resources, Al Johnson, tabled the unanimous Report in the House of Commons.

The Committee's report recommends that the Government's position at UNCED must take into account the Canadian economy's high degree of energy intensity and reliance on international trade. "It is vital that the Canadian response bears in mind the significant contribution that the energy and mineral industries make to the domestic economy," said Johnson. The report also calls on the Canadian government to include environmental and other NGO representatives in its UNCED delegation.

Because of each country's differing circumstances, the Committee calls for the Government to instruct the Canadian delegation at UNCED to urge the adoption of a flexible global strategy. In addition to commitment on viable domestic action regarding greenhouse gas emissions, Canada should also pledge to support actions in other countries where such actions would be more effective. "It is generally recognised that the transfer of more efficient energy technologies to certain high polluting countries could help generate significantly greater global environmental benefit for the same investment made at home".

The Committee calls for the Government to "reconfirm its domestic commitment on GHG stabilisation" and to seek a global reduction of 20%. Efforts toward reducing emissions in other countries are essential, in the view of

the Committee.

The report commended the position taken by the Canadian delegation at the Climate Talks, and stated that "the domestic implementation strategy for GHG emissions reduction... needs to be comprehensive in nature, encompassing all forms of greenhouse gases (not just CO₂), and all carbon sinks."

The Committee made several recommendations to the House, including that:

- "at UNCED, the federal government reconfirm its stated commitment to stabilise GHG emissions not controlled by the Montreal protocol, at 1990 levels by the year 2000, and that it also seek a global commitment to a reduction of total global, anthropogenic GHG emissions by 20% from 1990 levels by the year 2005, to be achieved by co-ordinated global efforts";
- "to help meet any commitments reached as part of a global climate change convention, and mindful of the need to enhance the competitiveness of the Canadian energy and mineral sectors, the federal government instruct the Canadian UNCED delegation to support proposals to facilitate Canada taking global action such as contributing, financially and through technology transfer, to emissions reduction efforts in other countries";
- "the Government ensure that the Canadian delegation to the 4th Preparatory Conference in New York of UNCED include senior representatives of the Departments of Environment; Energy, Mines and Resources; Finance; and Industry, Science and Technology along with key representatives from interested non-government organisations, particularly from the energy, mining and environmental sectors."

California's CO₂ Goal

California is in the process of deciding whether to adopt a state-wide CO₂ reduction target. Last October, Governor Pete Wilson charged the California Energy Commission to hold hearings on the subject.

On January 15, the Commission held an informal staff workshop, followed by a public hearing on Feb. 18 in Sacramento and another on Feb. 20 in Los Angeles.

At the Sacramento hearing, the Commission's staff released a summary of their recommendations:

- A 10% CO₂ reduction from 1988 levels by 1998, with a 1% annual reduction thereafter, "equal to a goal of 20% (sic) reduction by the year 2010."
- The reduction goal should have separate goals for each sector, established within two years.
- Reduction goal should focus only on CO₂ at this time, because of difficulties in inventorying other greenhouse gases by source. Reduction goals for other GHGs

Continued on back page, column 2

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These past seven days, it appears that delegates have been looking through the wrong end of a telescope. They have only been asking how their own countries can live with a climate convention, rather than taking a global view.

To be fair, delegates find themselves in a bind. Governments are asking them to reach a collective decision on a climate treaty, but they have sent them to New York with rigid negotiating instructions that require them to give no ground. Governments must decide what they want – a meaningful treaty or a never-ending debate on perceived national interests.

There are just twelve hours left, and these negotiations have stagnated. The delegates should be striving to arrive at solid commitments, since their role is to defend their people's well-being. But what happens? Developed countries seem fixated on the narrow economic concerns of particular industries; developing nations understandably concentrate on their short-term development needs. What gets obscured is humanity's need for a long-term sustainable environment, now jeopardized by ever-rising greenhouse gas emissions.

Global warming, the 'only common problem of humanity,' is not inspiring a joint effort. Delegates, trapped in considerations about what their countries could lose, and trying to minimize their commitments, are forgetting the Convention's objective: 'stabilization of greenhouse gas concentrations in the atmosphere at a level which would prevent dangerous anthropogenic interference with climate.'

It is time for delegates to turn the telescope around and take a more farsighted view of the problem.

Working Group I opened with an announcement by the co-chair that the day's agenda would be devoted to Section II (Principles), postponing discussion on commitments until the following day, when various streamlined texts would be available.

Nearly two hours were devoted to discussing – as the delegate from India phrased it – "the principle of including principles." The session began with statements by several developed countries to the effect that they did not feel that Section II was necessary. The UK delegation, for example, stated that while they would discuss the specific language in the session, they were opposed to the notion of the section. Criticism by delegates centered around the argument that the section was redundant, and that it needlessly repeated elements included elsewhere in the text, working against delegates' desires to consolidate the document.

However, Ghana responded by saying that "the principles are dear to the developing countries." In addition, China, along with several other developing country delegations, felt that the principles provided a "compass" that would guide the remaining articles. A movement was made to hold an informal meeting, during which a redesigned text would be presented, consolidating those elements of the section seen as redundant into similar material in the preamble and other parts of the text.

The discussion then moved on to specific articles in the section, with debate springing up once again over the inclusion of the phrase "countries with economies in transition." The working group departed for lunch with 11 delegates asking for the floor and having agreed definitely upon only one item – deleting a single word from the text.

The working group meeting resumed with a brief rundown of the streamlined texts currently being drafted in informal meetings and a listing of the leaders of those groups. Discussion then continued on specific principles, while the entire text remained in brackets.

Working Group 2 spent the entire day on Annex III (reporting). No conclusive reports were received from the informal working groups and several additional groups were established.

Reflecting rising panic that negotiating time is running out, the Working Group entertained proposals to cut the annex text back to the bare bones. The US opened the discussion by proposing to pare down the text of par. 1(a) to a minimum, making only a reference to "relevant national circumstances relating to climate change". This idea was adopted by the group with an additional proposal made by Malaysia to include in the report "any particu-

lar difficulties faced by them".

The UK made another proposal to pare down the text of pars. 1(c) and (e) just to include national and regional strategies to mitigate and adapt to climate change, including measures in fulfilment of convention obligations. This did not sit well with other delegations, who insisted other important items like financial commitments, emissions reductions, technology transfer and other specific items be included in the reporting requirements.

The UK proposal to pare down the text to bare minimum might facilitate the process of negotiation. However, there is a real danger of cutting out important references to specific reporting items, like reductions in CO₂ emissions. These need to be clearly spelled out in the reporting requirements, and should not be left to the discretion of the reporting parties. Vagueness here will make it difficult to judge whether a report is sufficient and complete.

There was also discussion on Pars. (d) and (f), regarding projections of greenhouse gas emissions over a twenty year period, and trends in GHG emissions. Some delegations contended that this was a matter too technical for developing countries to comply with, while others believed that this is where the financial assistance from the developed countries could be useful. The Danish delegation was appointed to chair an informal group that would try to reconcile these positions.

Working Group 2 is now in a time bind. It never even began discussions on even the first item on the proposed program of work for the day. With only two working days left, major outstanding issues remain to be reached. These include settlement of disputes, the subsidiary bodies (on implementation, science and the executive committee), final clauses and the growing number of reports from the various small groups. Perhaps the delegates feel comfortable returning to their capitals each with their own set of 'mental brackets' around the text.

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n the JS' Own Backyard

by Victoria Dompka

As the US Presidential campaign gathers pace, candidates will be speaking in states which may look considerably different if global warming is not halted. The US' own backyard is not immune from a changing climate.

US ecosystems most at threat from rapid climatic change include coastal wetlands (East coast); Arctic marine and tundra (Alaska); coral reefs and mangroves (Florida, Hawaii, Texas, Puerto Rico); and boreal and temperate forests throughout the western and northern US, where up to 40% loss could be expected east of the Rocky Mountains.

At risk are one quarter of all (45) US-based Man and the Biosphere reserves, and national protected areas in California, Florida, North Carolina, Tennessee, Massachusetts, Washington and Wyoming.

In California, temperature and precipitation fluctuations threaten the ancient redwood forests, along with the rare and endangered species which live there. The Florida Everglades National Park, US's largest and most biologi-

cally rich wetland, is in danger from sea level rise. Olympic National Park, Washington, one of the largest forest landscapes containing the only remaining US rain forests, is particularly vulnerable to climate change. Yellowstone National Park in Wyoming, the centerpiece of all American parks, stands to be permanently altered if global warming proceeds on course.

In the mountainous region of Great Basin National Park, scientists say a 3°C temperature rise (the IPCC prediction for the next 100 years) would result in loss of nearly half of the mammal and resident bird species there, and a quarter of the butterfly species.

Numerous other species show signs of pending impact over the short and long term. A study of all 14,000 native plant species in the US shows that if the earth warms 3°C, climate conditions will be unsuitable for the survival of about one-fifth of them. For those already endangered or threatened, the figure rises to three-quarters at risk.

Victoria Dompka is Campaigns officer with WWF International.

Biodiversity: A Power To Be Used

by Agus P Sari

Developing countries have been pressurised in the Biodiversity Convention into commitments to preserve the biodiversity of ecosystems in their place, for the sake of 'global interest'.

Can a convention on biodiversity be effective if the climate convention is weak? The answer is probably no.

Firstly, Environmental problems must be addressed in an integral way. The consequences facing the Biodiversity convention must be taken into account in the climate convention.

Secondly, A strong biodiversity convention is worthless without a strong convention on climate change. The WWF report released last week emphasises this point.

Thirdly, the issue of equity and fairness must be raised while talking about both issues.

In biodiversity, suddenly the developing countries have the major role, while in climate change, the industrialized countries have it.

On biodiversity, developing countries have a strong bargaining power they can play off against the industrialized countries to have a commitment in the climate change convention. Developing countries should not announce any commitment in the biodiversity convention unless there is a strong commitment from industrialized countries in the climate change convention.

Agus P Sari is Regional Coordinator of the Climate Action Network—Southeast Asia, and Coordinator of the Working Group on Energy and Climate in WALHI: Indonesian Forum for Environment/ Friends of the Earth Indonesia.

Watchdogs on the Convention

By Liz Barratt-Brown, NRDC attorney

As Working Group 2 discusses reporting, I was haunted by the conclusions of two recent studies on the implementation of environmental agreements; one by the Secretary General of UNCED in preparation for the 'Prepcoms'; the other by the US General Accounting Office for the US Congress. Both reports come to remarkably similar conclusions:

- Most environmental agreements rely heavily on reporting and review to bring about compliance. While dispute resolution provisions may provide some incentive to prevent or minimize disputes, they have seldom been invoked. Most often, it is the 'mutual supervision' of parties, and provision of technical and financial assistance, that has had an impact on implementation.
- Despite reporting and review being the compliance mechanism of choice—such as for CITES and the Montreal Protocol, they suffer from inadequate reporting, ineffective review, and thin staffing at the secretariat level. The average secretariat employs less than a dozen professional and clerical staff;
- The International Labor Organization (ILO), human rights regimes, and IAEA safeguards procedures, employ far more rigorous systems for reporting and review including independent "on the ground"

fact-finding. In the ILO, parties are initially offered technical and financial assistance in meeting their obligations, then, if non-compliance persists, cases are referred to the full governing body for action;

- Finally, in the ILO, the human rights regimes, and under CITES, NGOs are well integrated in the review processes, receiving reports and aiding in compliance review (indeed, they have been voting members of the ILO's governance body since 1919). In other words, NGOs have been treated as a valuable resource in making agreements effective.

The figures on compliance with reporting requirements alone are telling. The UNCED paper reports that in the ILO, 88% of the national reports due over the past five years have been submitted. By contrast, under CITES, only 38% of the industrialized countries, and 19% of developing countries, reported in 1989; and under the MARPOL convention, only 30% of the reports required were submitted. Even under the enormously popular Montreal Protocol, only 80% of required baselines were submitted, with many gaps in information.

Determining compliance requires more than simply receiving and distributing reports. It requires; a strong secretariat that can initially review reports and ask for supplemental information; a respected and unpolitical review

process that meets regularly and conducts fact-finding missions; along with the active participation of NGOs. In the ILO, human rights area, and recently in the EC, NGOs have brought cases of non-compliance to the attention of the reviewing bodies far more frequently than parties, who are hesitant to lodge complaints

The success of the climate convention will not be measured solely by commitments, but by meaningful provisions for reporting, review, technical and financial assistance, and adoption of future obligations. Procedures set in motion in Rio must allow for a dynamic agreement in which all affected participants—developed and developing countries, NGOs and the public—are given the opportunity to stem climate change. The lessons told by the UNCED and GAO reports shouldn't be lost in the fray as delegates work hastily to produce agreement by Thursday's deadline.

Markets and Joint Efforts

By Cecilia Fortes - IEP

In these negotiations some countries see a potential future for joint implementation mechanisms led by market forces. This raises questions about what type of proposals for sustainable development will emerge from UNCED 92. Joint implementation as currently discussed will work through a market economy where environmental goods are priced according to availability. This idea negates the possibility of creating new ways of global and environmentally safe behaviour. Joint implementation is based on thinking which assumes that the environmental crisis can be dealt with by tinkering. It attempts to give more time to the present development system, which is not sustainable, as the problem of global warming shows.

We should bear in mind that market based mechanisms are very powerful, often in a way which is out of government control. Another point is that it doesn't matter whether we have the most sophisticated market tools to fight global warming; the real problem of climate change is in the patterns of over-consumption in some countries. If we really want to work on the causes of climate problems, we will need to change those patterns.

In developing countries there are many examples in energy consumption sectors (transportation and electric power) where the use of market mechanisms mean that the environmental costs and social aspects are not considered priorities. The "joint effort" to solve global warming could in fact result in environmental,

social and economic damage and do little to solve the root cause of the problem: for example large portions of farmland might be transformed into forest because developed countries will have the power to decide which projects they choose to support.

These are questions where the logic of the market economy has as yet provided no solutions: neither for the countries of the South nor for the future of the planet.

California plans cuts, continued from page 1
"should be established at a later time."

- "Trading between sources of carbon dioxide is viewed by staff as a good option for reducing total carbon dioxide emissions because it introduces flexibility in meeting the overall state goal. Without quantitative goals for each gas, however, trading between carbon dioxide and other non-carbon dioxide greenhouse gases is not possible."
- Establishing carbon sinks, with tree planting, as a way to offset CO₂ emissions.

At the Los Angeles hearing, Los Angeles Department of Water and Power and Southern California Edison (SCE), who voluntarily set reduction targets last May, said they would not oppose a voluntary goal, but did object to the state setting the target.

These developments provide further evidence of the distance between Federal and state policies throughout the US. Chris Caldwell of the NRDC in San Francisco described the proposals as "fairly ambitious".

a letter from
Turtle Bay
To: Maurice Strong, UNCED

Dear Maurice

Things are really hotting up here at the INC. I spent most of today in WG1, and was able to be present at the momentous occasion when they actually deleted a word from the text. It was almost as exciting at WG2, where the delegates came close to making a start on the agenda for the day, but unfortunately 6pm arrived and they hadn't quite got there.

I also came across M Christophe Bourillon, the editor of 'Ecoal' - you know, the humor magazine that's been floating around up here. He claimed to be much relieved, as someone had just told him the law firm of Sue, Grabbitt and Runne was as fictitious as the contents of his publication. The thing is, ten minutes later I ran into old Mr Grabbitt, who was looking for the chap to serve a subpoena.

By the way, could you help - there seems to be some kind of dispute going on here. I hope I've got this right, it appears that UNDP doesn't recognize the existence of UNEP as an 'authorized implementing agency.' It's all very confusing - I always thought the UN was supposed to be about friendship and co-operation. Perhaps you could use your influence to sort this out.

Isn't life strange!

Yours, Donatello

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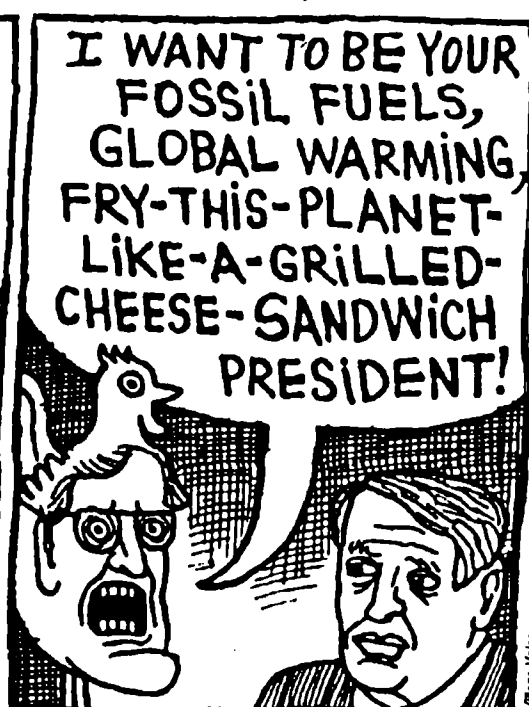


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EC Statement Maintains Position

The following statement was presented by the Portuguese delegation yesterday, following the presentation of the OECD position regarding special commitments on CO₂ and GHG reduction for developed countries.

"Mr. Chairman,

"On behalf of the European Community and its Member States, I would like to thank the distinguished Swedish delegate to bring this text forward.

"Confronted with the daunting task to compress over four pages of text, he has arrived at a much shorter and streamlined formulation which reflects accurately the positions of the different OECD countries, without however attempting to resolve them.

"We recognize that this represents a progress towards a clarification of the situation, but we regret that the positions reflected in the document are as far apart as is

the case. We find it particularly regrettable that not even the very general texts agreed in Noordwijk, Bergen, the Second World Climate Conference, and the last OECD Ministerial Conference can be found without brackets in the present document.

"On behalf of the European Community and its Member States, I find it very important to stress that the Community position on specific Commitments, as expressed in our interventions at the previous INC Sessions, remains the same and is reflected in the document."

Giovanna Melandri, of Lega per l'Ambiente, Italy, comments: It is extremely important that the EC does not slide from its previously-expressed positions, and that it stands firm by the Luxembourg Ministerial Declaration of last November. This, in fact, seems to be the main conclusion of the informal Council held last weekend in Estoril, as far as the climate nego-

tations are concerned. While the statement presented yesterday at the INC reaffirms this position, it is also important to note here that the EC is pointing out the gap between existing language adopted by Ministers and their willingness to translate it into legal terms. Obviously Ministerial declarations do not have much priority!



The EC—still where it was...

EC Drafts Monitoring Measures

by Susan Subak

The European Community is moving through the task of drafting mechanisms aimed at ensuring compliance with the Community's commitment to stabilize CO₂ emissions by the year 2000 at 1990 levels. Oblivious to the hedging, bracketing, and meanderings of Working Group Two, the EC's DGXI has produced draft text that is sketchy in parts but includes key items that require member states to submit national plans which, taken together, are to ensure the Community will meet its stabilization target, and for review of national programs by a consultative committee.

As outlined in the draft articles, the reports of the consultative body (which is to be made up of experts from the Member States), are to

become available to the public.

The Commission also has the responsibility to publish, on an annual basis, the Member States' reports of CO₂ emissions of the previous year. The draft articles lack specifics about what the national programs must include, but outline a number of possibilities: legal, regulatory, and administrative provisions; economic instruments; infrastructural programs; voluntary agreements; information and training actions.

According to the draft text, the Member States must submit the national programs one year after the agreement comes into force. After review, the Commission can require Member States to make additional efforts to meet the stabilization target.

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One message came out loud and clear from Working group one yesterday; the OECD must get its act together. The US needs a new script; they must join the cast or continue to wait in the wings.

We know that the extended Bureau, representing 25 countries, met behind closed doors last night, to discuss where the negotiations are, in these the most critical round of discussions.

Their agenda should have included how to approach the impasse within the OECD. Nothing is going to happen without this influential group as a whole making its position clear. This is apparent to the governments of the OECD nations—the political strength of the group cannot afford to falter on this issue. The US is the only members of this alliance unwilling to move.

The G77 have clearly indicated that they are waiting for the OECD to clarify its position—indeed, the whole conference is waiting. Towards the end of the last week of INC5 we still do not know what the OECD governments are willing to put on the table. The conference is still not sure what it is negotiating with—and it looks like the US wants to keep it that way.

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On Wednesday, Working Group 1 turned to the long-awaited discussion of specific commitments in industrialized countries. The OECD language, which had been the focus of intense negotiations since the beginning of INC 5, was met with skepticism by many developing countries. A focal point of criticism was the inclusion of "cooperative arrangements" and a perceived lack of concrete commitments. Representing the mood of the morning, the Argentine delegate expressed "deep disappointment" in the text and stated that in this paper "there is no position on the part of the developed countries." He continued, "we are no closer to getting any change in lifestyle which would result from reductions of greenhouse gas emission in developed countries." The Indian delegate asserted that the OECD language does not contain binding legal commitments. In response, numerous developed countries disputed these allegations and vigorously reaffirmed their commitment to stabilization of CO₂ at 1990 levels by 2000.

Early in the discussion, the Marshall Islands called for a strengthened text which would commit developed countries to stabilize their carbon dioxide emission at 1990 levels by 1995 and thereafter to progressively reduce them. They argued such action "is essential for our survival." This sentiment was echoed by other AOSIS nations.

Saudi Arabia and Kuwait attempted to weaken the OECD text by requesting the deletion of the word quantitative. In particular, Germany expressed shock at this request, arguing that reductions should be taken as soon as possible on all greenhouse gases, and reiterated its national commitment to a 25-30% carbon dioxide reduction by the year 2000.

Unfortunately, the session ended with even more brackets than in the original text. All the various proposed language changes will be compiled and distributed to the delegates, rather than trying to integrate the various suggestions into the text.

The afternoon session addressed general commitments. No observable progress was made. In more than three hours of interventions, only a single bracket was removed.

Commentary With one working day left in INC 5, it seems apparent that most countries have resigned themselves to no major progress now. Before the next meeting, we urge delegates to reassess both their substantive positions and negotiating tactics. Without an observable shift by all sides, the chances for a strong convention will slip through our collective fingers.

The peoples of the world deserve better.

Working Group 2 spent the morning sorting out whether the co-chair's text on the "resolution of questions of interpretation and implementation" and on "settlement of disputed items" were alternatives to each other or separate items. Ultimately, delegates agreed these provisions were indeed separate items. Austria, a vocal proponent of a strong and effective convention, intervened to stress that there should be a link between these provisions and any standing body on implementation. New Zealand presented a proposal consolidating options in the text on dispute settlement. This proposal plus the co-chairs text was referred to an informal working group for consideration. France asked that language on dispute settlement from the last round of biodiversity convention negotiations also be considered.

The afternoon brought surprisingly rapid consideration of language on amendments, protocols, amendments to annexes, and final clauses. Delegates added bracketed text to allow adoption of amendments and protocols at extraordinary meetings. The discussion on amendments to annexes did not result in any decisions but raised questions about whether the content of annexes should be limited to procedural, scientific, technical and administrative matters.

Not surprisingly, decisions on voting formulas were deferred to resolution of WG 1 text on commitments. As anticipated, entry into force dominated discussion on final clauses with a chorus of island states and Senegal voicing support for the Vienna Convention's "twenty party" provision. This naturally brought on an intervention by Saudi Arabia that a range of sixty to eighty parties would be more appropriate. Co-chair Van Lierop thought he'd found an opportunity for eliminating eighty but alas that was to evaporate on hot Saudi sands. Delegates will find themselves in a bit of a dilemma if they attempt to include requirements for percentages of CO₂ or GHGs more generally—what sort of inventories will exist upon which to calculate percentages?

The pace came to a halt when delegates turned to consideration of a proposal by the informal working group on the Advisory Committee on Science. Brazil raised time weary concerns about the relation of the IPCC to the Conference of the Parties.

Saudi Arabia then attempted to intervene, leading to a tense exchange between the co-chair and the Saudi delegate about his right to speak. ECO learned that time-out signs were universal symbols and not the exclusive domain of the sports field.

There are high expectations for tomorrow's

Comments, Equity and Mechanisms

The following represents the broad viewpoints of the environmental NGOs attending INC 5.

Economic relationships between industrialized countries and developing countries are currently shaped by trade, aid and lending systems that, in most cases, favor the industrialized countries. Many industrialized countries impede imports of food, textile and other products from developing countries. Bi-lateral and multilateral assistance often results in construction of projects preferred by the North that do not promote long-term, sustainable development that benefits all tiers of affected communities.

The current stage of negotiations for a climate convention reflect these relationships. The primary responsibility for reducing CO₂ and other greenhouse gases (GHGs) must rest with the industrialized countries since they have historically been the largest emitters of CO₂ and they continue to be responsible for more than half of those emissions even though they are home to only one-fifth of the world's population.

Yet, in the OECD draft statement, the OECD countries are talking in terms of stabilization of CO₂ emissions, not the deep reductions that are needed to protect the earth, and even the OECD concept of stabilization is not clearly defined. In fact, what is needed is commitments by the OECD countries to reduce their CO₂ emissions 20% by 2000 and by more than 60% by 2025 in order to halt the warming trend so as to avoid major harm to ecosystems and societies.

At the same time, this draft makes reference to "cooperative arrangements" under which industrialized countries could partially satisfy a stabilization commitment by investing in certain kinds of projects in developing coun-

tries. This suggests that the OECD countries believe that developing countries have a primary role for helping OECD countries satisfy such a weak commitment. We oppose any such transfer of responsibility from North to South for limiting GHG emissions in this context. We therefore oppose "cooperative arrangements" described in the OECD draft text at this stage. Finally, we must recognize that climate issues are closely tied on the ecological, political and social level to other environmental problems, such as the loss of biodiversity. Without serious commitments by the industrialized countries to reduce GHG emissions, other efforts and commitments that require cooperation of developing countries will be undermined. We are also concerned that any projects that may result from "cooperative arrangements" may be the same kinds of projects that are all too often imposed on developing countries. Many of these projects do not contribute to sustainable development and increase the debt of developing countries.

This is in part due to the fact that local, affected communities in developing countries usually have no voice in the shape of these projects, the kinds of technologies employed and environmental and socio-economic reviews.

The OECD text and other relevant parts of the draft negotiating text does not address this issue at all about what kinds of projects and technologies are appropriate and what kind of participation by non-government groups will be required.

Thus, we fear that these cooperative arrangements could end up in the net transfer of resources from South to North typical of much financial assistance in the past.

To achieve necessary global reduction targets, innovative mechanisms designed to facili-

tate transfer of GHG-reducing technologies, will have to be developed provided two basic conditions are met: 1) that the OECD countries assume primary responsibility for reducing GHG emissions, and 2) that the flow of resources will clearly be from North to South, and not the other way around. For condition 1) to be met, the OECD countries will have to commit themselves to steady and deep reductions, described above. Acceptance of such commitments will drive industries in the OECD countries to develop rapidly technologies that are much more energy efficient and clean than is now the case, technologies that may be more relevant to sustainable development in developing countries than many technologies are today.

Once OECD countries commit themselves to measures that achieve significant reductions in GHG emissions and develop GHG reducing technologies, developing countries could have increasing interests in these technologies. At the same time, developing countries will develop innovative technologies in response to convention commitments that the industrialized countries would want to use.

Mechanisms that could facilitate these transfers with appropriate safeguards should be developed and clearly incorporated into the convention. Full environmental and socio-economic assessments are critical. Assurance should be given that projects in developing countries resulting from this kind of "cooperation" are truly useful. Cultural diversity must be respected and these projects should not only limit GHGs, but also contribute to sound development. At that stage, and according to the criteria described above, a limited number of pilot projects to test how innovative mechanisms could function in reality could be considered.

discussions. Informal working groups are expected to report back on implementation functions, financial mechanisms, insurance, the reporting article and annex, resolution of questions and dispute settlement, and a paragraph on the Conference of Parties. Additionally, the group will need to consider language on scientific cooperation and definitions. And, of course, there is the outstanding text on the Advisory Committee on Science... We wish the delegates well in recapturing the pace of the early afternoon.

Commentary A certain time warp fell over WG 2 when it turned to text regarding future modifications of the convention. A great deal of attention has been paid in the past few years to innovative mechanisms for modifying inter-

national agreements.

Yet WG II is proceeding in the traditional convention/protocol/annex mode and missing an opportunity for new thinking. Delegates should consider narrowing the scope of requirements for formal ratification and entry into force procedures and allow the Conference of the Parties more flexibility to respond to scientific, economic and social developments. Short of entrusting this sort of flexibility to the CP, delegates should consider adjustments procedures similar to the Montreal Protocol's article 2.9.

We hope that the more visionary Declaration of the Hague calling for new institutional capabilities will serve to re-inspire delegates when they return to New York in April.



St George, of the UK Delegation, tackles bracket

INC: Watch out for GATTzilla

by Donald Goldberg

The GATT has shown itself to be singularly unsympathetic to global environmental concerns, so it is important that it is not allowed to take precedence over a Climate Convention.

Principles 6 and 7 and commitment IV.1(k), of the Consolidated Working Document, by requiring consistency with GATT could limit options for future strategies to reduce greenhouse gas emissions by:

- barring restrictions on the import and export of natural resources, including fossil fuels and timber.
- prohibiting restrictions on imports to Parties, and exports to non-Parties, of greenhouse destructive technologies.
- calling into question 'subsidies' to developing countries of preferential or non-commercial transfer of environmentally sound technologies or financial assistance.
- denying the use of trade incentives or sanctions to encourage compliance with the convention, particularly by non-Parties (experience with the Montreal Protocol shows that these are critical for implementing compliance).

In short, they open to challenge virtually every meaningful action that might be taken to implement an effective climate agreement.

Generally, GATT prohibits all non-tariff barriers that discriminate between nations or

give advantages to domestic producers. On the whole: GATT has shown itself to be hostile to environmental concerns.

Recently a GATT panel took an unduly narrow view of the range of trade actions for environmental protection that are permitted under GATT. Disapproving of import curbs imposed by the US on tuna caught without adequate protection for dolphins, it ruled that GATT does not permit states, acting unilaterally, to use trade restrictions to protect resources outside their borders. While it has yet to be adopted by the GATT Council, the decision raises disturbing questions as to the types of actions that states may take to protect the environment without running afoul of GATT. A subsequent report by the GATT Trade and Environment Committee suggests the panel's conclusions should be extended to multilateral agreements, leaving the status of trade provisions in the Montreal Protocol uncertain.

Because many prospective Parties to the convention are also GATT contracting parties, prospects look poor for using trade restrictions to advance a response to global warming, except for a simple international legal principle. When two international agreements conflict, the one that is later in time has priority for states that are party to both. Thus, new obligations arising under a climate agreement would take precedence over earlier obligations Parties

may have under GATT.

These principles will not operate, however, if the convention agrees in advance not to do anything that might conflict with GATT. Fortunately, as it stands, the convention says exactly that. Principle 6, in the Consolidated Working Document, prohibits countries from imposing, unilaterally or in groups, climate related trade barriers. While principle 6 would permit barriers to be introduced by the Conference of the Parties, they must be consistent with GATT. Principle 7 prohibits measures to combat climate change that might "introduce trade distortions inconsistent with GATT." Commitment IV.1(k) may require that "measures and instruments" be "in accordance with the principles and rules of the GATT system".

In the rush to conclude a climate agreement in time for Rio, negotiators must avoid making hasty decisions they will regret later. It would be better to defer addressing complex trade issues until negotiators are ready to deal with them in specific terms and have time to fully consider all the implications. At the very least, all present references to GATT should be eliminated. To make the climate convention subservient to a regime that clearly puts trade ahead of the environment will interfere with efforts to tackle global warming.

Donald Goldberg is an attorney with the Centre for International Environmental Law (US).

Changement climatique en Afrique de l'Ouest

By Masse Lo, ENDA Energy

Africa is confronted by numerous northern experts and studies on global warming presenting ready-made solutions. To avoid losing its identity, however, Africa must master the tools and methods needed to analyse by itself the implications of global warming in the region.

In three West African countries – Senegal, Mali and Ivory-coast – a six-month 'Programme for Energy and Environment in Africa' (PEEA) has been established to address this problem. The programme is a collaborative effort between the ENDA Energy Programme, the Regional Centre for Solar Energy (CRES), and the International Centre for Research on the Environment and development (CIRED).

One of its primary aims is to assist African countries who lack the means to evaluate possible damage caused by changing climate and to help develop appropriate strategies.

Results of the programme, which has carried out in-depth analysis on GHG emissions in the three countries, will be presented in a workshop at the Regional Centre for Solar Energy (CRES), Bamako, Mali in April. Enda

hopes to extend this programme to all west African countries.

Le monde est confronté à un grave problème de réchauffement climatique dont les conséquences sur l'environnement global (baisse de la pluviométrie, déforestation, désertification, inondation, avancée de la mer, etc.), sont néfastes.

Face à ce problème, les pays du nord se mobilisent pour asseoir des stratégies de lutte contre les émissions de gaz à effet de serre. Les pays africains par contre sont à court d'outils et d'instruments pour évaluer l'ampleur des dommages dans leur propre pays.

Face au déploiement de nombreux experts du nord, l'Afrique doit, avant que le vide scientifique ne s'installe, maîtriser les outils et méthodes de diagnostic. Ceci lui permettra d'engager elle-même ses propres recherches et de faire valoir ses aptitudes à étayer ses positions sur la base de résultats scientifiques irréfutables.

En collaboration avec le CRES (Centre Régional d'Energie Solaire-Bamako) et le

CIRED (Centre International de Recherches sur l'Environnement et le Développement-Paris), et avec le soutien du Ministère Français de la coopération, l'ENDA a engagé depuis octobre 1991, une réflexion de fonds dans le cadre d'un programme pilote de 6 mois, intitulé Programme Energie-Environnement en Afrique (PEEA), sur les problèmes d'émission de gaz à effet de serre dans trois pays africains: le Sénégal, le Mali et la Côte d'Ivoire. L'ENDA compte à terme élargir le programme à tous les pays de l'Afrique de l'Ouest.

L'ENDA et le CRES envisagent d'organiser à Bamako en Avril 1992, un atelier sur 'les outils et méthodes d'analyse des problèmes d'environnement liés au développement', susceptibles d'être appliqués aux pays africains. Cet atelier contribuera à préparer les pays africains aux prochaines échéances décisionnelles en matière d'environnement, dont la première est la CNUED de Rio en juin 1992.

For more information contact ENDA at the address above, (or see Masse Lo at the IN Bp 3370, Dakar, Senegal. Tlx 51456 SG/fax (221) 222695, tel (221)222496/225983

Urging a Global Perspective

a critique by Latin American NGOs present at the INC

A Climate Change Convention, which will contain commitments having a global impact, cannot be addressed from a fragmented view which excludes the wide and complex range of social and economic problems of regions such as Latin America. This kind of approach has reduced the discussion of climate change just to the search for technological solutions in areas such as energy. A global problem needs global, integral solutions.

The answers to such problems should aim at two main goals: a transformation of the development model and implementation of alternatives for the reduction of greenhouse gases. These alternatives could include: reduction of consumption; the development and transfer of energy-efficient technologies; and sustainable use of forestry resources beyond simply their important role as sinks.

Issues of Greatest Concern

- The developed countries, as a consequence of their historical contributions, should have the greatest responsibility in this effort. Although these countries have more resources, they will face challenging political, economic and cultural difficulties in promoting the necessary changes, especially in their consumption patterns and development style. The answers to the problems of climate change must involve a redefinition of international relationships which include commercial, industrial and cultural structures.
- In Latin American countries, as in most countries, energy policy is very centralized. The bigger an energy plant is, the more 'modern' it is considered to be. It seems that governments are opposed to decentralized energy development. For instance, there is almost no support for technical development of small hydro-electrical projects which have important potential.
- Forests, besides being important sinks, are

sites of biodiversity, conserve soil and water resources and are the habitat for many animals, plants and human communities. The main enemies of these forests have been private lumber or paper companies, whose only interest is in getting the greatest profit in the least time. Plans for sustainable uses of forests should take into account the experience acquired by traditional communities which have utilized forests for centuries.

Looking ahead

In many Latin American countries coalitions have formed in the process towards UNCED. Grassroots movements are becoming sensitive to environmental issues, and environmentalists are taking into account the social and political dimension of ecological problems. This process of organization is important, and governments cannot ignore it.

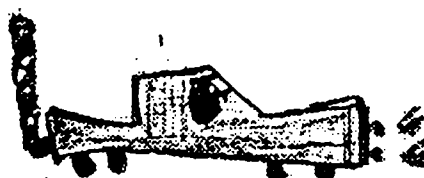
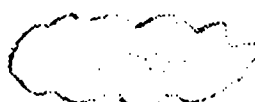
To achieve the Convention's objectives, each country must assume different responsibilities and conditions. Obviously, countries of the Third World cannot be expected to reduce their consumption in the same proportion as Northern countries, but, at the same time, we cannot continue to waste time looking for guilty parties. Instead, we have to identify responsibilities and distribute tasks in an equitable and fair way, recognizing our duties and obligations with our own resources. We cannot continue to support projects or concepts which reproduce development models that cause the destruction of our productive potential, as well as increasing social injustice. It is important in this sense that the transfer of resources from the South to the North due to debt payments be reversed.

Latin American NGOs: Instituto de Ecología Política, Chile; Fundación Pro-Sierra Nevada de Santa Marta, Colombia; Grupo de Estudios Ambientales, Mexico; Forum de ONG's Brasileiras para UNCED - 92, Brasil.

Stop using cars so much try to use things like



Heather



Kathleen is a 3rd-grader at Greenfield Elementary School in Philadelphia PA

NGO PROFILE

Grupo de Estudios Ambientales (GEA)

(Group for Environmental Studies—Mexico)



Established in 1977 as a non-profit association, GEA has been involved in five main issues:

- Rural sustainable development
- Environmental education and publications
- Regional planning with the participation of local communities
- Research and diffusion of environmentally sound technologies, for example wood-efficient stoves, recycling and use of solid wastes
- Information services (presently a focal point for UNCED)

The regions where GEA has worked are: the southern part of Mexico City's Basin, where there still exists a well-known pre-hispanic agricultural system called *chinampas*; the state of Oaxaca, where several ethnic groups survive in difficult conditions; the State of Guerrero, where more than twenty communities from the Nahuatl ethnic group are opposing a federal dam project, and with whom GEA is formulating an alternative regional plan; and several forest regions in the central part of the country.

GEA's forestry work is directly linked with other NGO projects and local peasant organizations. The aim is to develop a strategy so that peasant enterprises can effectively tackle economic problems and maintain sustainable use of their resources. Some important issues GEA is working on include the relationship between efficiency and democracy, and the impact of the timber trade within the US, which is lowering the price of wood in Mexico and putting pressure on forest resources.

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Canada: Rhetoric and Reality

By Eco Reporter

Yesterday, we reported that a Canadian Parliamentary Committee called on the federal government to maintain its commitment to stabilize net emissions of CO₂ and other GHGs not controlled by the Montreal Protocol, at 1990 levels by the year 2000.

The fact that such advice is coming from a committee representing industry interests is significant, but that significance indicates the fragility of the commitments already made by many OECD countries to control their CO₂ emissions. In Canada, the gap between rhetoric and reality remains unbridged.

Canada's stabilization commitment was made in May, 1990, but the government still has no idea how it will meet this target. A number of policy measures were proposed by the federal government in December 1990 that would take the government only 60% of the way to stabilization, and the first of these measures only began the long path to implementation in late 1991.

Like the climate change convention negotiations, one of the most striking characteristic of Canadian discussions on this issue is an overwhelming lack of urgency. Even the Energy, Mines and Resources committee felt the

need to urge that "the federal government set Canada on a new course of action regarding its greenhouse-gas emissions strategy... [and] decide on a detailed action plan".

It is a sad commentary on the INC negotiations that the fear of backsliding has become as important as the fear of failure.



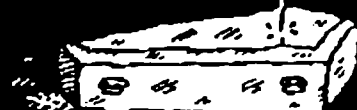
Deep Puck — Eco's Canadian source

NGO UPDATE

Robert Hornung, Friends of the Earth, Canada; Giovanna Melandri, Lega per L'Ambiente, Italy; Gurmit Singh, Environmental Protection Society, Malaysia; Fiona Weir, Friends of the Earth, UK; Jaydee Hanson, World Council of Churches, USA; Carol Werner, Environment & Energy Institute, USA; Dan Becker, Sierra Club, USA; Pamela Wexler, Centre for Global Change, USA; Donald Goldberg, CIEL, USA; Liz Cook, Friends of the Earth, USA.

"Learning by Experience is a WASTE OF TIME"

If I'd known then what I know now... etc, etc.



BY STEVEN APPLEBY

Some things can take over a lifetime to learn by experience - which is rather a disadvantage.

Eureka! If we ignore the greenhouse effect then the ice caps melt!



* Hurrah! You're a genius, minister.

a letter from
Turtle Bay
to: Maurice Strong, UNCED

Dear Maurice,

Some Europeans gave a speech today: something about a "daunting task to compress four pages of text". This is clearly rubbish - there are some green Eco people just around the corner who do this on a daily basis.

After lunch I bumped into a Monsieur Repair, who seemed to have lost his 'jewel' for your party. I asked him where he last saw it but a Saudi gentleman insisted on dragging him away to sort out a problem he was having with some 'relations' called Ink.

Rumour has it that the US Administration has come up with a novel idea to revitalise its policy makers, who have been in constant meeting since 'pit bull' Sununu was taken away. They have given them all handsome plaques and free 'air miles' tickets - one way to Tuvalu I'm told.

By the way, I should warn you that some very unsavory types from the coal industry are planning to gatecrash your party in June. They call themselves NGOs, but I'm sure they've been running governments for years. I wouldn't let them in if I were you.

Yours,

Donatello

THANKS

The Climate Action Network would like to thank the following, who have provided funds and facilities for Eco:



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Eco has been published by Non-Governmental Environmental Groups at major international conferences since the Stockholm Environment Conference in 1972. This issue is produced co-operatively by groups attending the Climate Talks in New York, February 1992

US Breaks Silence on Climate

By Eco Reporter.

The United States Thursday broke its silence over the climate talks with an official statement on commitments to the INC. The US delegation head, Mr Reinstein, told delegates that the US was willing to put funds into a "revised" Global Environmental Facility and to help developing countries assess their own greenhouse gas emissions.

"We are committing to contribute \$50 million to the core fund of the GEF" said Reinstein. The GEF, currently managed by the World Bank, has four main areas it invests in: biodiversity, ozone depletion, international waters issues and climate change. Reinstein continued "the United States is unilaterally committing \$25 million over the next two years ... for country studies to enable developing countries to prepare national inventories on greenhouse gas emissions". He also called on other developed countries to "make similar commitments" for these studies.

NGOs React to US Statement

NGOs at INC reacted negatively to the US failure to announce a commitment on CO₂ targets and timetables, although there was cautious encouragement that the Administration had something new to say. Michael Oppenheimer, senior scientist with the EDF stated that the funding proposal is a "positive first step" but that the US refusal to commit to GHG limits "leaves the US as a potential 'treaty-buster'." "This is a sign of flexibility in the post-Sununu White House", said David Doniger of NRDC, "however, the climate talks will fail unless the Bush Administration agrees at least to emission stabilization as the EC is demanding." T J Glaithier of WWF said "the world is still wait-

The statement then went on to say that the US is currently looking at how to promote "result-orientated" technology transfer, but gave no further details except that the Administration expects the private sector to take a lead.

Reinstein then alerted delegates to the planned US National Energy Strategy, aimed at improving energy efficiency in both the industrial and domestic sectors. He also pointed delegates to the recent transportation legislation, which provides flexibility to support use of public transport and car sharing. New initiatives include programs for expanding voluntary energy efficiency and for methane recovery, both developed by the Environmental Protection Agency.

The US intervention concluded by announcing that it intended to provide a more exhaustive list of actions, with analysis of "what these actions may mean for limiting US greenhouse gas emissions before the final INC negotiating session".

ing for a firm US commitment." Annie Roncerel from Climate Network Europe stated: "It is impossible to believe the political will of the US when they announce new funding in the morning and brackets around the ecological objectives of the convention in the afternoon."

All groups criticised the use of the GEF as the funding mechanism. Cecilia Fortes of IEP Chile described the move as "Closing the door on channelling funds through a new mechanism rather than the World Bank." Toni Vidan of Green Action Zagreb, Croatia, said "the GEF is the baby of the World Bank - this contribution is for that baby, not the environment."

continued on back page, col. XX

NGO Intervention

Professor Henry Kendall of the Massachusetts Institute of Technology, Nobel prize winner for physics and Chairman of the Union of Concerned Scientists, will present a statement on behalf of environmental Non-Governmental Organisations attending INC 5 in New York session of during this afternoon's plenary session.

Copies of the statement will be available in the conference room immediately after the presentation.

NGO Press Conference

Date Today
Time 1.15 pm
Place NGO Press Center
12th Floor, 777 UN Plaza

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In the Past

Elder readers of *Eco* might remember how we told the story of negotiators on the long climb to the earth summit. Since those distant times a draft text emerged—a brief clearing of the clouds. We all hoped to leave the base camp of Chantilly. We misjudged the weather. An initial snow flurry on the fundamental issue of commitments rapidly developed into a blizzard of brackets. A timetable disappeared but the party plodded on. Now, negotiators find themselves on a small ledge, perilously close to the precipice of reaching no agreement before the summit. The leaders are arguing amongst themselves, those not responsible for the route chosen find themselves with no way back.

The Future

To reach the Summit, INC needs the following in the next eight weeks:

- to break the impasse on industrialized country specific commitments—primarily the US must build on the initial steps announced yesterday, and join other industrialized nations in accepting a firm commitment to targets and timetables.
- an inter-sessional meeting of those countries being asked to make specific commitments (primarily the OECD) to agree to specific commitments prior to the next INC session
- to shift from what has been a consensus mode of decision-making to one that identifies majority views and stops minorities from delaying the process
- developing countries to continue pushing the industrialized nations to make firm, meaningful commitments
- all participants to shift from national thinking to a global perspective.

CONFERENCE REPORTS

Thursday's Working Group 1 meeting began with a discussion of principles. The chair introduced a working paper developed cooperatively by a number of delegations. The majority of the discussion focused on paragraph 8, the "polluter pays" principle, including issues of compensation for damages and costs of mitigation. A contentious discussion resulted in the addition of many new brackets and serious questions about the inclusion in the final convention of the principles section in general and this principle in particular.

Shifting to the section on commitments, the United States made a long-awaited statement pledging \$75 million in financing and listing measures the US is taking that will reduce emissions (*see page 1*).

The afternoon discussion moved on to section III, the objective for the convention. This entire section remains in brackets, additional brackets were reintroduced from INC4, and still other brackets were introduced by delegates. The US bracketed the reference to ecological limits while Kuwait bracketed the reference to stabilizing concentrations.

Finally, delegates addressed new text on general commitments. Initial discussion focused on sinks and reservoirs of greenhouse gases. Substantial numbers of brackets were added and additional language was proposed. Later discussion focused on new text on harmonization of economic and administrative instruments and concluded with agreement to revert to previous text.

Thursday's session concluded the work of Working Group 1. Its report leaves the resolution of a number of contentious issues and the removal of brackets to the full INC when it resumes negotiations in late April.

Commentary.

After two weeks of discussion, the text is hardly in better shape than at the start of the session. If the final document contained only the text that is not now in brackets one wonders whether it would even be possible to discern the subject of the convention.

Much time was expended discussing principles without resolving any of the basic differences between delegations.

The US failure to agree to specific commitments on targets and timetables continues to block any substantial progress toward a meaningful convention. The OECD group did produce a consolidated text on specific commitments, but so many brackets and alternatives remain that Ministers would be hard put to find the issues that need to be seriously negotiated.

On financial resources, the new money pledged by the US yesterday may be helpful,

but it fails to resolve the fundamental issue of whether funds will be provided on a voluntary or assessed basis, and how the provision of financial resources will be linked to the commitments taken by developing countries.

Working Group 2 "completed" its work today. We use the word advisedly since WG 2 was unable to engage in substantive discussion of many important questions. Article V on scientific and other forms of cooperation was revised to reflect the incorporation by WG 1 of similar provisions in its text on commitments. Only an hour was required for the necessary cut and paste work. WG 2 then turned to a consideration of definitions. Saudi Arabia blocked removal of the definition of forests and related terms and India asked for the bracketing of sinks, sources, and other terms.

The principal work of the day was the receipt of reports and proposals for modifications to the text from the slew of informal small groups that have been working in parallel to the WG throughout this session. Reporting in today were the small groups on "functions" (twice); the mechanism on funding; insurance; the Advisory Committee on Science; and leftover points on reporting and the Conference of the Parties.

Time did not permit full discussion of most of the work of the informal groups. What discussion there was centered on the issue of what text would be left for consideration when the negotiations resume in late April.

Commentary

Looking back on this session, we wonder if WG 2 has not lost sight of its original aims of crafting a strong, effective and innovative structure to carry out the commitments of the parties. As it now stands, the Convention will fall far short of these expectations.

The efforts to move stagnated debate along by putting important decisions off until the first meeting of the Conference of the Parties raises several concerns. The CP is likely to be severely overburdened unless the delegates agree to subsidiary bodies and set some processes in motion, such as the dates and scope of national reports. It may meet only biennially and may not meet for some time.

Among the most important outstanding matters is the establishment of subsidiary bodies. There was strong sentiment for an executive committee function to ensure the preparation for the meetings of the CP. There was also broad support for bodies to advise the CP on developments in science and on the effectiveness of measures taken under the convention. Yet no agreements were reached that these bodies will be established and their mandates

delineated before June.

While reporting is obviously central to measuring the success of the convention, the provisions were made more general and may make assessing national programs far more difficult. There is also a danger that unnecessary or over-broad exceptions for confidential information will imperil comprehensive reporting.

The delegates spent very little time discussing the role of NGOs and the public more generally. Yet including NGOs will be important in ensuring the success of the convention, from aiding review of national reports to providing independent scientific and other information.

Debate on the use of the GEF or an alternative funding mechanism for the convention has been avoided at this session. Instead, both options were retained. Decisions on the relative powers of convention bodies and the GEF Participants and implementing bodies will be put off to the Conference of Parties. While postponing resolution of one of the most contentious issues, it may also delay the day developing countries will feel able to come on board.

An opportunity for creative thinking on streamlined decision-making was missed with the delegates proceeding in the old convention/protocol/annex mode. This could be revisited if the "Prepcom" and recent international declarations on the need for innovative mechanisms inspire the delegates to break new ground.

Looking ahead to the final round of negotiations before Rio, it is difficult to escape the conclusion that only substantial inter-sessional work can pave the way for breakthroughs. Otherwise, WG-2 will have far too much on its plate when the INC reconvenes in two months.

United Nations Shock

Eco staff were horrified to learn that the coffee bar outside the conference rooms in the UN building do not recycle any of their cans, paper cups, cardboard trays etc. New York has a 'Bottle Bill of Rights' to encourage re-cycling in the city: the UN should follow that example.

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We hope you'll be reading us at INC 5½

So You Don't Care, Uncle Sam?

By Gilbert Arum: Climate Network Africa

The developed countries are in control of the current global movement towards a free market system. Even though their long term interests are different from those of the developing countries, it remains in their interest to promote global cooperation and compromise, without risking potential polarization and conflict, economic or otherwise.

This makes the issues in the climate negotiations North/South in nature. Additionally:

- The end of the Cold War and the growing needs of the former Eastern Bloc, have put new pressures on the limited pool of global savings, tending therefore to further marginalize developing countries, both politically and economically.
- The Gulf War demonstrated the political will and technological capability of the West to assert itself. The Southern world is now faced with a situation in which an ascendant North is forcefully trying to lay down the law about how the South should behave.
- Increasingly, new conditionalities are being imposed on the South by the North and the international organizations and financial in-

stitutions it dominates. These efforts – at "structural adjustment" – impose political and social stresses on developing societies that few countries – developed or developing – could withstand.

Given this background, one would surmise that developing countries are not entirely at ease with these negotiations. The statement by the US delegation has made developing countries even more nervous than before.

What are the motives of the North? Doesn't the Climate Convention, whatever its stated objective, represent a clever plan by the North to exercise control over the development plans, strategies, and projects of the South?

The US knows what reservations developing countries have regarding the GEF – the structure that places control with donors; the dismal environmental record of the World Bank – and yet this is where they have put their small "donation". This arm twisting is unacceptable.

GEF, lack of commitment to reduce emission, shifting the burden to the developing countries all spell doom for the global cooperation needed for the world's people to attain a sustainable future.

Climate and Prepcom: Missing Links

As the INC5 negotiators fly home, a new set of diplomats descend on New York for the final session of the UNCED Preparatory Committee ('Prepcom'). A casual observer might be forgiven for thinking that the two were unrelated processes. However, nothing could be further from the truth.

The close links between INC and UNCED are worth recalling. While the General Assembly deliberately separated the INC and UNCED processes because of their differing roles, it determined that the two should conclude concurrently in Rio.

It is generally accepted that a substantive Climate Convention will be the major legally-binding achievement of UNCED. Apart from the proposed Biodiversity Convention the other items on the UNCED agenda, such as 'Agenda 21', will amount only to non-binding declarations of political intent. Like the 1972 Stockholm Declaration. And we know where that has got us over the last 20 years.

UNCED negotiators must view with deep concern therefore, the failure of the INC process to make more progress over the last fortnight. If the Climate Convention is not ready by June, or is only (in the words of one diplomat) a 'fig-leaf' convention, a shadow will be

cast over the whole UNCED outcome.

Rio Earth Summit

There are a number of key actions which delegations to the Prepcom can take to assist a positive outcome of both UNCED and INC, without encroaching on the climate negotiations. Among the Agenda 21 papers there are reasonably progressive draft texts on Atmosphere and Energy, and on Institutions, which have a direct bearing on climate issues.

Specifically, proposals in these texts for action to support the rapid development and deployment of renewable energy technologies offer cost-effective and practicable responses for reducing CO₂ emissions, while at the same time expanding energy services, particularly for developing countries. Moreover, proposals for the transport sector, including civil aviation, are vital in combating climate change and other environmental and social problems.

Options for institutional reform also deserve close attention. Current institutions, including the multi-lateral development banks, have failed to meet the challenge of reducing dependence on polluting energy sources, and must be redesigned fundamentally with the objective of minimising emissions of greenhouse gases and other polluting emissions.

Australia Could Limit Emissions At No Cost

by Richard Elen

Two reports released in Australia this week indicate that the country can stabilise CO₂ emissions at 1988 levels—at no net cost. They urge the Federal Government to adopt a “no regret” policy of energy savings and efficiencies. One of groups involved, the Ecologically Sustainable Development working group (ESD) includes industry representatives and current members of Australia’s delegation to the INC.

The ESD report, tabled in the Australian parliament Tuesday, takes a more optimistic view of the costs involved than other recent Australian analyses.

The ESD suggests that even if other GHG producing countries do not take similar action, Australia could act without inflicting a net adverse impact on either the economy or on trade competitiveness. It makes a series of recommendations and calls for them to be implemented immediately. These include: increased power station efficiency by switching fuels and using new technology; greater investment in renewables; tighter fuel efficiency standards for new vehicles; more efficient domestic heating and cooling; and a range of other business and industry-based energy-saving measures.

Prime Minister Keating commented on the report. “The challenge now for [state] governments and the wider community is to... develop new policies and processes which will move us towards ecologically sustainable development”, he said.

The ESD report indicates that it would be possible to cut CO₂ emissions by between 72 and 107 million tonnes, plus an additional 45 million tonnes from rural sources.

The group’s chairman said that government action would be required if the no-cost, or “no regrets” options formed the basis for developing a national strategy on GHG emissions, a course which the ESD prefers over carbon taxes, emission permits and other measures.

The latest report coincides with a recent report to senior ministers by the Australian Commission for the Future, which argues that GHG emissions could be stabilised at 1988 levels at no net cost to the community. The CFF report says increased energy savings would stabilise emissions and boost Australia’s economic growth by 0.2% per year from 1995-2005 and 0.6% per year thereafter. The CFF scenario indicates that emissions stabilisation would cost \$AUS 25 million to achieve, but that this would be more than offset by greater energy efficiency.

“Sustainable Mobility”

by Annie Roncerel

Under this new and unexpected title, the EC, on February 12, released a new Green Paper on the Impact of Transport on the Environment. After reviewing the historical background, the paper defines current problems—in particular the consequences of the future EC internal market, the expected growth in transport demand and traffic, and the environmental impact of this growing activity. Economic trends are analysed, and a final chapter outlines the future common strategy proposed by the EC Commission to the Member States.

This strategy is inspired by the logic of the Bergen Ministerial Declaration on Sustainable Development as quoted at the very beginning of the document. It “would promote sustainable mobility by integrating transport into an overall pattern of sustainable development” according to the famous Brundtland report’s definition. It also refers explicitly to the EC Communication of September 1991 on its Strategy to Limit Carbon Dioxide Emissions, and presents a wide range of measures. These include, for example, traffic management schemes in areas most vulnerable to congestion; the introduction of advanced telematics to improve efficiency of transport operations; and the use of fiscal and economic instruments to influence the user’s and operator’s choice in favour of both cleaner technology and more environment-friendly modes of transport.

This document indicates the desire for a new policy orientation in the EC. Action will have to follow!



The mode of transport favored by UN delegates

NGOs react—continued from front page
Agus Sari, of WALHI Indonesia, said that most of the money for the country inventories is likely to be spent on “importing foreign experts” and that the reports will enable the US “to point its finger at developing countries while making no commitment itself” He continued, “the money will not pay for the US sin of no commitments—this is just a bribe”.

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White House Vows Action to Cut U.S. Global Warming Gases

By WILLIAM K. STEVENS

Special to The New York Times

UNITED NATIONS, Feb. 27 — The Bush Administration said today that it was taking actions that would significantly limit the United States' contribution to global warming and help developing countries address the problem.

Some environmentalists said the statement could lead to an agreement between the United States and the European Community on an issue that has deadlocked talks here on global warming, whether industrialized countries should commit themselves to stabilizing carbon dioxide emissions at 1990 levels by the year 2000 as the first step toward ultimately reducing them.

Carbon dioxide, methane and other gases, whose atmospheric concentrations are growing as a result of human activity, trap heat in the atmosphere. Scientists fear that this could lead to a catastrophic warming of the earth in the 21st century.

The talks are aimed at producing a multinational treaty on steps to contain global warming that would be signed at a meeting called the "Earth Summit" in Rio de Janeiro in June.

U.S. Opposes Goals

The Europeans have been insisting on the year 2000 deadline for stabilizing emissions of carbon dioxide, the chief heat-trapping gas, while the Americans have been resisting any targets and timetables. But Robert A. Reinstein, the chief American negotiator at the talks, told delegates from around the world that the measures he listed would produce limits on heat-trapping gases that "compare favorably" with those planned by European countries.

Most of the American measures are being undertaken for reasons other than global warming, like improving energy efficiency and reducing ground-level air pollution. But they also reduce

Offering a plan that resists specific goals.

emissions of carbon dioxide, which is produced by the burning of fossil fuels like coal and oil. Some of the main energy efficiency measures are included in the energy bill that has just passed the Senate but has not yet been acted on in the House.

Mr. Reinstein listed several dozen measures that he said together would significantly reduce emissions. The measures include strengthened efficiency standards for appliances and equipment, incentives for electric utilities to improve efficiency rather than build coal power plants, increasing Federal purchases of alternative-fuel vehicles, capturing methane from landfills, planting more trees, which absorb carbon dioxide, and establishing voluntary public-private programs to install more efficient lighting.

\$75 Million in U.S. Aid

If the measures do result in carbon dioxide reductions comparable to those planned by the Europeans, it would put the Europeans and the Americans "in the same ballpark" in the negotiations, said Rafe Pomeroy of the World Resources Institute, a Washington-based environmental organization. The present round of negotiations ends Friday, but substantive talks concluded today. A final session before the Rio de Janeiro conference is tentatively scheduled to start on April 30 in either New York or Geneva.

The United States also announced today that it would unilaterally provide \$75 million to help developing countries deal with emissions of the heat-trapping gases. Some delegates from devel-

oping countries, while reserving ultimate judgment, noted with approval that the United States was reversing a position in which it had opposed the principle of aid. Emissions caps and finances have been the central issues at the talks.

Environmentalists reacted to the American statement with qualified approval. "At least we now have a signal that people at high levels in the White House are beginning to think about how to limit global warming, and that's a good sign," said Dr. Michael Oppenheimer, a climate expert with the Environmental Defense Fund. "But if it's the last thing we hear out of the Administration on global warming," he said, "then it's a sham."

The head of the British delegation, Dr. David Fisk, said the American announcement "was received by everyone as a very encouraging first step." But, he said, "We want to hear more." Daniel F. Becker, a global-warming expert for the Sierra Club, said the measures described by Mr. Reinstein were still subject to testing. But "it is really clear that the President has abandoned the Flat Earth Society approach to global warming," he said.

"and for that we should all be happy."

The American initiative comes in a political year when environmentalists are casting the talks as a litmus test of the Administration's ability to show leadership on global environmental issues. All five major Democratic Presidential candidates have endorsed the European position on targets and timetables for carbon dioxide reduction, and Mr. Bush would be open for harsh criticism if the United States were perceived as torpedoing the treaty.

Industry groups praised the Administration's move. "I think the U.S. is putting its money where its mouth is," said John Shlaes, executive director of the Global Climate Coalition.

The coalition, which consists of trade associations, supports a policy in which steps taken to limit emissions of the gases also have other benefits, like controlling ground-level air pollution or achieving greater energy efficiency.

The measures listed by Mr. Reinstein fit that description. The Administration would focus on a policy of "doable" actions that "have whatever results they have," he said.

"If it achieves stabilization, that's wonderful."

U.S. TO PLEDGE AID TO FIGHT WARMING

Help for Developing Nations Marks Change in Position

By WILLIAM K. STEVENS

The Bush Administration will announce today the first change in its position on a critical issue affecting efforts to negotiate a multinational treaty to control global warming, a White House official said last night.

The official, Michael Deland, the chairman of the White House Council on Environmental Quality, said the United States would pledge to contribute \$75 million to help developing countries do their part in stabilizing atmospheric concentrations of carbon dioxide and other heat-trapping gases produced by human activity.

Scientists have said the buildup of the gases could cause a catastrophic warming of the globe by the end of the next century.

Many developing countries have said they would not sign a treaty that did not include financial aid. The issue is one of two important stumbling blocks in treaty negotiations now going on at the United Nations among more than 150 countries.

The second issue, which has received more attention, is the United States' refusal so far to agree to European demands that carbon dioxide emissions be stabilized at 1990 levels by the year 2000.

Representatives of the European Community said yesterday at the negotiating session that their position remained unchanged.

Discussions are going on within the Bush Administration to determine whether the stabilization target could be met without damaging the United States economy, which depends on the burning of fossil fuels like coal and oil. The burning of fossil fuels produces carbon dioxide.

Mr. Deland said that, even though no conclusion had been reached on whether the United States should set 1990 levels as a goal, the Administration would announce today at the United Nations a number of measures aimed at achieving greater energy efficiency. These include, for example, more efficient lighting and Federal incentives for electric utilities to achieve greater efficiency rather than building new coal-burning power plants.

"We will continue to push a number of measures that will result in energy efficiency," he said, "but we don't yet have solid numbers as to what they will achieve" in carbon dioxide emissions.

Environmental Int'l 101

The Administration will contribute \$50 million to the Global Environment Facility, a new program for distributing environmental aid set up by the World Bank, the United Nations Environment Program and the United Nations Development Program. The program, under a proposal favored by the industrialized countries, would disburse funds donated by them for the use of developing countries in coping with global warming.

Another \$25 million is to be pledged over two years by the United States for direct aid to developing countries in producing precise inventories of their heat-trapping emissions, as well as of forests that might help absorb carbon dioxide. The funds would also help developing countries analyze their climates so that future changes can be gauged.

Many developing countries oppose channeling money through the Global Environment Facility because, they say, they would not have enough control over what is done with the funds. Developing countries are represented on the facility's governing body, however, and discussions are under way how it is to be administered.

The United States has been under fire from many countries who see it as obstructing the creation of a global warming treaty in time for the "Earth Summit" meeting in Rio de Janeiro in June, where the agreement would be signed.

The financial contributions the Administration is to announce today reflect "the President's commitment to working to see a successful conclusion in these ongoing negotiations so that a convention can be agreed on in time to be signed in Rio," Mr. Deland said.

The present round of negotiations ends Friday. A final session is tentatively scheduled for late April and early May in New York or Geneva.

Nation

Fear expressed of runaway greenhouse effect

By David Chandler
GLOBE STAFF

CHICAGO - Almost half of the climate scientists from around the world surveyed in a new poll say the greenhouse effect, caused by the burning of fossil fuels, could reach a point of no return, after which global warming would continue to increase no matter what measures were later taken to combat it.

A leading climatologist said, meanwhile, that efforts to adapt to warmer global temperatures could be thwarted by the unpredictable and chaotic nature of the changes, making it almost impossible to predict how a given area might be affected.

Thirteen percent of the climate scientists polled by the environmentalist group Greenpeace said that an unstoppable "runaway" greenhouse effect is likely, and another 32 percent said it is possible. Forty-seven percent said it is unlikely.

"This result reveals an as-yet poorly ex-

pressed fear among a growing number of climate scientists," said Jeremy Leggett, director of the science, atmosphere and energy program of Greenpeace International, "that global warming could lead not just to severe problems but complete ecological collapse."

Leggett said most climate models already predict global warming at a level that could produce significant damage to agriculture and ecosystems. "If these climate models prove - like all the forecasts of ozone depletion - to be significant underestimates, we are in potentially terminal trouble," he said.

The survey asked for predictions based on the assumption that no significant attempts would be made to cut back on emissions of carbon dioxide and other greenhouse gases. International negotiations about proposed policies to attempt to reduce such emissions will resume in New York on Feb. 18.

Stephen Schneider, a climatologist with the National Center for Atmospheric Re-

**'If these climate models
prove - like all the
forecasts of ozone
depletion - to be
significant
underestimates, we are
in potentially terminal
trouble.'**

JEREMY LEGGETT
Greenpeace International

search in Boulder, Colo., warned of the unpredictability of the exact consequences of greenhouse warming in a lecture here at the annual meeting of the American Association for the Advancement of Science.

Schneider said that despite continuing

controversy over the exact impact of many factors involved in the greenhouse effect, "almost all the bouncing around from all the scientific uncertainties that has taken place in the last 20 years ... has led to conclusions that have largely remained" within the same range: that a global warming of about 3 to 9 degrees is likely sometime during the next century - a range he characterized as being "from mild to catastrophic."

But Schneider strongly disagreed with a suggestion by the National Research Council's Adaptation Panel that agriculture might be able to adapt to such a change and that productivity could be maintained. That conclusion, he said, was based on the assumption that the temperature change would come as a smooth, predictable increase.

In fact, he said, it is more likely that "the more rapidly we force climate to change ... the more it is 'transient,' and the more unpredictable it would be." And in turn, he said, "the harder it is to predict, the harder it is to adapt."

"It would be arrogant nonsense to say that we could predict the transient effects, or compensate for them," he said.

Most scientists agree that drastic reduction of greenhouse gas emissions - primarily by reducing the burning of fossil fuels and destruction of forests - could significantly reduce and delay the warming effect. But the scientists polled by Greenpeace warned that without such reductions the world could reach a point at which the warming might become unstoppable.

The reason for that concern is that there may be a variety of natural "feedback" effects that are not yet understood and which, for the most part, have not been included in computer models. For example, the depletion of the ozone layer - a separate and unrelated problem - could increase the greenhouse effect by damaging plankton in the world's oceans and thus reducing their ability to remove carbon dioxide, the principal greenhouse gas, from the air.

"HIS STRONG SUIT IS FOREIGN POLICY" For the Record

From remarks by William Reilly, administrator of the Environmental Protection Agency, Feb. 16 on CNN:

We have estimated that the exposure to ultraviolet radiation will cause in the range of 200,000 cancer deaths over the next 50 years or so, and possibly as many as 12 million new instances of cataracts and skin cancers. Those data, those numbers, were developed prior to some recent discoveries. It's possible that they're even higher than that. We know enough to have a clear understanding that this is a very serious problem the world needs to move fast in addressing. . . .

We committed to phase-out [of CFCs] fully. And we now have moved up another five years, to the end of 1995. That is about as fast as any country I know. It's faster than the European Community schedule, which is a 1997 phase-out date.

And I think given the complexity of the technological changes and the need to bring on these substitutes in sufficient volume, having tested them for toxicity and for all of the same kinds of concerns that we bring to CFCs, it's the best we can do. It's moving quite fast. . . .

[T]hese chemicals are very persistent. They're long-lasting. They take a long time to rise up into the atmosphere, and they do damage for tens of years. It does give a much greater urgency to the problem. And, frankly, it should bring home to us an insight that probably has come to us uniquely in this generation, that human activities can destabilize fundamental life support systems on the planet. That's a responsibility I think previous generations didn't know they had and now we very clearly do.



LETTERS TO THE EDITOR

No Apologies Necessary

I always enjoy the annual announcement of the finalists of the Westinghouse Science Talent Search and am happy that seven students from the Washington area are among the winners [Metro, Jan. 29]. It is important that young scientists are encouraged and recognized for their impressive achievements.

I have noticed, however, an unwarranted defensiveness in these announcements, and this year's is no

science can be excused for this interest if he or she is also on the swim team or plays soccer. I do not say that there is anything wrong with a finalist being a "typical teenager" or a "down-to-earth kid," as one student's mother described him, but neither is there anything wrong with finding joy in solving a scientific problem that few of one's peers understand or appreciate.

No apology should be necessary for an interest in science, even to the

The President, Checking It Out

It was amazing to learn that President Bush's experience with a barcode-reading checkout machine at the National Grocers Association convention in Orlando, Fla., was an encounter of the first kind [Style, Feb. 6]. Perhaps if the president had to reach deep into his own pocketbook to pay for those groceries he would have greater appreciation as to how the recession is affecting the America middle and lower classes.

ections

has been restored. But only one phase of the Knoll and the city's facilities. The fact is ing behind those locked e only 13 years old and e being confined in a ice system that

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Senate Nears Passage of Energy Bill

Measure Would Require Alternative Fuels, Ease Nuclear Licensing

By Thomas W. Lippman
Washington Post Staff Writer

The Senate neared approval last night of a complex, ambitious energy bill that would change the way the nation fuels its vehicles, generates electricity, transports natural gas and licenses nuclear power plants.

The bill would require millions of cars and trucks in commercial and public fleets to run on fuels other than gasoline, beginning in 1995. It would encourage new companies to get into the business of generating electricity and compete with each other to produce low-cost power. It would expedite federal approvals of natural gas pipelines and require the Energy Department to set efficiency standards for light bulbs and electric motors, as it now does for appliances.

Parts of the bill are similar to the National Energy Strategy that the Bush administration proposed a year ago. But the legislation lacks a crucial provision to which the administration is committed—opening part of the Arctic National Wildlife Refuge in Alaska to oil drilling—and is festooned with amendments promoting efficiency and the use of renewable fuels that were added in an attempt to make it more palatable to environmental groups.

Among these are provisions to: add solar-powered cells to the list of alternative fuels permitted in vehicle fleets; increase federal acquisition of high-efficiency motors; grant money to states to promote energy efficiency; tighten efficiency standards for commercial heating and air-conditioning equipment; and set efficiency standards for new housing purchased with federally insured mortgages.

The package "represents a sweeping commitment to energy efficiency," said Sen. Timothy E. Wirth (D-Colo.), a leading critic of the Bush administration's energy policy.

"We can no longer criticize it as weak on energy efficiency," said Sierra Club lobbyist Daniel Becker. But he said the environmental community still objects to the bill because of its provision making it easier to obtain a federal license to build a nuclear power plant.

While acknowledging the bill is better than before the amendments were adopted, William Magavern, energy lobbyist for U.S. Public Interest Research Group, said it is "still not good enough" because it does not do enough to curtail the nation's appetite for oil.

Without the section on Alaska oil drilling, which generated emotional debate, the bill is a compilation of technical provisions with great potential economic impact but little political appeal.

The electricity section, for example, would amend the 1935 Public Utility Holding Company act to allow independent, non-utility corporations to build power plants wherever they want and sell the output to whatever utility they could persuade to buy it. This provision could revolutionize one of the country's stodgiest and most regulated industries, and it split the utility industry, but it has attracted very little public attention.

Similarly, the alternative fuels section could have vast impact on the nation. At an accelerating pace, beginning in 1995, the federal government, state and local governments, and most commercial vehicle fleets such as delivery vans, would have to replace their current stock with cars and light trucks that

run on natural gas, ethanol, electricity or some other alternative to gasoline.

Automakers know how to produce such vehicles, but have been held back from doing so by a lack of buyers. The Senate bill could resolve this perennial chicken-and-egg question by guaranteeing a market and ensuring that money will be spent on alternative fuel technologies.

Intense lobbying by environmental groups was instrumental in killing an earlier version of the bill that contained the Alaska drilling provision. Alaska's Republican senators, Frank H. Murkowski and Ted Stevens, had planned to try to put the provision back in, but said yesterday they were abandoning the effort because they did not have the votes.

They complained bitterly that opponents—mostly liberal Democrats—were depriving the Senate of an opportunity to vote on the issue on its merits by threatening to filibuster any bill containing an Arctic drilling provision.

So far, the opponents of Arctic drilling have kept it out of the bill by procedural maneuvering. Stevens and Murkowski wanted to force them into a recorded vote on the issue, not in the expectation of winning but in the hope of depicting them as anti-jobs and in favor of exporting more American dollars to foreign oil producers.

Once the Alaskan senators decided not to force the issue, the way was clear for the Senate to work its way through dozens of technical amendments toward final passage, expected Wednesday morning.

A similar bill is expected to be marked up by the House Energy and Commerce Committee this spring.

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Global Snub on Global Warming

The United States heads into important environmental negotiations today with a heavy burden to overcome — the perception that it is unwilling to join the rest of the industrialized world in trying to reduce the threat of global warming.

Several European countries and Japan have proposed that all nations agree to cap their emissions of carbon dioxide, the chief gas implicated in the "greenhouse" effect that traps heat in the atmosphere. All five Democratic Presidential candidates support a cap. But the Bush Administration is balking, leaving the impression that America shrinks from doing its part.

Today, delegates will meet in New York City in one of the final negotiating sessions before a United Nations conference in June on a global climate treaty. With the departure of John Sununu, the skeptical White House chief of staff, there may now be new flexibility. Its good faith in question, the U.S. needs to show its commitment on a problem most experts deem potentially serious.

The Administration has contended that the U.S. is already pursuing strategies that will cap or reduce its combined emissions of all greenhouse gases — while allowing carbon dioxide emissions to increase.

Most of this reduction was to come from phasing out chlorofluorocarbons, the gases that have been eating up the ozone shield and also happen to be greenhouse gases. But new findings suggest that chlorofluorocarbons cause as much cooling, by eliminating ozone, as warming.

If the Administration hopes to stabilize or reduce greenhouse emissions, it needs to do more. But how much? Even after years of study, no one knows how much warming will occur whether it is

dangerous. Even so, experts consider it prudent to minimize the danger, assuming no huge cost.

The U.S. could readily provide more aid to developing countries to curb global warming activities. Such aid might help China, for example, adopt efficient technologies for mining and burning its vast reserves of coal. An American contribution of, say, \$50 to \$100 million a year to an international fund would seem a cost-effective way of reducing the world's risk.

Imposing firm caps on carbon dioxide emissions poses a more difficult issue. Other nations propose to hold their emissions in the year 2000 to 1990 levels. But Administration officials rightly warn that focusing on carbon dioxide alone could drive up energy costs and divert attention from other greenhouse gases.

Even so, setting targets and timetables for carbon dioxide would send a beneficial signal to all nations and all industries that the U.S. is serious. Why does the Administration hesitate?

One reason: a deep-seated suspicion that other countries are glibly endorsing caps without balking on programs capable of achieving them. Another reason: potential cost. Though the Environmental Protection Agency believes it would be manageable, the Energy Department says it would be severe.

On such an important issue, the Administration needs to open its cost estimates to public scrutiny. If the cost seems tolerable, it would do well to sign to common global goals. Goals, after all, can be defined as just that, targets subject to change if the cost becomes exorbitant.

Unless the Bush Administration quickly adopts a more flexible course, it will cast the U.S. as an environmental pariah more comfortable with its own comfort than with the well-being of the earth.

Forests, Scapegoats and Global Warming

By George M. Woodwell
and Kilparti Ramakrishna

THE earth's last great forests are being destroyed in this century, torn apart for trifling profits. Some destruction is deliberate — logging for lumber and pulp, burning to create pasture land. And some of it is collateral damage — assault by air and water pollution, the general toxification of an environment downwind of thousands of smokestacks.

But letting forests die is self-destructive. Their role as a filter of the world's pollution, a sponge that absorbs carbon dioxide and slows global warming is crucial to the life of the earth. Governments are only slowly recognizing the need for a global plan to manage the earth's forests. And the implications scare them.

Forest management is turning into one more issue over which industrialized and developing countries are fighting. In July 1990, the world's seven wealthiest nations endorsed the idea of an international agreement for managing the world's forests. Writing such a document is now on the agenda of the United Nations Conference on Environment and Development to be held in Brazil this June. The last of the meetings to arrange that conference are to be held in New York this month and in March.

But the discussions have not gone well. The world's poorer nations recognize that they are likely to be made the scapegoats of global warming.

Simply put, if the warming trend is to be slowed down, there need to be more trees and fewer exhaust pipes. Reducing pollution depends on ener-

gy efficiency and gradually switching from fossil fuels to renewable energy — an idea that is anathema to some industrialized nations, particularly the United States. In the eyes of developing nations, the developed countries are instead pushing strongly for saving forests because this would be less economically painful.

Certainly one aspect of the debate seems to suggest that the developing countries are right. Most of Canada, the eastern U.S. and Russia are covered by trees. But discussion of global warming has focused almost entirely on tropical forests. True, these forests are diverse and fascinating but they are also almost entirely in un-

Industrialized nations are hypocritical.

derdeveloped countries. And it is on those forests that developed nations are working hardest to impose their wills. But the north seems unable to live by the rules it wants to impose on the south: government-subsidized greed is allowing wide swaths of Canada and the northwestern U.S. to be clear-cut, and lumber companies are now maneuvering to make profits from the Siberian taiga.

As a result, a "convention on forests" has become unacceptable to many nations preparing for the Brazil conference. Now the best that seems possible is a "non-legally binding authoritative statement of principles for a global consensus on the management, conservation and development of all types of forests." That promises little.

The scandal is the common assumption of these nations: that forests are only valuable for their timber, pulp and fuel. All but dismiss

are their intrinsic value as protectors of watersheds, safeguards against landslides, renewers of farm fertility, recreation areas and homes to diverse plants, animals and people. The discussions reveal ignorance of what forests do for the world and why international action to assure that they do not vanish is essential.

Deforestation is the second biggest source of carbon dioxide, which traps the sun's heat in the atmosphere; only the burning of oil, coal and gas produces more. But scientists are beginning to recognize the possibility that the earth's warming will speed the decay of organic matter in soils, adding extra carbon dioxide and methane to the atmosphere. If this is to be slowed, the world must not only stop cutting and burning large forests, but replace many millions of acres that have been destroyed.

There is little immediate prospect of improvement without major changes in leadership and perspective. One promising suggestion is the creation of an International Commission on the Conservation and Utilization of World Forests to strengthen the scientific and economic analyses available and to draft an agreement for all countries to sign.

The project is urgent. The cost of the delay could be the world's forests, the biotic wealth they contain, the environmental services they perform and a possibly irreversible contribution toward making the earth too hot to live on. □



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Christophe Vorlet

Washington, Odd Man Out, May Shift On Climate

With Sununu gone, U.S. may abandon roadblock stance at crucial talks on global warming.

By WILLIAM K. STEVENS



AS delegates from around the world meet at the United Nations today to try to avert the threat of global warming, the Bush Administration finds itself in the hot seat, but there are signs that it may be preparing to wiggle out.

Negotiators from Europe and Japan are expected to continue putting pressure on the United States to agree that all industrialized countries should accept a limit on their emissions of carbon dioxide, the chief heat-trapping gas that scientists fear will bring on a possibly catastrophic warming of the earth's climate. The limit proposed is that by the year 2000 each country should reduce its emissions to 1990 levels.

The United States, the largest producer of carbon dioxide, has long resisted the concept of a limit. Under John H. Sununu, the recently departed White House chief of staff, Washington was committed to a position that the scientific basis for believing in global warming was flawed, that curbing carbon dioxide would restrain economic growth, and that in any case the United States had already taken all necessary actions to stabilize its contribution of world-warming gases by 2000.

Today's climate conference is the fifth negotiating session in a series leading up to the "Earth Summit" in Rio de Janeiro this June. Although one more session is planned, for April, many experts believe a breakthrough must come now if there is to be time to achieve a treaty for signature at the June meeting.

New scientific findings about the role of ozone-destroying CFC chemicals in global warming have undercut one of the Administration's principal arguments, that this nation's sharp cutback on these gases would significantly reduce its contribution to greenhouse warming. The Environmental Protection Agency has dusted off economic analyses, shelved in the days of Mr. Sununu, that indicate the proposed cap might not be so costly to the United States. And all five Democratic Presidential candidates support caps on carbon dioxide emissions.

Under all these pressures, Washington is taking another look at the issue. "It's on the scope now," said an official close to the situation who spoke on condition of anonymity.

Pressure is also being brought on behalf of the Administration's present stance, however, by energy and energy-related industries. Officials familiar with the discussions within the Administration say that the situation is fluid and that no decision on any policy change has yet been made. Nor, they say, will any change material-

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With Sununu Out, U.S. Reviews Climate Stance

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ize when the treaty talks begin today in New York.

The American position paper for the opening of the session, made public on Sunday in a document obtained by Senator Al Gore, Democrat of Tennessee, includes no reference to targets and timetables. Rather, it calls for nations to take "cost-effective measures" to limit emissions of heat-trapping gases "in accordance with their national circumstances, development priorities and capabilities."

It is possible, some officials say, that a change in the United States position could take place before the New York session ends on Feb. 28. Otherwise it would have to surface, if at all, at a sixth session expected at the United Nations in April.

Environmentalists and some Europeans fear that this will not allow enough time to reach a meaningful convention on global warming that could be signed, as planned, at the Earth Summit dealing with a range of global environmental questions in Rio de Janeiro.

"In April it may be too late," said Dr. Michael Oppenheimer, a climate specialist at the Environmental Defense Fund in New York. "We're not leaving enough time to build an intelligent agreement unless the U.S. switches its position during this negotiation."

Possible Catastrophic Effects

If scientists are right, the stakes in the global warming talks are high. Carbon dioxide and other gases emitted as a result of human activity trap heat in the atmosphere much as glass panes trap it in a greenhouse.

Scientists convened by the United Nations to advise the negotiations predict that at present rates of emission, the buildup of greenhouse gases will increase the earth's average surface temperature by 3 to 8 degrees Fahrenheit by the end of the next century, with possibly catastrophic effects. These could include a rise in sea level, a shifting of climatic and agricultural zones, more frequent droughts, and severe ecological disruption.

Some dissenting scientists say that the predictions exaggerate the warming, and others say that whatever warming does come could be benign, occurring mostly at night and in the winter. But a panel of the National Academy of Sciences has concluded that the threat, though uncertain in severity and timing, is sufficient to justify a prompt response.

Environmentalists see the United States as essential to a climate convention with any teeth. As the world's biggest economy and largest single emitter of carbon dioxide, they say, the United States must take a leading role — not only because of its part in whatever greenhouse warming occurs but also as an example for developing countries.

Many developing countries, whose use of fossil fuels is rapidly expanding, have expressed skepticism about the global warming threat. Collectively, they are demanding that the developed countries foot the bill for their conversion to energy sources that produce less greenhouse gas. But many say they are reluctant to make commitments unless the United States makes them as well.

Environmentalists are casting



Jose R. Lopez/The New York Times

John H. Sununu, former White House chief of staff, opposed timetables and targets for carbon dioxide emission control.

Washington's performance in the climate talks, and at the Rio conference, as a litmus test of the Administration's willingness to take a leadership role on global environmental questions that are moving to prominence with the end of the cold war.

As discussion has opened up within the Administration, environmentalists have been able to follow the action much more closely than when Mr. Sununu controlled the debate. Several of them met last week with Samuel K. Skinner, the current White House chief of staff, to discuss global warming. Although Mr. Skinner reportedly made no commitments and said that industry pressure to avoid caps on carbon dioxide emissions had intensified, the meeting itself would have been inconceivable under Mr. Sununu.

Everything considered, "there will likely be a change" in the Administration's position in the climate negotiations, "but it has not been resolved yet," said another Administration official who, like others, spoke on the condition of anonymity.

The Environmental Protection Agency's analyses of the economic

effects of a carbon dioxide cap, long in preparation against the day when they might be needed, are now being scrutinized in the White House. They indicate that under private forecasts of economic growth for the next decade, carbon dioxide emissions in the United States will grow only slightly or, on a per capita basis, not at all.

Hopes for a Treaty

The analyses indicate that a variety of actions now under way to promote energy efficiency, not taken into account by the economic forecasts, could rein in carbon dioxide enough to make it possible for the United States to sign a treaty that pledges to stabil-

'The line that science says "do nothing" has sort of gone by the board.'

tions include, for example, the adoption of more efficient lighting and appliances, incentives for public utilities to promote the more efficient use of electricity rather than build new power plants and the planting of a billion trees, which absorb carbon dioxide.

Advocates of caps on carbon dioxide see them as a first step toward an eventual cut in the amount of carbon dioxide in the atmosphere. Environmentalists have long promoted energy efficiency as a way to make a start on the control of global warming while reaping savings on energy, reducing air pollution and promoting energy independence.

Until now, the Administration has been arguing that any attempt to limit the emission of greenhouse gases should focus not on carbon dioxide but on the "full basket" of gases. These include methane, nitrous oxides and especially chlorofluorocarbons, or CFC's. The manufacture of CFC's, which are used as refrigerants and propellants in aerosol cans, is being phased out under a previous international agreement because they are destroying the stratospheric ozone shield. The shield protects living things from the sun's harmful ultraviolet rays.

Administration's Position

On the basis of earlier analyses, the Administration has argued that although carbon dioxide emissions will rise somewhat in this country, the reduction in CFC's would stabilize this country's overall contribution to global warming by the end of the decade.

But a more recent scientific finding indicates that the greenhouse warming caused by CFC's is approximately offset by a cooling brought on by ozone depletion, also caused by CFC's. The CFC's, in effect, cancel out their own contribution to global warming. The finding has been cited in a report to be released soon by the Intergovernmental Panel on Climate Change, the international group of scientists convened by the United Nations to advise the climate negotiations.

"This undercuts the Administration position that it's not so important to concentrate on carbon dioxide," Dr. Oppenheimer said.

The panel also cited recent findings that sulfate aerosols created by the burning of the same fossil fuels that produce carbon dioxide are scattering sunlight and helping clouds to form, thereby cooling the Northern Hemisphere and limiting the warming there in recent decades.

Computerized mathematical models that simulate the workings of the atmosphere say the earth's climate should have warmed by about 2 degrees Fahrenheit in the last 100 years. In fact, it has warmed by about half that amount. Opponents of early action to combat global warming, including those in the Administration, have cited this discrepancy as evidence that the models, which are the main tool in forecasting future warming, are too crude to be believed.

Accuracy of Models

The international panel, however, says the discrepancy could have been accounted for by the cooling effect of the sulfate aerosols. If so, it could mean that the models are more accurate than the critics say. The sulfates, which also cause acid rain, are being eliminated in the United States and Europe. As this is being done, the panel said, aerosol concentrations will rapidly diminish and no longer mask the warming. Carbon dioxide, by contrast, remains in the atmosphere for decades and will continue to warm the earth.

In large measure, the debate about a climate convention has moved beyond the science and is now verging on the purely political. In part, this may be because the Administration, despite the uncertainty of future warming, now accepts the basic science and sees warming as a potential problem.

"The line that science says 'do nothing' has sort of gone by the board," said Rafe Pomeroy of the World Resources Institute, a Washington-based environmental organization. "They're not saying it's not a problem. They're just saying 'We don't know what our policy is going to be.'"