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THE WHITE HOUSE

WASHINGTON

February 1, 1991

Dear Delegates:

It is with great pleasure that I welcome you to the United States as we gather to begin negotiations on a landmark international convention on climate change. This agreement will serve as a framework for future cooperative efforts to address the problem of climate change.

We look forward to working with you in the task of addressing this vitally important set of problems. I assure you that we are prepared to work openly, diligently, and respectfully toward achieving the goal of completing a climate change convention in time for its signature at the United Nations Conference on Environment and Development to be convened in June 1992.

The UN's Intergovernmental Panel on Climate Change (IPCC) has defined our common agenda: accelerating scientific and economic research to help reduce remaining uncertainties; taking action now that responds to our present state of knowledge; and negotiating a multilateral framework for comprehensive response strategies.

Through our U.S. Global Change Research Program, we are working aggressively with other nations to improve our understanding of the global ecosystem and the relationship of our economic activities to the natural environment. We look forward to continuing this partnership.

WELCOMING REMARKS OF
THE HONORABLE MICHAEL R. DELAND
CHAIRMAN, PRESIDENT'S COUNCIL ON ENVIRONMENTAL QUALITY
TO THE FIRST SESSION OF
THE U.N. INTERGOVERNMENTAL NEGOTIATING COMMITTEE
ON CLIMATE CHANGE
CHANTILLY, VIRGINIA, USA
FEBRUARY 4, 1991

DIRECTOR GENERAL BLANCA, DR. TOLBA, DR. OBASI, OFFICIALS OF THE UNITED NATIONS, DISTINGUISHED DELEGATES, REPRESENTATIVES OF THE NONGOVERNMENTAL COMMUNITY, LADIES AND GENTLEMEN:

ON BEHALF OF PRESIDENT BUSH, IT IS AN HONOR FOR ME TO WELCOME SUCH A DISTINGUISHED ASSEMBLY OF PUBLIC OFFICIALS FROM SO MANY NATIONS. THE PRESIDENT AND ALL AMERICANS ARE DELIGHTED TO PROVIDE A FORUM FOR THE UNITED NATIONS TO BEGIN NEGOTIATIONS ON A LANDMARK INTERNATIONAL CONVENTION ON CLIMATE CHANGE.

PRESIDENT BUSH SENDS HIS PERSONAL GREETINGS TO EACH OF YOU, AND REGRETS THAT HE CANNOT BE HERE IN PERSON THIS MORNING. HE BELIEVES DEEPLY IN THE UNITED NATIONS, AND KNOWS FIRSTHAND WHAT REMARKABLE THINGS CAN BE ACCOMPLISHED WHEN DIVERSE NATIONS WORK TOGETHER TOWARD COMMON OBJECTIVES.

AS WE ENTER THESE NEGOTIATIONS, LET ME SHARE WITH YOU THE UNITED STATES' OUTLOOK:

O FIRST, WE BELIEVE THAT A COMPREHENSIVE STRATEGY FOR ACTION MUST FLOW FROM A COMMITMENT TO ECONOMIC GROWTH AND RESPONSIBLE STEWARDSHIP OF OUR PLANET. A COMPREHENSIVE STRATEGY WILL BE BUILT UPON A SERIES OF ACTIONS WHICH ~~WE~~ WILL HAVE A BROAD RANGE OF BENEFITS: FROM CURBING AIR POLLUTION, TO CONSERVING ENERGY, TO RESTORING FOREST LAND -- ALL OF WHICH WILL HELP CURB GREENHOUSE GAS EMISSIONS. AMERICA'S CLIMATE CHANGE STRATEGY INCLUDES ACTIONS THAT WILL RESULT IN

U.S. GREENHOUSE GAS EMISSIONS IN THE YEAR 2000 BEING EQUAL TO OR BELOW 1987 LEVELS.

O SECOND, THE UNITED STATES BELIEVES THAT RESEARCH AND ACTION MUST PROCEED IN TANDEM. THAT IS WHY WE HAVE ACCELERATED OUR GLOBAL CLIMATE RESEARCH ROUGHLY FIVEFOLD SINCE 1989, AND WILL SEEK \$1.2 BILLION FOR THE COMING FISCAL YEAR. AND THAT IS WHY, HAD THE PRESIDENT BEEN ABLE TO JOIN US THIS MORNING, HE WOULD HAVE BEEN PLEASED TO ANNOUNCE AMERICA'S CLIMATE CHANGE STRATEGY, WHICH INCLUDES BOTH RESEARCH AND ACTION. A SUMMARY OF THIS STRATEGY WILL BE DISTRIBUTED TO YOU TODAY. AS OUR SCIENTIFIC AND ECONOMIC KNOWLEDGE ADVANCES, THE UNITED STATES WILL CONTINUE TO RESPOND.

O THIRD AND FINALLY, OUR PURPOSE IN THESE NEGOTIATIONS IS CLEAR. AS PRESIDENT BUSH HAS WRITTEN IN A LETTER BEING DELIVERED TO EACH OF YOU TODAY: "WE ARE PREPARED TO WORK OPENLY, DILIGENTLY, AND RESPECTFULLY TOWARD ACHIEVING THE GOAL OF COMPLETING A CLIMATE CHANGE CONVENTION IN TIME FOR ITS SIGNATURE AT THE UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT IN JUNE OF 1992."

NO ONE BELIEVES THAT RESPONSES TO CLIMATE CHANGE WILL BE SIMPLE OR COST-FREE. THE ISSUES INVOLVED ARE COMPLEX AND HAVE MANY IMPLICATIONS FOR OUR CITIZENS AND FUTURE GENERATIONS. YET WE ARE HERE BECAUSE WE RECOGNIZE THE NEED TO PROMOTE GLOBAL

ENVIRONMENTAL STEWARDSHIP FOR ALL THE WORLD'S PEOPLES, IN A FORUM THAT IS DEMOCRATIC AND COOPERATIVE.

IT IS THE HEIGHT OF IRONY THAT AS WE BEGIN A CONSTRUCTIVE DIALOGUE ON OUR SHARED ENVIRONMENTAL FUTURE, SADDAM HUSSEIN'S PREMEDITATED ~~RELEASING~~ RELEASE OF CRUDE OIL INTO THE PERSIAN GULF INFLECTS ENORMOUS ENVIRONMENTAL DAMAGE.

SADDAM'S UNCONSCIONABLE ACT WILL NOT DIVERT US FROM THE TASK AT HAND. INDEED IT ONLY HEIGHTENS OUR RESOLVE. FOR NO NATION OR BLOC OF NATIONS HAS THE UPPER HAND WHEN IT COMES TO THE ENVIRONMENT. EITHER WE ALL WIN OR WE ALL LOSE. LET US WORK COOPERATIVELY AND BE CATALYSTS FOR AN ESSENTIAL KIND OF PEACE-- A PEACE BETWEEN HUMANITY AND OUR PLANET.

TURNING TO THE AGENDA OF THESE NEGOTIATIONS, THE U.S. BELIEVES IN SEVERAL GUIDING PRINCIPLES.

FIRST, OUR EFFORTS MUST BE COMPREHENSIVE IN SCOPE. TWENTY YEARS AGO, WHEN WE IN THE UNITED STATES ENACTED OUR FIRST ENVIRONMENTAL STATUTES, WE FOCUSED ON NARROW ASPECTS OF A COMPLEX PROBLEM. THE CLEAN AIR ACT OF 1970... THE CLEAN WATER ACT OF 1972... THE TOXIC SUBSTANCES CONTROL ACT... THE RESOURCE CONSERVATION AND RECOVERY ACT... ALL ADDRESSED JUST A PIECE OF AN INTRICATE PUZZLE. TOO OFTEN, THESE STATUTES RESULTED IN MOVING POLLUTION AROUND FROM AIR TO LAND TO WATER. WHILE THEY LED TO

SUBSTANTIAL SUCCESS IN CLEANING UP OUR ENVIRONMENT, THERE IS A BETTER APPROACH. THE ENVIRONMENT IS HOLISTIC-- A DYNAMIC SYSTEM OF INTERACTIONS BETWEEN LIVING THINGS, THE WATERS, LAND, AND SKIES. AS WE SEEK TO PROTECT OUR ENVIRONMENT, WE MUST DO SO FROM THAT BROAD, COMPREHENSIVE PERSPECTIVE.

SECOND, OUR AGREEMENTS SHOULD BE LONG-TERM AND ADAPTABLE. WE ARE UNITED IN THE BELIEF THAT DESPITE LARGE UNCERTAINTIES, THE POTENTIAL THREAT OF CLIMATE CHANGE JUSTIFIES TAKING ACTION NOW. YET EACH OF US OPERATES IN UNIQUE CIRCUMSTANCES: POLITICAL, ECONOMIC, SOCIAL, ECOLOGICAL. DIFFERENT POLICIES WILL HAVE DIFFERENT COSTS AND BENEFITS FOR DIFFERENT NATIONS. WE NEED AN INTERNATIONAL CLIMATE CONVENTION THAT COMMITS ALL NATIONS TO MEANINGFUL ACTION, YET DOES NOT LIMIT US TO SOME FIXED FORMULA.

LET US REMEMBER THAT THE ACTIONS TO WHICH WE COMMIT OURSELVES WILL NOT OCCUR AUTOMATICALLY OR INSTANTLY. OUR DECISIONS WILL AFFECT HUMANITY FOR DECADES TO COME. HENCE OUR ACTIONS MUST BE CONTINUOUSLY REVIEWED AND REFINED AS KNOWLEDGE AND CONDITIONS CHANGE. AS PRESIDENT BUSH STATED, "GLOBAL STEWARDSHIP IS A CONTINUOUS PROCESS OF SOCIAL DECISIONMAKING THAT MEETS THE NEEDS OF THE PRESENT GENERATION WHILE EXPANDING THE OPPORTUNITIES OF FUTURE GENERATIONS."

A THIRD ELEMENT OF SUCCESS IN OUR VIEW WILL BE AN INCLUSIVE APPROACH. BECAUSE THE ISSUES WE ADDRESS ARE GLOBAL IN NATURE,

OUR ACTIONS MUST BE GLOBAL. WE MUST MAKE EVERY EFFORT TO ENSURE THE FULL PARTICIPATION OF ALL NATIONS IN THESE NEGOTIATIONS. FURTHER, A CLIMATE CONVENTION SHOULD CONSIDER THE FINANCIAL AND TECHNOLOGICAL REALITIES OF ALL NATIONS. AS PRESIDENT BUSH STATED LAST APRIL, "THOSE WHO HAVE ASCENDED THE ECONOMIC HILL MUST BREAK DOWN THE BARRIERS TO PROGRESS AND ASSIST OTHERS NOW MAKING THE CLIMB."

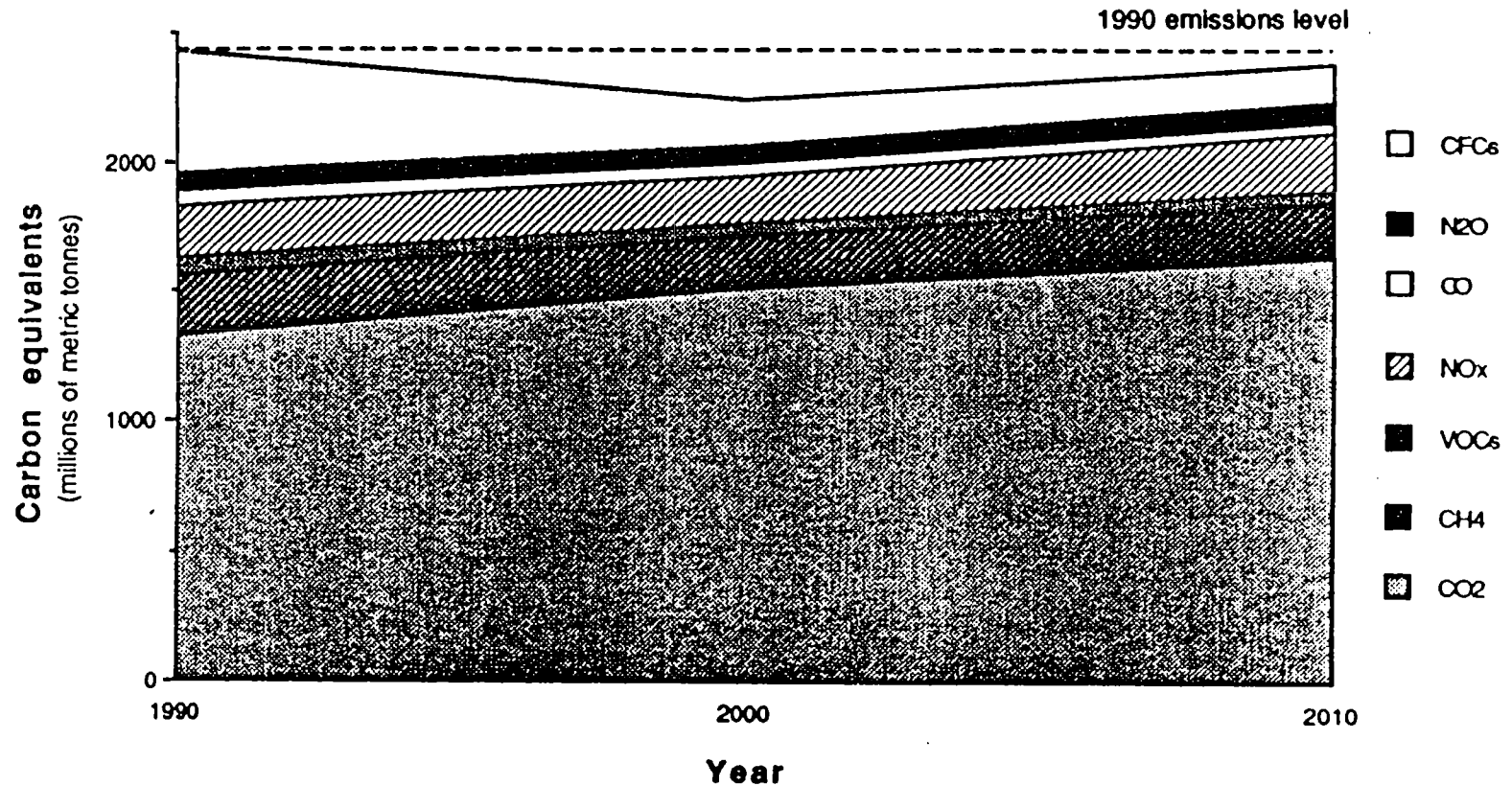
IN THE FINAL ANALYSIS, IT IS PROGRESS THAT COUNTS. PROGRESS THAT WILL RESULT FROM THE PARTNERSHIPS WE BUILD IN THE MONTHS LEADING UP TO THE UNCED CONFERENCE IN RIO DE JANEIRO, JUST EIGHTEEN MONTHS FROM NOW.

ON BEHALF OF PRESIDENT BUSH, WELCOME TO THE UNITED STATES. JUST AS WE HOPE THIS GATHERING WILL PROVE TO BE A PRODUCTIVE START IN OUR COOPERATIVE EFFORTS, SO, TOO, DO WE HOPE YOU WILL HAVE A MOST ENJOYABLE STAY. GOOD LUCK AND GODSPEED.

THANK YOU.

Appendix Chart 2

Projected U.S. Greenhouse Gas Emissions



Inventory for 1990 includes latest available data, some of which is prior to 1990.

Source: Alex Cristofaro, "The Cost of Reducing Greenhouse Gas Emissions in the U.S.," *Proceedings of the Global Climate Change Conference* (Washington: Center for Environmental Information, forthcoming).

FROM THE ENVIRONMENTAL PROTECTION AGENCY

ACTION PROGRAM TO ARREST GLOBAL WARMING

A decision made by the Council of Ministers for Global Environment Conservation of the Government of Japan, On October 23, 1990

In accordance with the decision taken by the Council of Ministers for Global Environment Conservation on June 18, 1990 on the Formulation of the Government's Policy on Global Warming, the Action Program to Arrest Global Warming (hereinafter referred to as the "Action Program") is hereby established.

I. Background for the Action Program and its Significance

Global warming is a grave concern which could pose a serious impact on the very foundation of human life on earth. In a report of the Intergovernmental Panel on Climate Change (IPCC), it is predicted that if greenhouse gases continue to be released in the manner at present, temperature increase which is unprecedented in the last 10,000 years would occur, and that there could be serious impacts on natural, economic and social systems, such as sea level rise and climatic changes, and threats to man's living environment.

As we are blessed by the today's global environment, it is our obligation to hand over to future generations the global environment, which forms the foundation of their survival and development, in a healthy condition. With this understanding kept in mind, it is essential for each nation of the world to coordinate with one another and to steadily promote feasible measures so that damage from global warming may not become prominent and give birth to irreversible situations, although there remain areas that have yet to be made scientifically certain about global warming.

Under these circumstances, Japan, utilizing its economic power, technological and other capabilities, must positively play a role which is commensurate with its position in the world community, e.g., assistance to the developing countries.

Japan is among the developed countries where the emission of CO₂ per capita is lowest, as both the governmental and private sectors have strived for the effective utilization of energy. Nonetheless, it is emitting a considerable amount of CO₂ and there have been signs of a rise in the emission in the last several years because of its brisk economic activities boosted by expanding domestic demand in recent years, changes in the people's life style and etc..

The limitation of greenhouse gases emissions should be

conducted with comprehensive consideration of the seriousness of effects caused by global warming, the feasibility of measures for their limitation and for adaptation to it and other factors, while ensuring the stable development of the economy in line with the concept of sustainable development. It is necessary for Japan, as the first step, to stabilize its emissions of greenhouse gases as soon as possible, as a part of the global common effort to limit the emissions of greenhouse gases.

As the availability of forests which serve as sinks for CO₂ is on the downswing on a global scale, it is necessary that Japan, giving thought to its relations with forest resources in the world, should take the lead in grappling with their afforestation as well as the prevention of their decrease in line with the concept of sustainable development.

Moreover, in order to reduce uncertainties relating to global warming and take appropriate measures on the basis of scientific findings, it is also required to step up research and study as well as observation/monitoring and to strive for further development and dissemination of technology, including innovative technology.

Having considered those mentioned above, the Action Program has been formulated to make clear the Government's near-term policy for promoting systematic and comprehensive measures to cope with global warming as well as the whole picture of feasible measures which should be undertaken in the future so as to ensure the people's understanding and cooperation and, at the same time, to define Japan's basic position to take part in the formation of an international framework dealing with global warming.

II. Basic Elements To Be Taken Into Account for Promotion of Measures To Cope With Global Warming

1. Formation of Environmentally-sound Society

To arrest global warming, there is a need to implement a wide variety of extensive and long-term measures in every sector of society, and the people's understanding and cooperation are indispensable. On the basis of such understanding and cooperation, it is necessary to seek an appropriate balance between the environment and human activity in the whole areas of Japan in the course of efforts to prevent an excessive concentration of urban and economic functions in specific areas. At the same time, it is also required to build a society which poses less burden on the global environment by widely examining the present socioeconomic systems with a view to creating urban structures and transportation systems which are less likely to emit greenhouse gases, by promoting to establish environmental ethics, and by changing the people's life style into one in which consideration is given to the environment.

2. Compatibility with Economy's Stable Development

Global warming is an issue which is tied in with every aspect of our lives and economic activities, and the measures to cope with it should produce a wide variety of impacts on the increasingly interdependent world economy. In trying to solve the problem of global warming, therefore, the measures need to be compatible with a stable development of the world economy in line with the concept of sustainable development with the enhanced coordination of economic policy with environmental policy, technological breakthroughs and so forth.

3. International Coordination

As the cause and effect of global warming are of a global nature, not only efforts by each individual nation but also international coordination in grappling with it is indispensable.

Particularly, as CO₂ emissions are expected to increase at a rapid pace in conjunction with future global population growth and economic development, it is essential for Japan, with its advanced technology and ample experience in the environmental conservation, to take the lead in global efforts through international cooperation.

From these points of view and in a long-term perspective, it is required that each country of the world should coordinate in creating an comprehensive and long-term vision (New Earth 21) in regard to consolidation of the scientific basis, promotion of energy and resource conservation, introduction of clean energy, development of innovative environmental technology and expansion of sinks of CO₂, and development of energy-related technology for the next generation among others.

III. Targets Under the Action Program

The targets for the limitation of greenhouse gas emissions shall be set as follows.

- (1) The Government of Japan, based on the common efforts of the major industrialized countries to limit CO2 emissions, establishes the following target for the stabilization of Japan's CO2 emissions.
 - a. The emissions of CO2 should be stabilized on a per capita basis in the year 2000 and beyond at about the same level as in 1990, by steadily implementing a wide range of measures under this Action Program, as they become feasible, through the utmost efforts by both the government and private sectors.
 - b. Efforts should also be made, along with the measures above, to stabilize the total amount of CO2 emission in the year 2000 and beyond at about the same level as in 1990, through progress in the development of innovative technologies, etc., including those related to solar, hydrogen and other new energies as well as fixation of CO2 at the pace and in the scale greater than currently predicted.
- (2) The emission of methane gas should not exceed the present level. To the extent possible, nitrous oxide and other greenhouse gases should not be increased.

With respect to sinks of CO2, efforts should be made to work for the conservation and development of forests, greenery in urban areas and so forth in Japan and also to take steps to conserve and expand forests on a global scale, among others.

IV. Duration of the Action Program

The Action Program covers the period from 1991 to 2010 with 2000 set as the intermediate target year. During this period, the Action Program should be reviewed, as necessary, for its flexible response to international trends, accumulated scientific findings and so on.

V. Necessary Measures

For accomplishment of the targets of this Action Program, the Government should promote the following measures, implementing measures one after another as they become feasible. Here, full care should be exercised so that the implementation of measures to cope with global warming will not result in raising and expanding other environmental problems.

1. Measures To Limit CO2 Emissions

The structure of cities and regions, transportation system, production structure, structure for energy supply, life styles and other factors in Japan should be widely re-examined, and the development and dissemination of technology should be promoted and thereby the following measures should be implemented in a comprehensive manner.

a. Formation of Urban and Regional Structure With Low CO2 emissions

Primarily in cities where various activities are concentrated, attempts should be made to build an urban or regional structure with low CO2 emission, while ensuring good living environment.

(1) By making use of the effect of greenery to moderate high temperature in urban areas and by alleviating the heat-island phenomena in urban areas, the urban weather should be mitigated, and thus the energy demand for air-conditioning should be reduced.

(2) It should be encouraged to adopt insulated structure of dwellings and other buildings, and to propagate buildings of energy-saving types, such as "passive solar houses." In addition, renewable energy, such as those through solar water boilers, solar energy systems and photovoltaic cells, should be promoted.

(3) While considering technology development such as NOx control, and the compatibility with existing electric power systems, efforts should be made to promote adoption of co-generation systems which improve energy efficiency (both heat and power supply system), such as fuel cells.

(4) Unused heat with low thermal energy, from urban activities such as subway and sewage systems and thermal energy in river and sea water, should be used as thermal energy for air-conditioning through usage of heat pumps. Furthermore, district heating and cooling systems with the use of such types of heat, should be diffused.

(5) The supply of heat from incineration process of wastes, the power generation with heat from the process and the utilization of energy from sewage sludge, etc., should be

positively promoted. Efforts should also be made to promote more efficient use of energy for transportation of wastes, and for facilities for water supply, sewage and other similar systems.

b. Formation of Transport Systems with Low CO2 Emissions

In order to limit CO2, while responding to increasing demand for transport and ensuring adequate mobility of people and goods, efforts should be made to reduce emissions from automobiles and other transport machines. Taking into account the efficient use of various transport systems, measures should be considered to mitigate traffic demand by motor vehicles, and should be introduced one after another, as they become feasible ones, so as to formulate transport systems with low CO2 emissions.

(1) CO2 emissions from individual motor vehicles should be reduced through further improved fuel consumptions by adoption of bodies with less weight, reduction of resistance at running time and so forth, as well as through development and adoption of hybrid engines, ultra lean burn systems, technology for more effective use of regenerating energy and so on. Furthermore, efforts should be made to improve energy efficiency in such areas as railways, ships, aircrafts and so forth, through technological improvement, etc., and the introduction of more energy efficient ones should be promoted.

(2) The use of energy with low CO2 emissions should be promoted, primarily in the automobile sector, where introduction of automobiles with low CO2 emissions, including electrical cars, should be actively introduced.

(3) As for cargo transport, modal shift (shift to mass transit systems such as railways and ships) should be actively promoted in the areas of medium or long distance transport between major terminals, and active use of business trucks, joint bulk transport, adoption of appropriate information systems, development/improvement of terminal facilities and others should be promoted, in order to improve transport efficiency, in the trucking area.

(4) Concerning passenger transport, the development of railways, buses, new traffic systems and other public means of transit should be stepped up. The use of public means of transit in particular in and around metropolitan areas should be promoted through better transport services and other measures.

(5) In order to reduce the CO2 emissions from automobiles during their trips by mitigating traffic jams and assuring efficient and smooth trips, intersections, crossings, bypasses, ring roads and other facilities should be developed/improved, and sophisticated traffic control and other systems should be facilitated.

c. Formation of Production Structure with Low CO2 Emission

In the manufacturing, agriculture, forestry and fisheries, construction and other industrial sectors, the efficient use of energy and the introduction of energy sources with low or no CO2 emissions should be positively promoted.

(1) In the manufacturing sector, improvement of combustion efficiency, the facilitation of various manufacturing facilities of energy-saving types and the introduction of processes which contribute to energy-saving, among others, should be encouraged. For example, the direct iron ore smelting reduction process, direct causticization and other new technologies should be developed and efforts should be made to introduce them. More effective use of unused heat, etc., among factories at industrial complexes and other places should be promoted.

(2) In agriculture, forestry and fisheries, energy efficiency of farming machinery and fishing ships, among others, and the use of natural energy, biomass and other kinds of energy should be promoted as energy for the warming in horticulture and drying of grains and other products.

(3) In the construction sector, energy efficiency of construction machinery should be improved. Portland blast-furnace slag cement should be encouraged for use.

d. Formation of Energy Supply Structure with Low CO2 Emissions

With regard to power generation, urban gas manufacturing businesses and other energy conservation sectors, more energy efficient conversion processes, introduction of energy sources with low or no CO2 emissions should be promoted.

(1) In the sector of power generation,

A. As an energy with no CO2 emission, development and use of nuclear energy should be facilitated, based on the assurance of safety. Hydraulic and geothermal power should be also actively used. The use of photovoltaic systems and wind power systems should be promoted, while further developing technology. Natural gas, as a fuel with low CO2 emissions should be also actively used.

B. In order to improve efficiency of power generation, the development and introduction of combined-cycle power generation and ultra-super critical plants, among others, should be promoted.

C. The introduction of dispersed power generation, such as fuel cells and photovoltaic cells, should be positively encouraged.

(2) The infrastructure for the use of LNG as urban gas and for the introduction of natural gas should be further developed.

(3) In order to smooth out electric demand difference between day and night, the reduction of peak-hour demand and the storage of energy, among others, should be promoted under the establishment of technology for the centralized load. Gas air-conditioning systems and so forth should be also encouraged.

e. Realization of Life Style With Low CO2 Emissions

In order to realize life style with low CO2 emissions, various social systems should be reviewed and improved, and the environmental education should be further strengthened.

(1) Along with the recycling of paper, cans, bottles and so forth, new systems for the development and diffusion of easily recyclable and recycled products should be worked out.

(2) Distribution services should be reviewed in such aspects as excessive packing, high energy consumption of automatic vending machines and floods of direct mail.

(3) Products with low CO2 emissions should be propagated for use, among others, by utilizing environmental labeling.

(4) A daylight saving system should be considered for adoption, and efforts should be made to reduce working hours, through encouragement of across-the-board access to summer holidays and other means.

(5) At households, offices and the like, adequate temperature should be adopted in air-conditioning and heating. energy control systems should be introduced and household equipments and office automation devices with high energy efficiency should be facilitated.

2. Measures to reduce emission of Methane and Greenhouse Gases

The following measures should be taken in a comprehensive manner against greenhouse gases other than CO2, such as methane, nitrous oxide and tropospheric ozone, the concentration of which are increasing .

Among greenhouse gases, measures for those substances controlled by the Montreal Protocol on the Substances that Deplete the Ozone Layer, as well as domestic legislation, are not a part of this Program, but should be promoted under those schemes.

a. Measures Against Methane

Since traditional pollution control measures and CO2 control measures in the future are also effective for control of methane, those measures should be further enhanced. Measures to control methane should be further promoted, including examination

of new measures and technology development.

(1) Measures in Waste Management

A. Best effort should be made to promote resource recovery and reduction of domestic waste.

B. Efforts should be made for incineration of all combustible wastes other than those for resource recovery and other intermediate treatments so that significant reduction of methane should be achieved through elimination of untreated organic matters for landfills. In implementing those measures, efforts should be made for recovery of unused incineration heat.

C. With regard to industrial wastes, recycling, refuse and adequate treatment of such wastes as sludges and waste woods should be promoted

D. Where Landfill is adopted for organic matter, adoption of semi-aerobic landfill method with low methane emission, should be enhanced and recovery, treatment and use of methane from those sites should be promoted.

(2) Measures in Agriculture

A. As for paddy fields, recognizing that better management of irrigation systems, such as improved management of drainage water, and the appropriate use organic matter for soil, among others, should contribute to reductions in the methane emission, while studying quantitative mechanisms of methane emissions, those measures should be further promoted.

B. With regard to stockbreeding, the measures, mainly the aerobic fermentation of Livestock wastes should be promoted, and surveys should be conducted to grasp emissions of enteric fermentation.

(3) Measures in Energy Production and Use

A. As for coal mining, methane gas drainage from coal seams and utilization of drained gas, which is conducted as one of safety measures, should continue to be promoted.

B. Concerning gas supply and other services, measures to control emissions, such as prevention of gas leaks, should continue to be promoted.

C. Regarding fuel combustion in the transport and other sectors while promoting effective use of energy surveys should be conducted to grasp methane emissions from those areas, and if necessary, control measures such as removal of methane, should be considered, including technical feasibility of those measures.

b. Measures Against Nitrous Oxide

As for emission of nitrous oxide from soils to which nitrogenous fertilizer is applied, while conducting surveys to grasp emissions, such control measures should be considered as improved management of fertilizer, in terms of more effective use of nitrogen, development and use of the slow release nitrogen fertilizers. As regards the emission from the combustion of fossil fuels and others, the mechanism of generation and emission from this field, and the quantity of emitted methane should be studied and surveyed, and researches and technology development should be promoted for the introduction of control measures.

c. Other Measures

The contributions on global warming caused by carbon monoxide, non-methane hydrocarbon and nitrogen oxide (NO and NO₂), which increase the atmospheric concentration of methane and/or tropospheric ozone, should be assessed, and measures adopted at present should be further promoted.

3. Measures to Enhance CO₂ Sink (Forests and Other Greens)

In order to appropriately maintain and expand forests and greens in and around urban areas, which are recognized as sink of CO₂, surveys should be made to grasp quantity and quality of forests and measures should be taken to promote comprehensive and systematic management of forests and greens in urban areas, taking into account the ecological diversity and sustainable use of forests.

In addition, rational use of timber resources should be promoted.

a. Adequate management of Domestic Forests and Greens In Urban Areas

(1) Appropriate Management of Forests

A. Taking into account the diversity of forests, from those with high degree of nature to those remaining in urban areas, their systematic conservation should be ensured, and sustainable management of forests be promoted.

B. Management level of forests should be improved in such ways as appropriate thinning, together with the development of forestry production system. The improvement of various types of forests and sustainable management should be promoted by means of partial cutting, long-rotation cutting, multi-storied forest management, tended natural forest management, non-tended natural forest management.

C. Various activities by private sectors, for the conservation of forests, such as National Trust activities, should be supported, and the conservation/management of forests

around urban areas, and forests near rural communities, should be enhanced.

D. Appropriate conservation/management of forests should be promoted with the participation of and the contributions from general public.

E. Environmental effects by pollutants, such as acid rain, should be studied, so that appropriate measures should be taken.

(2) Conservation and Creation of Greens in and around Urban Areas

A. Greens in public facilities, factories, business establishments and other places should be increased.

B. In order to link and maintain green lands and forests in and around cities in a systematic manner, urban parks and green lands in cities should be adequately conserved and expanded. In addition, greens in urban areas should be comprehensively created and increased through creation of greens at house lots, on the roof of buildings and the like.

C. Appropriate conservation/management of greens should be promoted with the participation of and the contributions from general public.

b. Rational Use of Timber Resources

(1) Promotion of Appropriate Trade of Tropical Timber

Efforts should be made to promote appropriate trade of tropical timber by positive contribution to the activities of the International Tropical Timber Organization (ITTO), the aim of which is to achieve sustainable management of tropical forests.

(2) Efficient Use of Timber Resources

The efficient use of timbers produced by thinning should be enhanced. Effective use of woods and wooden products should be also promoted through longer use of wooden products and their refuse, promotion of the use of recycled paper and reduction of one way use of those resources.

4. Promotion of Research and Observation/Monitoring

By taking note of the "Comprehensive Promotion of Research, Observation/Monitoring and Technological Development for the Conservation of the Global Environment " (Agreement at the Council of Ministers for the Global Environment Conservation), "Basic Plans for Research and Development On Earth Science and Technology" and other plans, research and

observation/monitoring on global warming should be comprehensively promoted. In so doing, efforts should be made to actively participate in international projects, such as the International Geosphere-Biosphere Program (IGBP) and the World Climatic Research Program (WCRP) and to promote exchange of research information.

Particularly, Japan should promote research and observation/monitoring focusing on the Asian-Pacific region with the cooperation of researchers in the region. For this purpose, attempts should be made to improve the research basis, including research, and observation/monitoring centers.

The results must be commonly used by developing data bases and establishing a network for their global utilization.

Talented researchers and technicians in broad areas associated with research on global warming should be developed.

a. Research and Survey

(1) Mechanism Understanding and Future Prediction

A. In order to understand the mechanism of global warming and improve techniques for its prediction, efforts should be made to understand the effects of the role of clouds, the effects of oceans including interactions between the atmosphere and the oceans, the effects of snow and ice, contributions of the ecosystem and the past climate.

For example, further examination should be made on the radiative process of clouds, oceanic variability including those in the deep layers, and the ice bed in the polar regions.

B. Climate models should be sophisticated by including the main factors which affect the formation of climatic features and changes into those models properly, and by reducing mesh intervals.

C. In order to contribute to the improvement of prediction and measures for a reduction of greenhouse gases, sources and sinks CO₂, methane, nitrous oxide and other greenhouse gases should be identified and quantified.

For example, efforts should be made to estimate the absorption of CO₂ by oceans and the emission of methane in Siberia and other higher-latitude areas.

(2) Assessment of Effects

In order to make more precise assessment, models should be developed to estimate the effects of global warming on the ecosystem, health, water resources, socioeconomic aspects, and of disaster in coastal areas. In addition, attempts should be made to establish methods for the economic assessment of the impacts and for natural resource accounting.

(3) Policy Planning and Its Evaluation

Further efforts should be made to establish methods for the assessment of technology to cope with global warming and also for the economic assessment of measures. In addition, studies for the establishment of an environmentally-sound social system and studies on the the way of life and culture which are harmonized with global environment should be promoted.

(4) Comprehensive Studies on Global Warming With Special Reference to Asian-Pacific Region

Studies on the effects of, and measures against, global warming in the Asian-Pacific region should be strongly promoted.

For this purpose, efforts should be made to promote comprehensive studies on global warming focused on the Asian-Pacific region, by taking a leading part in international joint studies with the countries of the region.

Several programs should contribute to these research efforts, including improvement of regional climate prediction by understanding the process of global warming; quantification of emission and sequestration of greenhouse gases; impact assessment of global warming; policy planning and its evaluation

b. Observation/Monitoring

In order to further understand the phenomenon of global warming and its effects and to promote relevant research and study, the monitoring of greenhouse gases, related trace gases, and changes in the climate, oceans and, ecosystem should be systematically conducted with satellites, aircrafts, ships and ground monitoring stations. And the data gained through these monitoring activities should be circulated. In addition, the research and development of more sophisticated monitoring technology should be promoted.

For example, in the monitoring of greenhouse gases, climate and oceans, the use of satellites is of significance, so that by promoting the research and development of observation technology, such as sensors, and data-processing technology, contributions should be made to the global observation/monitoring activities under the international network.

5. Development and Dissemination of Technology

Japan has the world's top-level energy-saving and other technologies. In addition to the further dissemination of those technologies, efforts should be made to promote the development of more sophisticated energy-saving technology, technology for new energy, technology for the recovery and fixation of CO₂ and

so forth, in line with the aforementioned programs, etc. Efforts should be also made to build a social system in which the dissemination of those technologies may be encouraged.

a. Technology for Limiting the Emission of Greenhouse Gases

(1) In order to limit the emission of greenhouse gases, it is necessary to develop and utilize nuclear power on condition that its safety is assured. In addition, new/substitute energy with no or low emission of CO₂ and other greenhouse gases should be developed and utilized, including natural energy such as solar, wind and wave power, and natural gas, etc..

(2) Improvement of energy efficiency such as the development of highly efficient gas turbines and fuel cells should be promoted and manufacturing technology with low emission of CO₂ and other greenhouse gases, such as those using biological functions should be developed. In addition, the development of technology for the saving of energy and resources in houses and residential equipments, technology for the utilization of unused energy or highly-efficient energy use in the sewer systems, rivers, seawater and the waste treatment, and so on should be conducted, and the development of technology and systems for the more efficient utilization of energy in the transport sector including automobiles should be promoted.

(3) The development and dissemination of waste recycling technology should be promoted.

b. Technology for Absorption, Fixation, Etc., of Greenhouse Gases

Technology development for the recovery of carbon dioxide and other gases with absorbents and separation membranes should be conducted. Technology development for the long-term fixation and utilization of recovered CO₂ and other gases by the artificial photosynthesis and other means should be conducted.

Technology development to enhance biological CO₂ fixation capacity with the use of algae, biotechnology, biomass, etc., should be conducted.

Moreover, technology development for the conservation and development of forests as sinks of CO₂ and for the prevention of desertification as well as technology for the utilization of substitute resources for pulp to contribute to the conservation of forests should be conducted.

c. Technology for Adaptation to Global Warming

In order to prepare for the future changes in the

temperature, sunlight, rainfall and so forth caused by global warming, efforts should be made to develop agricultural, forestry and fishery technology, such as the development of breeds adaptable to the environment; technology for irrigation and the utilization of water resources adaptable to changes in the rainfall pattern; technology to cope with sea level rise, such as conservation of coastal areas and river basins, and urban restructuring; and technology for the conservation of vegetation and wildlife responding to climate change.

6. Promotion of Public Awareness

In regard to the promotion of measures to cope with global warming, efforts should be made to disseminate the outline of the Action Program and precise information, based on latest scientific knowledge on global warming, to promote environmental education, to support and subsidize voluntary actions for such purposes, so as to gain consensus of broad segment of people, and enhance concrete actions for global environmental protection.

(1) Efforts should be made to promote public awareness through TV and other mass media, and the Environment Week and other social events, to further promote environmental education, through frequent lectures on an ad hoc basis and the like.

(2) In school education, efforts should be made for strengthening of curricula on environmental education, such as the expansion of courses on global environment and studies through experiences with nature, and for improving teachers' abilities in this area.

(3) Resource/energy saving activities should be enhanced through institutional strengthening. In addition, activities for the conservation of global environment should be supported and subsidized.

(4) The results of surveys, researches and so forth should be released to the public, guidelines/manuals, including case reports on activities for the conservation of global environment should be prepared.

7. Promotion of International Cooperation

In order to strongly support developing countries' measures to cope with global warming, efforts should be made to promote international cooperation, through, for instance, replenishment of official development aid (ODA), while taking part in international efforts to provide support to developing countries, such as the consideration of the proposed Global Environmental Facility at the World Bank. Cooperation between developed countries should be positively promoted in the field of research and study, technology development and other sectors.

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Here, the transfer to developing countries of technology should be promoted which contributes to arresting global warming, such as production facilities/technologies with high energy efficiency, and technologies for new and renewable energy. And positive support should be provided for the conservation and development of sinks of CO₂ centered on tropical forests which account for 40% of the world's forests.

a. Comprehensive Support for Technology Transfer for Arresting Global Warming

Comprehensive support should be positively provided to developing nations' efforts to cope with global warming, with respect to information gathering, observation/monitoring, effect assessment, formulation and implementation of response strategies and capabilities to cope with environmental issues.

b. Promotion of Technology Transfer To Arrest Global Warming

(1) To developing countries where the energy coefficient is low and the emission of CO₂ is expected to rise at a rapid pace in proportion to their future economic development, technology transfer which contributes to the arresting global warming, such as production facilities and techniques or technology for transport facilities with high energy efficiency, and new and renewable energy technology should be positively promoted.

(2) Efforts should be made for the establishment in Japan of a UNEP Global Environment Conservation Technology Center (tentatively named) which has the functions of information offering on technology for environmental conservation, consulting and training, among others, to developing countries. With cooperation with related institutions, global efforts in this field should be promoted.

C. Support to Conservation and Development of Tropical Forests and Other Sinks of Carbon Dioxide

(1) Efforts should be made to strengthen support to ITTO so that it can work as a fund for global forests in such a manner as to really accomplish the purposes of its establishment, and to internationally promote the Tropical Forestry Action Plan (TFAP) of the Food and Agricultural Organization (FAO).

Incidentally, appropriate measures should be taken, while working for related international coordination, so that Tropical Forestry Action Plan should be strengthened, placing more emphasis on forest conservation and protection of biological diversity, and that ITTO's Action Plan should be consolidated to enhance sustainable forest management and to improve market operations.

(2) In the light of the ideal of managing the green globe, support to management of sustainable forests, afforestation and conservation of the ecosystem, among others, should be promoted, while the sovereignty of countries having tropical forests is respected. Establishment of an International Forest Charter should be pursued, and thereby positive contributions should be made to the building of an international framework for forests.

(3) Positive cooperation should continue to be rendered in conservation, development and research of forests which center on tropical forests, such as monitoring of tropical forests and preparation of an international network.

(4) Efforts should be made to support tropical forest conservation programs adapted to regional characteristics of the countries having tropical forests, such as Brazil.

(5) In order to curb decrease in tropical forests due to new reclamation, e.g., as a result of slash-and-burn cultivation, support should be given to an enhancement of productivity of existing farmland.

(6) For temperate forests, comprehensive conservation measures should be supported with the coordination of international organizations in the same manner as for tropical forests.

(7) As to the global deforestation, the effects of acid rain and other environmental pollution are of significance. Therefore technology for the prevention of environmental pollution should be transferred as measures to cope with such environmental pollution.

(8) While working for coordination with international organizations, formulation of regional action programs for prevention of desertification should be supported. International cooperation for combating desertification, such as research cooperation which contributes to the prevention of desertification, should be promoted.

d. Promotion of Cooperation in Research and the Development of Appropriate Technology

(1) As regards research and study, and observation / monitoring related to global warming, and technology development, which centers on revolutionary one, such as fixation and effective utilization of CO₂, cooperation in these areas among developed countries should be positively promoted.

(2) In developing countries, it is essential to introduce appropriate technology which is suited to their technical, human and economic resources, and efforts should be made to develop and

disseminate such technology which is adaptable to existing condition in developing countries. In this case, research cooperation with research institutions in developing countries should be promoted.

e. Promotion of International Cooperation in the Private Sectors

As a great number of types of technology for environmental conservation are accumulated in industry and other private sectors through the past efforts to prevent environmental pollution in Japan, support should be given to activities for technology transfer by private sectors. Efforts should also be made to support activities in private sectors for sustainable forest management, afforestation and debt-for-nature swap.

f. Considerations to Prevention of Global Warming in International Cooperation Projects

In carrying out international cooperation projects, attention should be paid to the need of global warming prevention, e.g., through utilization of technology of low emission of CO₂, as necessary, so that development activities in developing countries can be compatible with global warming prevention. As conservation of tropical forests in specific areas is inseparably tied in with realization of sustainable development in their peripheral areas, due consideration needs to be given to a number of different aspects, including environmental, social, economic and cultural ones, for conservation of tropical forests international cooperation projects in the tropical region.

VI. Promotion of the Action Program

The Government of Japan should make every effort to carry out the Action Program in an effective and coordinated manner.

(1) Each ministry and agency should implement measures for realization of the items specified in "V. Necessary Measures", while considering the necessary policies on the basis of international discussions and studies.

(2) The Council of Ministers for Global Environment Conservation should be reported each year on the progress of implementation of the measures as well as the total amount of CO₂ emissions. On the basis of such reports, the promotion of the Action Program should be reexamined as necessary.

(3) Local governments are expected to make possible efforts in line with the Action Program. In order to ensure the cooperation of local governments, the central government should

present relevant information and the basic direction for the efforts by local governments to cope with global warming, and provide support to local governments, such as helping them consolidate conditions for the implementation of their measures.

(4) Each ministry and agency should strive to work for broad dissemination of the Action Program, through related organizations so that business and other parties can make positive efforts in line with the Action Program, and take measures necessary to support them, such as by offering of relevant information.

February 5, 1991

STATEMENT OF E.U. CURTIS BOHLEN
Assistant Secretary of State for
Oceans, International Environmental and Scientific Affairs,
Department of State
United States of America
before the
Intergovernmental Negotiating Committee,
FRAMEWORK CONVENTION ON CLIMATE CHANGE

Thank you, Mr. Chairman. Ladies and Gentlemen, it is with great hope and enthusiasm that the United States joins in the start of negotiations on a framework convention on climate change. We are embarking on an ambitious international undertaking, a truly global effort to address what is perhaps the most complex and critical environmental issue we are likely to face for many decades to come. These negotiations are but the first step in what must be a sustained and long-term effort.

Climate change presents us with a dilemma of major proportions. Since the Industrial Revolution mankind has been engaged in an enormous unplanned experiment that is slowly changing the composition of the Earth's atmosphere. We cannot be certain what the result of this experiment will be, but we are fully aware that its consequences could be far-reaching. At the same time, the human activities that are affecting the atmosphere are fundamentally linked to every country's economic well-being. Balancing economic growth and environmental protection in cost-effective ways is not an easy task.

So we must determine what constitutes a responsible and sound international response to a global environmental concern in the face of a range of uncertainties. While this is not the first time we have been asked to make major policy decisions in the context of uncertainties, it may very well be the first time an issue of such complexity and with such broad ranging implications has been addressed by the full international community. We are clearly faced with unprecedented challenges to our wisdom, foresight, and scientific capacity.

The U.S. View of the Negotiations

The United States is entering these negotiations with the utmost seriousness of purpose. We have considered all aspects of this issue and brought to bear all of our experience and knowledge in environmental protection, scientific research, and economic analysis. Based on our deliberations, we will undertake these negotiations with several key principles in mind -- principles which we feel are the key to an effective convention and an effective global response to climate change:

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- o First, we believe we must take a comprehensive approach to climate change, one which considers all aspects of this complex issue and which addresses all greenhouse gases and their sources and sinks;
- o Second, we must continue to pursue aggressively our scientific and economic research efforts and our technology development programs in order to resolve uncertainties and build a solid foundation for innovative responses;
- o Third, we must not wait for all uncertainties to be resolved, but must pursue cost-effective actions - already justified on other grounds - which will limit net greenhouse gas emissions;
- o Fourth, we must adopt a long-term perspective which takes account of the costs and benefits of our actions for present and future generations; and
- o Fifth, we must recognize the special needs of the developing countries and design mechanisms for assisting them in securing the scientific and technical tools necessary for their fullest participation in a truly global effort.

We have the opportunity now to translate these principles into innovative and effective solutions by crafting a framework convention that will engage all nations in a concerted international response.

A Comprehensive Approach to Climate Change

The United States strongly believes an issue such as climate change can only be addressed effectively using a comprehensive approach, one which considers all sources and sinks of all greenhouse gases. A comprehensive approach to climate change will ensure that we take advantage of cost-effective opportunities to limit net emissions, that we do not create incentives to shift the problem from one type of pollutant to another, and that our research and technology development address all facets of the problem. A comprehensive approach also provides the flexibility needed for each nation -- whether developed or developing -- to address climate change in the context of its unique circumstances. We have provided you a report on the comprehensive approach to addressing climate change.

The United States has adopted a strategy for addressing climate change that is comprehensive in scope and that provides for a sustained effort. A cornerstone of this strategy is a series of actions to which we are committed; actions that will result in U.S. greenhouse gas emissions in the year 2000 being equal to or below the 1987 level. Another is a \$2 billion

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program of global change research and energy technology development that will provide us the tools for devising innovative long-term responses. We have already given you a pamphlet, "America's Climate Change Strategy: An Action Agenda", which describes in detail what these actions are and what effect we expect them to have. I hope you will find the time to study it carefully.

Based on our extensive review of the climate change issue, we are convinced that a comprehensive approach offers the most effective framework for policy development. Accordingly, we believe the framework convention, and any subsequent legal instruments, must be comprehensive and deal with the full array of greenhouse gases and their sources and sinks. In order to implement this approach, development of a baseline inventory must be given high priority. We commend the OECD for its efforts in this regard.

Actions that are Justified in Their Own Right

A major purpose of the framework convention should be to commit all nations to take measures that are justified in their own right, but also have climate change benefits. As I have already noted, specific measures of this nature form the cornerstone of the U.S. climate change strategy. These include:

- o eliminating ozone depleting compounds which are also strong greenhouse gases;
- o increasing forest greenhouse gas sinks;
- o directly controlling various greenhouse gases and their precursors which are also air pollutants;
- o reducing utility and other industrial emissions in a way that strongly encourages energy efficiency;
- o encouraging energy efficiency in such areas as buildings, appliances, and lighting; and
- o increasing the use of alternative fuels and renewable and non-fossil sources of energy.

The United States is currently developing and will soon release a National Energy Strategy which will further contribute to greenhouse gas reductions through a long-term energy program that is economically sound, environmentally beneficial, and energy efficient.

We believe this approach should also be a centerpiece of the global response to climate change. It provides a realistic and cost-effective framework under which all countries can begin to implement measures with climate change benefits. At the same

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time it recognizes that the appropriate measures available to different countries will vary depending on their social, environmental, and economic circumstances.

Research and Monitoring

If one takes the long term perspective on climate change, it becomes evident that research into all aspects of the issue is absolutely crucial. Research and monitoring are essential to improving our understanding of climate change and helping us to tailor responses that are appropriate, effective, and sustainable over the long term. Our research efforts will also provide the needed energy-efficient technologies that will be both economic and environmentally beneficial. A strong program of research and monitoring must thus be another cornerstone of the framework convention.

The United States will propose specific areas for research and monitoring, analysis, and information exchange. We believe the framework convention should focus research on reducing uncertainties associated with changing concentrations of greenhouse gases; sources and sinks of greenhouse gases; clouds and radiative balance; oceans; land surface hydrology and vegetative processes; ice sheets and sea level change; ecological dynamics; trace gas indices; and impact assessments. Such a research agenda would address the significant scientific uncertainties regarding the potential timing, rate, magnitude, and regional impacts of climate change.

To improve our understanding of the consequences of climate change, and to give us confidence in designing effective responses, the framework convention should also establish a strong international economic research effort. This research should be structured around the following themes:

- o the economic forces related to global environmental change;
- o the costs and benefits and social/economic impacts of climate change;
- o the value of information and decision-making under uncertainty;
- o mitigation and adaptation strategies; and
- o economic forces shaping technology and practices relevant to global environmental change.

Our research efforts must, to the extent possible, involve all countries, both developed and developing. We can ensure that this occurs by increasing our efforts in existing programs, including those of UNEP, WMO, IOC, ICSU, OECD/IEA, and the World

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Bank. We encourage expansion and restructuring of the World Climate Program to coordinate research and monitoring in support of the framework convention. We also note that the WMO's Climate Studies Fund provides for developing country participation in the global observing system, which is needed to advance our understanding of climate.

In addition, the framework convention should require the full and open exchange of scientific, technical, and economic data and information related to climate change. Without a universal pool of information, there will be unnecessary duplication of efforts, as well as the creation of critical gaps in the research program. By fostering adequate data exchange, the convention can also help to reduce differences in the diverse methods for measuring net emissions and emission uptake rates.

Implementation Issues

There are many other specific issues that must be addressed prominently in the framework convention. With regard to the developing countries, we all recognize their desires and aspirations for economic growth. We believe the framework convention should include a general commitment to promote financial assistance to developing countries to study and address climate change. We also believe that existing bilateral and multilateral financial-assistance mechanisms and, in particular, the newly established Global Environmental Facility in the World Bank are the appropriate mechanisms for providing such assistance.

Technology transfer is essential to any effective global response, and there are many existing low cost technologies that can be transferred now. We are prepared to explore such ideas as energy efficiency centers and demonstration projects, as well as industry joint ventures with other countries to promote available technologies. Implementation of these concepts will need to be considered, of course, in the context of specific commitments to action, and special efforts will need to be made to match appropriate technologies to needs.

Over the long term, new technologies will play an increasingly important role in the response to climate change. Many of these technologies are still only ideas, or must undergo further development to become feasible. Therefore, the convention must provide the right incentives for the continual research, development, and dissemination of appropriate technologies. Since the private sector provides the greatest amount of technology transfer, the convention should seek to remove barriers to effective commercial development and transfer of technology and should ensure that intellectual property rights are fully protected.

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We should also discuss ways to transfer the knowledge necessary to understand, plan for and address climate change. The United States has traditionally provided a great deal of technical assistance in dealing with specific environmental problems, developing environmental institutions, and conducting country studies. As we proposed at Sundsvall, we are prepared to undertake, in cooperation with other nations, specific country studies to define appropriate technologies to reduce greenhouse gases. The NGO community, including the business community, also has an important role to play in this regard.

A final issue we must consider is the need for a global effort to promote public awareness and knowledge of climate change. Because both climate change and the responses to it may affect - either directly or indirectly - almost every sector of society, broad public awareness and participation is needed. The dissemination of information also represents a powerful instrument for promoting the development and use of new technologies and ensuring that markets accurately take into account the potential consequences of climate change.

Conclusion

In conclusion, Mr. Chairman, let me reiterate that we have set for ourselves a goal of no small significance. We are seeking to negotiate a framework convention on a issue of unprecedented dimensions in a relatively brief time. Let us begin then by focussing on those areas where we can reach agreement over the next year, starting at this meeting by rapidly completing our organizational work, and preparing an initial draft text. We can in the short time before the 1992 U.N. Conference on Environment and Development craft an effective framework convention that will move the international community closer together in our common goal of protecting the global environment.

Finally, let me express on behalf of the U.S. delegation our gratitude for the hard work of all our colleagues in preparing for these negotiations. In particular we would like to thank Professor Obasi, Secretary General of the WMO, and Dr. Tolba, Executive Director of the UNEP, for the support they have provided on behalf of their organizations and in the context of the Intergovernmental Panel on Climate Change. We now look forward to working closely with all the delegations here in what we are confident will be a productive first round of talks.

WELCOMING REMARKS OF
THE HONORABLE MICHAEL R. DELAND
CHAIRMAN, PRESIDENT'S COUNCIL ON ENVIRONMENTAL QUALITY
TO THE FIRST SESSION OF
THE U.N. INTERGOVERNMENTAL NEGOTIATING COMMITTEE
ON CLIMATE CHANGE
CHANTILLY, VIRGINIA, USA
FEBRUARY 4, 1991

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DIRECTOR GENERAL BLANCA, DR. TOLBA, DR. OBASI, OFFICIALS OF THE UNITED NATIONS, DISTINGUISHED DELEGATES, REPRESENTATIVES OF THE NONGOVERNMENTAL COMMUNITY, LADIES AND GENTLEMEN:

ON BEHALF OF PRESIDENT BUSH, IT IS AN HONOR FOR ME TO WELCOME SUCH A DISTINGUISHED ASSEMBLY OF PUBLIC OFFICIALS FROM SO MANY NATIONS. THE PRESIDENT AND ALL AMERICANS ARE DELIGHTED TO PROVIDE A FORUM FOR THE UNITED NATIONS TO BEGIN NEGOTIATIONS ON A LANDMARK INTERNATIONAL CONVENTION ON CLIMATE CHANGE.

PRESIDENT BUSH SENDS HIS PERSONAL GREETINGS TO EACH OF YOU, AND REGRETS THAT HE CANNOT BE HERE IN PERSON THIS MORNING. HE BELIEVES DEEPLY IN THE UNITED NATIONS, AND KNOWS FIRSTHAND WHAT REMARKABLE THINGS CAN BE ACCOMPLISHED WHEN DIVERSE NATIONS WORK TOGETHER TOWARD COMMON OBJECTIVES.

AS WE ENTER THESE NEGOTIATIONS, LET ME SHARE WITH YOU THE UNITED STATES' OUTLOOK:

O FIRST, WE BELIEVE THAT A COMPREHENSIVE STRATEGY FOR ACTION MUST FLOW FROM A COMMITMENT TO ECONOMIC GROWTH AND RESPONSIBLE STEWARDSHIP OF OUR PLANET. A COMPREHENSIVE STRATEGY WILL BE BUILT UPON A SERIES OF ACTIONS WHICH WE WILL HAVE A BROAD RANGE OF BENEFITS: FROM CURBING AIR POLLUTION, TO CONSERVING ENERGY, TO RESTORING FOREST LAND -- ALL OF WHICH WILL HELP CURB GREENHOUSE GAS EMISSIONS. AMERICA'S CLIMATE CHANGE STRATEGY INCLUDES ACTIONS THAT WILL RESULT IN

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U.S. GREENHOUSE GAS EMISSIONS IN THE YEAR 2000 BEING EQUAL
TO OR BELOW 1987 LEVELS.

O SECOND, THE UNITED STATES BELIEVES THAT RESEARCH AND ACTION
MUST PROCEED IN TANDEM. THAT IS WHY WE HAVE ACCELERATED OUR
GLOBAL CLIMATE RESEARCH ROUGHLY FIVEFOLD SINCE 1989, AND
WILL SEEK \$1.2 BILLION FOR THE COMING FISCAL YEAR. AND THAT
IS WHY, HAD THE PRESIDENT BEEN ABLE TO JOIN US THIS MORNING,
HE WOULD HAVE BEEN PLEASED TO ANNOUNCE AMERICA'S CLIMATE
CHANGE STRATEGY, WHICH INCLUDES BOTH RESEARCH AND ACTION. A
SUMMARY OF THIS STRATEGY WILL BE DISTRIBUTED TO YOU TODAY.
AS OUR SCIENTIFIC AND ECONOMIC KNOWLEDGE ADVANCES, THE
UNITED STATES WILL CONTINUE TO RESPOND.

O THIRD AND FINALLY, OUR PURPOSE IN THESE NEGOTIATIONS IS
CLEAR. AS PRESIDENT BUSH HAS WRITTEN IN A LETTER BEING
DELIVERED TO EACH OF YOU TODAY: "WE ARE PREPARED TO WORK
OPENLY, DILIGENTLY, AND RESPECTFULLY TOWARD ACHIEVING THE
GOAL OF COMPLETING A CLIMATE CHANGE CONVENTION IN TIME FOR
ITS SIGNATURE AT THE UNITED NATIONS CONFERENCE ON
ENVIRONMENT AND DEVELOPMENT IN JUNE OF 1992."

NO ONE BELIEVES THAT RESPONSES TO CLIMATE CHANGE WILL BE
SIMPLE OR COST-FREE. THE ISSUES INVOLVED ARE COMPLEX AND HAVE
MANY IMPLICATIONS FOR OUR CITIZENS AND FUTURE GENERATIONS. YET
WE ARE HERE BECAUSE WE RECOGNIZE THE NEED TO PROMOTE GLOBAL

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ENVIRONMENTAL STEWARDSHIP FOR ALL THE WORLD'S PEOPLES, IN A FORUM THAT IS DEMOCRATIC AND COOPERATIVE.

IT IS THE HEIGHT OF IRONY THAT AS WE BEGIN A CONSTRUCTIVE DIALOGUE ON OUR SHARED ENVIRONMENTAL FUTURE, SADDAM HUSSEIN'S PREMEDITATED AND WANTON RELEASE OF CRUDE OIL INTO THE PERSIAN GULF INFLECTS ENORMOUS ENVIRONMENTAL DAMAGE.

SADDAM'S UNCONSCIONABLE ACT WILL NOT DIVERT US FROM THE TASK AT HAND. INDEED IT ONLY HEIGHTENS OUR RESOLVE. FOR NO NATION OR BLOC OF NATIONS HAS THE UPPER HAND WHEN IT COMES TO THE ENVIRONMENT. EITHER WE ALL WIN OR WE ALL LOSE. LET US WORK COOPERATIVELY AND BE CATALYSTS FOR AN ESSENTIAL KIND OF PEACE-- A PEACE BETWEEN HUMANITY AND OUR PLANET.

TURNING TO THE AGENDA OF THESE NEGOTIATIONS, THE U.S. BELIEVES IN SEVERAL GUIDING PRINCIPLES.

FIRST, OUR EFFORTS MUST BE COMPREHENSIVE IN SCOPE. TWENTY YEARS AGO, WHEN WE IN THE UNITED STATES ENACTED OUR FIRST ENVIRONMENTAL STATUTES, WE FOCUSED ON NARROW ASPECTS OF A COMPLEX PROBLEM. THE CLEAN AIR ACT OF 1970... THE CLEAN WATER ACT OF 1972... THE TOXIC SUBSTANCES CONTROL ACT... THE RESOURCE CONSERVATION AND RECOVERY ACT... ALL ADDRESSED JUST A PIECE OF AN INTRICATE PUZZLE. TOO OFTEN, THESE STATUTES RESULTED IN MOVING POLLUTION AROUND FROM AIR TO LAND TO WATER. WHILE THEY LED TO

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SUBSTANTIAL SUCCESS IN CLEANING UP OUR ENVIRONMENT, THERE IS A BETTER APPROACH. THE ENVIRONMENT IS HOLISTIC-- A DYNAMIC SYSTEM OF INTERACTIONS BETWEEN LIVING THINGS, THE WATERS, LAND, AND SKIES. AS WE SEEK TO PROTECT OUR ENVIRONMENT, WE MUST DO SO FROM THAT BROAD, COMPREHENSIVE PERSPECTIVE.

SECOND, OUR AGREEMENTS SHOULD BE LONG-TERM AND ADAPTABLE. WE ARE UNITED IN THE BELIEF THAT DESPITE LARGE UNCERTAINTIES, THE POTENTIAL THREAT OF CLIMATE CHANGE JUSTIFIES TAKING ACTION NOW. YET EACH OF US OPERATES IN UNIQUE CIRCUMSTANCES: POLITICAL, ECONOMIC, SOCIAL, ECOLOGICAL. DIFFERENT POLICIES WILL HAVE DIFFERENT COSTS AND BENEFITS FOR DIFFERENT NATIONS. WE NEED AN INTERNATIONAL CLIMATE CONVENTION THAT COMMITS ALL NATIONS TO MEANINGFUL ACTION, YET DOES NOT LIMIT US TO SOME FIXED FORMULA.

LET US REMEMBER THAT THE ACTIONS TO WHICH WE COMMIT OURSELVES WILL NOT OCCUR AUTOMATICALLY OR INSTANTLY. OUR DECISIONS WILL AFFECT HUMANITY FOR DECADES TO COME. HENCE OUR ACTIONS MUST BE CONTINUOUSLY REVIEWED AND REFINED AS KNOWLEDGE AND CONDITIONS CHANGE. AS PRESIDENT BUSH STATED, "GLOBAL STEWARDSHIP IS A CONTINUOUS PROCESS OF SOCIAL DECISIONMAKING THAT MEETS THE NEEDS OF THE PRESENT GENERATION WHILE EXPANDING THE OPPORTUNITIES OF FUTURE GENERATIONS."

A THIRD ELEMENT OF SUCCESS IN OUR VIEW WILL BE AN INCLUSIVE APPROACH. BECAUSE THE ISSUES WE ADDRESS ARE GLOBAL IN NATURE,

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OUR ACTIONS MUST BE GLOBAL. WE MUST MAKE EVERY EFFORT TO ENSURE THE FULL PARTICIPATION OF ALL NATIONS IN THESE NEGOTIATIONS. FURTHER, A CLIMATE CONVENTION SHOULD CONSIDER THE FINANCIAL AND TECHNOLOGICAL REALITIES OF ALL NATIONS. AS PRESIDENT BUSH STATED LAST APRIL, "THOSE WHO HAVE ASCENDED THE ECONOMIC HILL MUST BREAK DOWN THE BARRIERS TO PROGRESS AND ASSIST OTHERS NOW MAKING THE CLIMB."

IN THE FINAL ANALYSIS, IT IS PROGRESS THAT COUNTS. PROGRESS THAT WILL RESULT FROM THE PARTNERSHIPS WE BUILD IN THE MONTHS LEADING UP TO THE UNCED CONFERENCE IN RIO DE JANEIRO, JUST EIGHTEEN MONTHS FROM NOW.

ON BEHALF OF PRESIDENT BUSH, WELCOME TO THE UNITED STATES. JUST AS WE HOPE THIS GATHERING WILL PROVE TO BE A PRODUCTIVE START IN OUR COOPERATIVE EFFORTS, SO, TOO, DO WE HOPE YOU WILL HAVE A MOST ENJOYABLE STAY. GOOD LUCK AND GODSPEED.

THANK YOU.

MANKIND'S GREAT ENDEAVOUR

Statement

by

Professor G.O.P. Obasi

Secretary-General

of the

World Meteorological Organization

(Geneva, Switzerland)



Presented on 4 February 1991

at the opening of the

First session of the Intergovernmental Negotiating Committee

for a Framework Convention on Climate Change

(Washington D.C.)

MANKIND'S GREAT ENDEAVOUR

Statement by Professor G.O.P. Obasi

Secretary-General of the World Meteorological Organization

Mr. Chairman,
Your Excellencies,
Dear Colleagues
Ladies and Gentlemen,

On a record-breaking warm day for Washington, D.C., in February, let me first of all express the gratitude of the World Meteorological Organization (WMO), and my own, for the kind invitation extended to me to address the opening session of the Intergovernmental Negotiating Committee to prepare a framework convention on climate change. I also wish to express my appreciation to all those who have laboured hard to enable us to reach this momentous occasion.

Today marks an undoubted milestone in the history of the peoples of the world, as we begin to embark on one of mankind's great endeavours, namely, to negotiate a framework convention on climate change. Such a convention will help ensure that the planet earth continues to provide a home for the life it has nurtured.

The inherent linkages between climate and the habitability of our planet are now well-recognized. I wish to recall, with justifiable pride, that it was the first World Climate Conference in 1979 which drew attention to such linkages and to the possible implications of a changing climate. Even then, there was already a clarion call for actions to be taken.

Much more has been learnt since then, primarily through the activities related to the World Climate Programme which WMO established following the first World Climate Conference (also organized by WMO). The WMO-UNEP Intergovernmental Panel on Climate Change (IPCC) has brought to sharper focus the scientific assessment, impacts and policy responses connected with the subject. Indeed, the IPCC First Assessment Report, I am informed, will be available to this negotiation meeting.

The same report was also considered by the Second World Climate Conference (SWCC) which met last year. The Conference Statement crystallized the scientific and technical consensus which has emerged concerning the nature of the situation we face. The Ministerial Declaration of the Conference further consolidated the political will, as expressed by 908 delegates from 137 countries. It called for immediate action, recognizing that the lack of full scientific certainty was no reason to postpone cost-effective measures to prevent environmental degradation.

In line with its recognition of the need for co-ordination, WMO also maintains close links with the Preparatory Committee and the Secretariat for the UN Conference on Environment and Development (UNCED). We believe that UNCED provides the prime intergovernmental opportunity to explore the interactions and feedbacks among the components of the earth/atmosphere system. These components are well reflected in the topics covered by the Preparatory Committee's Working Parties, including the atmosphere, water, oceans, land, deserts, forests, human societies and economic activity. While WMO's expertise lies in exploring the components associated with atmospheric science, operational hydrology and physical oceanography, we realize that we do so only to enhance

understanding of the whole, and we know that understanding the complex interactions between components of the Earth's climate system may be at least as important as understanding each component alone. Because of this, none of us can work in isolation. WMO recognizes that it must, and indeed it will, work with all agencies whose work is related to ours and dedicated to advancing civilization and improving the welfare of humankind.

It was due to similar concern for the welfare of humankind that the UN General Assembly set into motion the negotiation process through its Resolution 45/212. This resolution has led to our coming together here in Washington, D.C., at this splendid conference centre, following the kind invitation of the Government of the United States. It is with a deep sense of appreciation that I acknowledge the presence of many national delegations today, and representatives from many organizations.

During the process of negotiations, you will be touching on various elements relating to a possible framework convention on climate change. You will debate and decide according to the overall balance of the collective wishes of your governments. During this process, WMO will stand squarely with you, ready with technical and secretariat help, whether the task is one, for example of defining "climate,"

or helping you identify research priorities and monitoring needs,

or the collection, analysis and interpretation of data,

or assisting the developing countries to acquire the skills and methods to study and understand the atmosphere,

or helping provide the administrative support for your sessions.

As a concrete expression of WMO's help, and particularly as UNGA Resolution 45/212 calls for close co-operation between the IPCC and the Ad Hoc Secretariat serving this Committee, I have offered space for your Ad Hoc Secretariat in our premises in Geneva.

Ladies and Gentlemen,

While you are negotiating the nuances of a legal phrase or concept, please keep in mind that, as we go into the future, there will be demands for more accurate and larger volumes of knowledge. Moreover, whilst we have made much progress in our knowledge of the atmosphere, and related areas, in the recent past, much of our knowledge also rests on observations made in the time of our fathers and grandfathers; it is essential that you make provision in the proposed convention, to acquire the knowledge which the generations who follow us will need, including our children and grandchildren. In this connexion, please note that the specific areas needing immediate attention are the oceans (which can be addressed through adequate support to programmes such as the World Ocean Circulation Experiment and the Tropical Oceans Global Atmosphere), the Global Atmosphere Watch and the Global Climate Observing System. The last was recommended by the Second World Climate Conference and is proposed to be a joint effort of agencies, institutions and organizations which are responsible for large or global scale observing systems, including satellite systems.

I am also pleased to inform you that I shall be submitting proposals to the Eleventh World Meteorological Congress, which meets in May this year, inviting Members to consider how WMO might further contribute in the spirit of the UNGA Resolution to these negotiation efforts.

Your negotiation tasks could be among the most far-reaching ever for socio-economic development and for the future health of the planet, indeed for global security and survival. While the negotiations will be about climate change and protection of the atmosphere, they will also be about fundamental global changes in energy policy and practices. While they concern environment, they also will address the use of the world's forests, tropical to boreal. While they deal with global warming, they must also come to grips with low-cost transfer of energy-efficient technologies to developing countries and funding of development pathways with low greenhouse gas emissions. The negotiation will therefore deal with elements which also serve as underpinnings of global security and development of nations.

Mr. Chairman,

The early 1990s will be a critical period. I do not underestimate the enormous task confronting this committee. It is my fervent hope that nations will exercise the necessary political will to surmount the obstacles that may lie ahead so as to arrive at a suitable consensus. It is my further hope that this consensus will lead to a framework convention ready for signature by UNCED 1992, one that will help ensure a sound future for our planet as well as the well-being of present and future generations of humankind.

On behalf of WMO, I wish the Committee, as it begins on mankind's great endeavour, undaunted energy and strength, a good spirit of collaboration and the wisdom to "think long-term but act urgently."

Thank you.

ALLIANCE OF SMALL ISLAND STATES
P R E S T A T E M E N T

4th February 1991

SMALL ISLANDS PLEAD FOR INDUSTRIALIZED NATIONS TO TAKE ACTION

The Alliance of Small Island States (AOSIS) was established during the Second World Climate Conference in Geneva in November 1990. Its purpose is to ensure that the needs of the low-lying vulnerable island countries are recognized and acted upon in the negotiation of a Climate Change Convention. To this end, the AOSIS countries will speak with one voice during the negotiations. To this end, Ambassador Robert van Lierop, Permanent Representative of Vanuatu to the UN, was yesterday elected as Chair of the AOSIS Group.

The special needs and circumstances of AOSIS countries are now universally recognized. The SWCC Ministerial Declaration recommended that measures

be adopted to address the particular problems and needs, including funding, of low-lying coastal and small vulnerable island countries, some of whose very existence is placed at risk by the consequences of climate change. (Paragraph 27)

AOSIS countries will be the first victims. Indeed, there is already evidence to suggest that the coral bleaching of their corals may be due to climate changes which have already taken place.

The threat which AOSIS countries face is not of their making. Action is now urgently needed to protect the AOSIS countries from all the consequences predicted by the IPCC Report and the SWCC Science and Technical Report, especially sea-level rise, storm surge, cyclones and tropical storms, and salt-water invasion.

To this end, the AOSIS countries call for the Convention to be comprehensive, equitable, and meaningful, based at a minimum upon six fundamental principles:

- (1) immediate and significant cuts in the emissions from industrialized countries of carbon dioxide and other greenhouse gases into the atmosphere;
- (2) a preventive approach based on the precautionary principle;
- (3) new and equitable funding mechanisms recognizing the need to compensate AOSIS countries;
- (4) the transfer on an equitable basis of appropriate and environmentally sound technologies;
- (5) application of the Polluter-Pays Principle to the consequences of climate change;
- (6) commitment to binding energy conservation and efficiency requirements and the development of alternative energy sources.

For further information contact: Dr Naresh Singh (Delegation of St Lucia).

Country pmbs.

STATEMENT OF THE THAI DELEGATION
INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE
WASHINGTON, D.C., 4 - 14 FEBRUARY 1991

Mr. Chairman,

This intergovernmental negotiating committee has, by now, heard from quite a number of delegations about our willingness to minimize the impact of global climate change in a manner that befits the needs of each of our independent and sovereign State.

We gather here because of our conviction in the cause of global environment. The work of the IPCC has provided us with sufficient knowledge of the "business as usual" scenario that if we failed to act collectively together and now, the consequences for the world community at large may indeed be dire.

As a developing country which has benefitted from the fruits of economic development, Thailand believes that a global climate convention, to be meaningful, must be realistic and implementable. For developing countries, the objective in minimizing global climate change and the local development objectives to elevate the standard of living of the poor must be carried out hand in hand. To be sustainable, the common people must receive direct benefits from national projects of climate change.

We believe that such dual objectives are achievable. For example, in tropical countries, afforestation with proper land use management should be emphasized both for the enlargement of carbon sinks as well as serving as a means of employment to augment the income of the rural poor.

At the same time, wherever appropriate, market forces should be allowed to run its course, utilizing the effectiveness of the private sector based on the directives set by the government, with wide participation of the people at large.

Mr. Chairman,

It is the responsibility of all countries, developing and developed alike, to contribute to the control of global climate change. Last year, Bangkok served as the venue for the ministerial-level Conference on Environment and Development in Asia and Pacific organized by the United Nations, a ministerial Declaration serving as an important input of the region for the Rio Conference. Thailand also organized the ASEAN Workshop on Scientific, Policy and Legal Aspects of Global Climate change in September of last year. Copies of the report of the Workshop are available at your disposal.

This year, we will continue to actively participate in the global climate change effort, as adopted in the Second World Climate Conference. Thailand, with the generous support of donor countries, will organize the technical workshop to explore options for global forest management, between 24 to 30 April, while in June, Bangkok will also host the International Conference on Global Warming and Sustainable Development which will synthesize the viewpoints of public policy research institutes of the region as another mechanism instrumental to formulating common regional positions on global climate change issues.

Mr. Chairman,

Turning to the immediate task before us, we believe that in order to set a framework for the formulation of an implementable convention, the issue of financial sources and financial mechanism to facilitate global climate change activities in developing countries, should be given priority. At the same time, technical collaboration to ensure the free flow of scientific information between developing and developed countries will be essential and prerequisite to any common global dialogues.

To continue with our agenda of this meeting, we share in the emerging consensus that there should not be more than two working groups. My delegation would like to lend our support to this line of thinking.

Finally, it is encouraging to us to note the presence of a large number of NGOs in this gathering. It is universally recognized, nowadays, that NGOs can serve as a bridge linking governmental directives with the needs of the common people, and vice versa.

Mr. Chairman,

We come here with the intention to contribute to the global effort in arresting global climate change, and we look forward to the successful outcome of this important negotiating meeting.

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Intergovernmental Negotiating
Committee for a Framework Convention
on Climate Change
First Session, Washington, D.C.
4-14 February 1991

STATEMENT IN THE GENERAL DISCUSSION BY AMBASSADOR ESKO KIURU
OF FINLAND

Mr Chairman,

The Finnish delegation warmly congratulates you, Mr. Chairman, all the Vice-chairmen and the Rapporteur upon your elections to office. It augurs well for these negotiations about to start to have a chairman with such experience from many renown international achievements and with such distinguished diplomatic stature. This delegation will be pleased to lend all its support to you, Mr. Chairman, in your guidance of our negotiations in the forthcoming year and a half. We look forward to working closely with all the members of the bureau, too.

Mr Chairman,

We have come here to Washington with a firm commitment to contribute to our negotiations so that we can effectively fulfil the specific mandate given to us by the United Nations General Assembly and also by our Ministers at the Second World Climate Conference. This Committee has been given nothing less than the task to negotiate by June 1992 "an effective framework convention on climate change, containing appropriate commitments, and any related instruments as might be agreed upon. This is a carefully considered, time-bound and demanding mandate to establish a firm basis for intensified cooperation that enables us to develop further joint measures at global, regional and national level. We should also reach agreement on first sets of joint measures to counteract climate change.

The tragic international events have not made our mandate easier to accomplish. Our task is now even more compelling to find the means to enhance, maintain and restore the global ecological balance where the atmospheric changes play a very crucial role.

Mr Chairman,

The Finnish delegation envisages the 1992 framework Convention on climate change containing basic obligations, principles, first concrete commitments and guidelines for national action. The Convention should also establish rules and institutions for enhanced international cooperation in order to effectively combat climate change. Other important elements of the Convention will also be commonly agreed arrangements with respect to research, monitoring and assessment on climate change.

The Convention should be comprehensive and global in scope. It should be formulated so that it would from the very beginning obtain the widest possible number of parties. Each State can and should give a valuable contribution in responding to climate change in accordance with their own possibilities and resources. It is natural that the main responsibility for stabilizing and reducing the greenhouse gas emissions lies with the industrialized countries. However, we should not loose our sight on the long term objective of stabilizing the greenhouse gas emissions at a global level without impeding our possibilities for social and economic development. The maintenance of and the increase of the sinks, in particular of the forests, should be another global obligation, in order to achieve the ecological balance.

Mr Chairman,

The Finnish delegation fully recognizes the specific situation of the developing countries. We understand industrialized countries are mainly responsible for the man-made interference with atmospheric conditions now leading to climate change. Therefore, we have to search for such means of cooperation which would also enable the developing countries to join the convention and to implement its provisions. Therefore, the most challenging task ahead of us will be to study what kind of financial measures would be needed to enable the equal participation of the developing countries in combatting climate change. Equally important would be to develop arrangements making the environmentally sound technologies available to all countries, in particular developing countries. Finland already informed in Geneva last November that we are ready to study various financial mechanisms enabling developing countries' participation in the implementation of the Climate Convention. We are also positively considering a comprehensive financial contribution to this negotiation process.

Mr Chairman,

I have in broad terms outlined the basic elements of the Convention. The elements could also give guidance for organizing the work of this Committee. In the light of the above we might envisage establishment of two or three working groups to facilitate our work.

The first working group should in a comprehensive way look into the causes of global warming. First of all we should deal with all the greenhouse gases in the same group and tackle both the sources and sinks in the same working group. This would also underline the shared global responsibility. We would like to establish groups where problems of industrialized and developing countries are discussed on an equal footing.

The second group would discuss the problems related to the financial issues and technological cooperation. Some institutional matters are also related to these issues. Probably also some other measures related to the implementation of the convention and the related instruments might be discussed in this working group.

Further, we consider it important to establish an informal legal drafting group as soon as possible. It could examine and sort out in a preliminary fashion the various lists of elements and drafts which will be tabled during this meeting. To start with, its role will be supportive to the main working groups, but it could already usefully deal with elements of the preamble, the needed definitions and the final provisions of the convention.

I have earlier emphasized the importance of research and monitoring. The further scientific and economic analysis would relate to the work of both of the two working groups I mentioned earlier. It might be appropriate to invite the IPCC to present its views on necessary further research. The IPCC contribution could then be further pursued in the first working group. The second working group needs specific analysis on financial, technological and institutional issues. The Secretariat itself could use consultants and expert advice and base its work on the analysis it might find appropriate to commission. In brief, according to our opinion, we might not necessarily need a specific working group for further research, even though we consider this issue important.

Mr Chairman,

The Finnish delegation has come to this first meeting of our Intergovernmental Negotiating Committee with high ambitions. We have got a political mandate and the IPCC has in a most useful way paved our way. We cannot fail in our work. The world will be following our work now and the public will not close their eyes before or not even after the 1992 United Nations Conference on Environment and Development. We should be elaborating upon this framework Convention after the United Nations Conference on Environment and Development. I don't think that it would be too unrealistic to propose that we should leave Washington with the first elements of the Convention, study them carefully at home and then return back for the second session prepared for serious negotiations. Time will be short and we all know that everybody's contribution is essential for the success.

Thank you, Mr Chairman.



GOVERNMENT OF TUVALU

STATEMENT TO THE INTERGOVERNMENTAL NEGOTIATING
COMMITTEE FOR A FRAMEWORK CONVENTION ON
CLIMATE CHANGE

MR TAUAASA TAAFAKI
GOVERNMENT OF TUVALU

WASHINGTON D.C.
6 FEBRUARY 1991

Mr. Chairman,

Thank you for the opportunity to speak on behalf of the Government of Tuvalu, which is able to be represented here due to the generous assistance of the Government of New Zealand. Let me be perfectly clear that for Tuvalu, addressing the effects of climate change, including the development of a framework convention on climate change, is of vital importance, and, indeed, may be the most important issue of our times.

Global warming and sea level rise threaten the very foundation of human existence in the low-lying and small islands of Tuvalu. Even as we meet, the destructive effects of climatic change and sea level rise are already being felt in our islands. For example, the increasing severity and frequency of destructive cyclones hang as a real threat over us.

Mr. Chairman,

Our potential displacement from this planet has not been caused by our doing. We are not responsible for the global warming and sea level rise which now threaten us. We believe strongly, however, that the small vulnerable island countries are an integral part of the global community and that this community must act together to address problems of common concern.

Hence, as we embark on our negotiations for the framework convention, we look forward to the deliberations which will lead to decisions that will enhance the principle of global unity and interdependence.

A crucial ingredient of this understanding, we believe, is the need for the more industrialized countries to exercise a greater measure of care, at the global level, towards our global environment. We recognize that efforts to further enhance scientific knowledge, which could assist our future actions, is necessary. In particular, developing the means and methods to assess vulnerability to sea level rise could be pursued through the IPCC.

However, at the same time, the plight of the small island developing countries around the globe, particularly in the Pacific, Caribbean and Indian Oceans, is such that we should never use scientific uncertainty as a pretext for no action. It is of crucial importance that our response should not come too late.

We associate ourselves wholeheartedly with the statement of the Alliance of Small Islands States (AOSIS), which was articulated by the representative of Vanuatu and called for a framework convention which must include immediate and significant cuts in emissions, policies based on the precautionary principle, equitable funding and technology transfer mechanisms, the polluter pays principle and energy conservation commitments.

Mr. Chairman,

The highest point on Tuvalu rises no higher above sea level than the symbol of the United Nations behind you hangs above the floor of this room. We will have no refuge when our small islands become uninhabitable due to the effects of climate change. Let us now begin the efforts to address this problem which threatens Tuvalu's very existence as member of the global community of nations -- before it is too late.

Statement by the head of the French delegation,
Mr. Roger CAZALA,
Ministry of Foreign Affairs

Mister President,
Ladies and Gentlemen,

1- Our first meeting is the result of a long process. This accomplishment is to a great extent due to the successful efforts of two institutions: the WMO and the UNEP whose leaders, Professor OBASI and Dr. TOLBA, I wish to thank. They have both dedicated a great deal of energy to promote an international discussion on climate.

Like many other countries, France hopes that these two institutions will remain deeply involved in the preparation and implementation of the agreement that we want to negotiate before 1992.

The IPCC has played an essential role in this process. Its high quality work done in the shortest possible timeframe has been noticeable. My government wishes to thank Professor Bolin for the excellent results obtained by IPCC, particularly in the scientific field.

Finally, I would like to thank the government of the United States for its hospitality and for the excellent working conditions that it has provided, despite certain difficulties of which we are all aware.

2. Mister President, I will try to be as brief as possible in outlining the major results that France wishes to obtain from our work:

- specific actions to be carried out within the framework of a long term strategy based on shared principles;

- international accords which will define our goals and the means by which they will be obtained.

- taking into account the particular situation of developing countries.

- the institutional apparatus to be established should be based on already existing structures of the United Nations ; however, it will be necessary to implement an efficient system for follow up activities, supervision and verification.

3.- The need for prompt action has already been established through the scientific work of the 2nd Climatic World Conference.

This action has to be carried out within the framework of a common, long-term , flexible and progressive strategy. We could do this in stages but the first ones will have to be decisive.

This action must be based on common principles:

- universality: all countries should participate even in the initial phases;

- solidarity: the industrialized countries that are principally responsible for the greenhouse effect of gas emissions and that are the major financial and technical powers, have to take the lead in adopting the appropriate measures and giving their support to developing countries.

- equity: each nation's effort must be proportional to the goals to be reached. Those whose life style or production system wastes the greatest amount of fossil fuels should be the first to implement the greatest reductions.

The measures adopted should not disrupt the competition between companies or between states. Corrective measures could, if necessary, be implemented at the trade exchange level.

4.- The convention should agree upon specific undertakings, regarding both goals and the means by which they will be reached.

In addition to the setting of goals on which most of the discussion has focused, France deems it necessary to start as of now a debate on the means of reducing the emission of greenhouse gases. In this respect, economic agreements should play an essential role.

5.- I would also like to mention how important research is in this field, not only for improving our knowledge of global climatic changes but also for developing new cleaner technologies. These new technologies will be necessary for industrialized and for developing countries to reach their goals.

6.- Our action has to take into account the needs of developing countries.

It is vital to promote the active participation of developing countries in the negotiation process. We welcome and are very pleased by the implementation of a fund to which France will contribute approximately \$ 80.000 in 1991.

In addition, France will make direct contributions through our bilateral institutions.

Beyond these pressing needs, it is essential to take into account the particular situation of developing countries.

This situation presents various aspects: France understands that developing countries have different needs and cannot pledge the same commitments as the countries with sounder economic situations. In this respect, IPCC has recommended to increase without further delays, the technical assistance to developing countries. As for the financial support, France has taken the initiative in setting up a program for World Environment that will be managed by the World Bank, the UNEP and the UNDP.

The climate, energy and forest topics which are linked to the world environment issue will be the primary focus of this program. France will contribute up to 150 million dollars over a three year period. We believe that this program will play an important role within the framework of the current negotiations.

7.- At last I wish to insist on one aspect of the negotiations that is very important to my country who together with Netherlands and Norway inspired the Hague Declaration of March 11 1989. I am referring to the institutional aspects of the negotiations.

If we want our work to be effective and our resolutions to be implemented, we have to set up a mechanism in charge of follow up and supervision of the operations. This mechanism must be structured with a well staffed secretariat, a board of directors with limited structure, and an efficient decision making process.

This could be planned in stages, with deadlines where the parties would meet and discuss the actions undertaken, make the necessary adjustments and give political reinforcement measures like those contained in the Nordwijk Declaration or in the 2nd World Climate Conference.

8.- To succeed in this negociation, we believe firmly that working groups should be formed without further delays to focus on the main issues to be solved.

The first of these groups should study the sources of gas emissions that cause the greenhouse effect and in particular carbon dioxide. A second group should work on the absorption capacity, the greenhouse effect "sinks", including the forest issue. These working groups should discuss both goals and the means by which they can be reached, focusing particularly on the economic aspect of the problem.

9.- These proposals are presented as initial proposals on an issue where no firm position has yet been adopted. What is important is that these debates enable all delegations to express their expectations and fears relating to these negotiations. At the end of this initial phase, we should draft a proposal in the form of "articles", and alternative options on certain issues. For other topics, the document should at least mention briefly the different options available;

This comprehensive document should be used by the different delegations to discuss the topics listed so that when the 2nd session meets, the delegates know on which points they agree and on which ones some work is still necessary to reach an agreement.

10.- Mister president,

The international context in which this meeting is taking place does not reduce in any way the relevance of our works nor their urgency.

If, in addition to the dramatic humane consequences of the War, we are faced with immediate risks of ecological disaster, it is our duty to show here our solidarity and our will to protect the environment for the future generations.

My wish is that our work be worthy of this challenge.

to 5 Round -- Country Study



A U S T R A L I A

STATEMENT TO THE INTERGOVERNMENTAL NEGOTIATING COMMITTEE

FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE

BY MS PENELOPE WENSLEY LEADER OF THE AUSTRALIAN DELEGATION

ITEM 4: PREPARATION OF AN EFFECTIVE FRAMEWORK
CONVENTION ON CLIMATE CHANGE, CONTAINING
APPROPRIATE COMMITMENTS, AND ANY RELATED
INSTRUMENTS AS MIGHT BE AGREED UPON.

WASHINGTON
5 FEBRUARY 1991

CHECK AGAINST
DELIVERY

AUSTRALIAN COUNTRY STATEMENT

1. This first session of the Intergovernmental Negotiating Committee for a Framework Convention on Climate Change is the first concrete step towards the realisation of something that the international community has been calling for with increasing urgency and unanimity for the past three or four years.

2. At The Hague - almost two years ago - 24 Heads of State or their representatives warned that the consequences of global warming may well jeopardise ecological systems as well as the most vital interests of mankind at large. We recognised that because the problem was planet-wide in scope, solutions had to be devised on a global level. We also recognised that the remedies to be sought involve not only the fundamental duty to preserve the ecosystem, but also the right to live in dignity in a viable global environment, and the consequent duty of the community of nations to present and future generations to do all that can be done to preserve the quality of the atmosphere. We acknowledged that we were faced with a situation which called for the development of new principles of international law, including new and more effective decision-making and enforcement mechanisms. The numbers of countries joining the call for a convention on climate change has grown steadily over the past two years, from the 24 at The Hague to the 137 at the Second World Climate Conference, and eventually to all member States of the United Nations. This process of attaining universal agreement on the need for new legal instruments to address the threat of climate change - in the words of the Declaration of The Hague - "to provide an effective and coherent foundation, institutionally and financially", ended with the convening of this Conference.

3. We have now reached the point where we will begin the process of constructing those instruments which will address effectively the threat of global warming - a threat which the Australian Government has acknowledged to be the greatest global environmental concern of all.

4. If we are to find effective measures to counter the threat of global warming, there are certain principles and elements which Australian considers to be essential to the instrument which this Committee has been charged to prepare. Above all, this Framework Convention on Climate Change should be effective in reducing the threat of enhanced greenhouse warming and other human-induced climate change. It can only be effective if we can succeed in devising feasible, sustainable and cost effective responses. These responses must include both prevention and adaptation responses. We must also guarantee an equitable distribution of the costs of giving effect to the Convention.

5. From the beginning, Australia has been an energetic and committed participant in this process. Our decision last year to adopt an interim planning target of stabilising emissions of greenhouse gases not controlled by the Montreal Protocol at 1988 levels by 2000 and reducing them by 20 percent by 2005 is clear evidence of our commitment. Situated as we are in the South Pacific region, which contains some of the countries of the world which are both the most vulnerable to the effects of climate change and at the same time the least well equipped to deal with them - Australians have a profound awareness of the gravity of the problem and the need for rapid and effective action to deal with it.

6. As an element of the measures required to deal effectively with the problem facing us, Australia believes that the Convention should establish a target for greenhouse gas emission reductions. In this way, countries participating in the Convention will have something specific to aim for. Australia supports the adoption of the Toronto target as a global target. Australia therefore supports the idea that there should be international agreement to the Toronto target on carbon dioxide and reductions of other greenhouse gases not controlled by the Montreal Protocol as a global target. At the same time we believe that it would be appropriate for all developed countries to establish national targets, and for all developing countries to commit themselves to appropriate action to reduce the threat of human-induced climate change in accordance with their common but differentiated responsibilities.

7. The achievement of the general objective of crafting an effective and equitable instrument to counter the threat of human-induced climate change should be underpinned by three general guiding principles:

- (i) no Convention will be effective unless it achieves substantial cuts in projected levels of emissions of greenhouse gases not already controlled by the Montreal Protocol;
- (ii) the achievement of substantial cuts in greenhouse gas emissions by the international community will require the widest possible participation and commitment to this objective by all its members;
- (iii) the guarantee of wide participation and commitment will be agreement that the costs of taking action should be shared equitably: no State should bear a disproportionate part of the burden of adjustment; costs will include both action to reduce emissions and action to assist adaptation to the impacts of climate change and sea level rise.

8. The framework Convention will need to provide mechanisms for effective international cooperation in scientific study of global climate change, including monitoring and assessment of greenhouse gas sources, sinks and atmospheric concentrations; short and long term policy development and implementation; and dissemination of technological, economic and other relevant information and transfer of technology. It will need to cover the specific responsibilities of member countries, and develop effective mechanisms to monitor, verify and ensure implementation of agreed commitments, and to settle disputes. Existing international treaties provide some useful models for establishing these elements.

9. These requirements will in turn depend on adequate but presently unknown levels of funding; this will require recognition of the need for additional assistance to developing States in establishing appropriate infrastructure and in the development of effective legislation and administrative capacities.

10. The institutional support costs of the mechanisms needed to implement the Convention are likely to be considerable. Australia is prepared to contribute its fair share. There will also be costs associated with assistance to countries in developing a capacity to devise their national greenhouse strategies. Again Australia will make a reasonable contribution. It is in fact already helping through some of its cooperation programs. Beyond this there will be the costs of implementation measures which will need to be taken, probably over many decades, and these costs cannot be calculated with any precision in the short term. A good deal of work will need to be done on cost effective options available for implementation of the elements of national strategies. There is much scope for international cooperation in this area.

11. An effective and equitable Convention, while recognising the distinction between natural and human-induced climate change, will need to address all aspects of human-induced climate change - including population growth, limits on emissions, improving the effectiveness of "sinks" and adapting to the impacts of climate change. It should address all greenhouse gas emissions not already controlled by the Montreal Protocol and should do this in an integrated way. This means that in approaching our work, we should not separate arbitrarily "sources" from "sinks": they need to be considered together. To do otherwise means we run the risk of giving inadequate consideration to all sources and sectors - including, for example, agriculture - and to all greenhouse gases. We also run the risk of failing to deal adequately with all sinks, not only forests, but coral reefs and oceans. We need to recognise that there is a critical interaction between "sources" and "sinks" which demands that they be examined in an integrated fashion.

12. The Convention should also include the full range of implementation and compliance measures - legal and regulatory measures, economic measures, technology transfer, financial mechanisms, public education and scientific and research interchanges. It should provide an effective international

framework for provision of scientific, technological, economic and other advice on climate change issues, including the role of international programs such as the World Climate Programme. The provisions of the Convention should be flexible enough to allow all States to develop strategies appropriate to their circumstances and should recognise the special circumstances faced by developing States, particularly the most vulnerable low-lying, arid, semi-arid and island nations: it should also accommodate the particular interests of those countries whose economies are highly dependent on the exploitation of fossil fuels, forest products, or other resources which are primary sources or sinks of greenhouse gases. The Convention should include a commitment to the Toronto Target on carbon dioxide and reductions of other greenhouse gases. The provisions of the Convention should take account of other international instruments, such as the GATT, the Vienna Convention for the Protection of the Ozone Layer and its Montreal Protocol, as well as any simultaneously evolving instruments, most obviously on biological diversity.

13. We would also wish to emphasise, Mr. Chairman, three additional points. Firstly, the remarkable effort of international cooperation represented by the work of the Intergovernmental Panel on Climate Change (IPCC) has provided an essential foundation for the work of our Committee. As these negotiations proceed, the continuing work of the IPCC will be vital to the success of our efforts. Secondly, the value of NGO involvement in international discussion on climate change. I place on record Australia's view that NGO's should continue to be welcomed as important contributors to our deliberations. Thirdly, Australia shares the disquiet expressed by many speakers already at the low level of developing country participation. We hope the problems encountered on this occasion can be overcome by the next session. Australia has contributed funds to assist attendance by a number of Pacific Island States at the INC and will continue to work actively to support Pacific Island participation.

14. Finally, Mr. Chairman, Australia considers it important, in these negotiations, to recognise that - as well as costs - there will be benefits in taking action to respond to climate change, benefits to both developing and the developed countries. We all acknowledge the urgency and the complexity of the task on which we have embarked. We all know there will be costs, but let us not allow our sense of threat and of urgency - and our concern about costs - to overwhelm us, or to obscure the point that meeting these serious challenges holds out opportunities. Not all measures to address environmental problems have to carry a big price tag. In fact, emphasis on improved efficiency, on the development of creative and innovative approaches and strategies may actually reduce costs, both environmental and economic. Australia thus pledges its commitment to work not only energetically, but in a positive way to achieve our shared goal of reaching agreement on a Framework Convention on Climate Change for presentation to the 1992 UN Conference on Environment and Development.

STATEMENT
BY
AMBASSADOR NOBUTOSHI AKAO
THE HEAD OF THE DELEGATION OF JAPAN
AT THE FIRST SESSION
OF THE INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE

(Introduction)

Mr. Chairman,
Distinguished Delegates,
Ladies and Gentlemen,

On behalf of the delegation of Japan, I would like to extend to you my warmest congratulations on your election as Chairman.

I am convinced that, under your experienced guidance, we will be able to successfully formulate effective common strategy on global climate change.

I would also like to express my most profound gratitude to the United Nations, UNEP, WMO as well as to the Government of the United States for the preparation of this conference.

(Basic Principles)

Although some uncertainties still remain, the international community has now attained a consensus based on IPCC's scientific analysis that global warming can cause a real threat to the future generation of mankind. It is time to embark on the implementation of all feasible measures without delay and to establish a global response strategy.

Our strategy to combat global warming should represent the best option possible, aiming at achieving a balance between environmental protection and stable economic development based on the concept of "sustainable

development". Importance to promote research activities in order to reduce scientific and economic uncertainties should also be underscored.

At the outset of negotiation, I would like to point out the following five basic principles to be reflected in the "Framework Convention on Climate Change".

(1) In order to secure global undertakings, the convention should be such that lead to feasible and suitable actions by respective countries, with due consideration given to the various situations within individual nations.

(2) The convention should effectively contribute to the solution of climate change.

(3) Our strategy should constantly be reviewed, taking advantage of scientific and technological developments.

(4) To enhance the response capability of developing countries, the convention should provide for special assistance to developing countries, while requiring them to take necessary measures.

(5) The convention should ensure science and technology development and encourage the cooperation of the international community. In this regard, Japan proposes a long-term international program titled "the New Earth 21" which will address the prevention of climate change.

Mr. Chairman,

Japan has achieved high energy efficiency and promoted the development and use of non-fossil fuel energy sources. Last year, moreover, Japan formulated the "Action Program to Arrest Global Warming", which set a concrete target to stabilize the emission of carbon dioxide. In accordance with this program, Japan, in both the public and private sectors, is taking extensive measures. I welcome similar efforts of many other countries in addressing global warming.

Mr. Chairman,

As we start the negotiations, I would like to emphasize that what we achieved at the Second World Climate Conference should be the base and starting point for our discussion. That is, we should aim at establishing an appropriate framework that will encompass all countries by taking into account their individual situations, instead of a mechanical and uniform target.

(the Goal of the Negotiations)

The measures to combat global warming cover diverse areas, including limitation of greenhouse gas emissions, scientific research and monitoring, forest management, and technical and financial assistance to developing countries. Because of the complexity of the measures, we propose that we first attempt to agree on the basic framework of the measures to be taken, by the 1992 United Nations Conference on Environment and Development.

We also suggest any concrete measures which can be agreed upon during the course of negotiations of the convention should be implemented without delay.

(Forest Issue)

The forest issue is multi-faceted. Forests play a significant role as carbon dioxide sink as well as for the maintenance of the ecosystem. On the other hand, forests are also an important resource of economic development for forest-producing developing countries. Therefore, we suggest that more comprehensive discussions covering all of these elements should be carried out in a proper international forum aiming at the creation of an International Forest Charter.

I think it appropriate that the framework convention on climate change should refer in general terms to the significance of forests and more detailed discussion should take place in connection with the Forest Charter. A protocol, as appropriate, could be formulated, drawing from deliberations on the Forest Charter.

(Support to Developing Countries)

As every country agreed at the Second World Climate Conference, it is necessary that industrialized nations take positive measures for financial and technical assistance to developing countries so that effective efforts are made to fight global warming. The World Bank, in cooperation with UNEP and UNDP, is in the process of making final preparations for the Global Environmental Facility, which could be managed closely with the convention. In addition, industrialized nations are expected to support the endeavors of developing countries on both a multilateral and bilateral basis. For example, Japan intends to host the "UNEP Centre of Global Environment Technology". I hope this center will make an effective contribution as an international center for technology transfer, through the establishment of linkage with relevant organizations, international and domestic, including Japan International Cooperation Agency (JICA) and the newly established International Center for Environmental Technology Transfer.

(Regional Cooperation)

In tackling global warming, cooperation at the regional level is as important as at the national and global level. In Asia and the Pacific, ESCAP is formulating the Regional Strategy to be finalized by April. Japan supports this, for example, through contribution to the mission recently sent to various countries in the area. We recently convened an Asia-Pacific Seminar on Climate Change aimed at promoting countermeasures against global warming in the region. I would like to announce, taking advantage of this opportunity, that Japan will host the Environmental Congress in Asia and the Pacific this July, inviting governments, private sectors and NGOs.

(Japan's Experience)

In the past, Japan faced difficult environmental

problems in the 1960s - 1970s. Japan overcame these problems and has achieved a high level of environmental quality and energy efficiency through technological innovations and institutional development. I believe that these experiences provide important insights for possible responses to global warming. The experience and technology that Japan has gained, will allow the country to make a great contribution to the international endeavour to arrest global warming.

In order to add to its contribution, the Government of Japan has submitted the budget for fiscal year 1991 to the Diet, which contains expenditures for the environmental protection totaling approximately 3.7 billion dollars.

(Conclusion)

As we address global warming, we recognize that many issues have yet to be coordinated among the countries concerned. But no one can challenge the very necessity of taking immediate action. It is up to us whether we will succeed in agreeing on a world-wide, effective and feasible response. In the struggle to combat global warming, Japan is determined to do its utmost to ensure that an agreement is reached through joint efforts and cooperation among all nations.

Thank you.



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STATEMENT

BY

MR. RAYMOND H. GODIN

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION
AND THE
INTERGOVERNMENTAL OCEANOGRAPHIC COMMISSION

FIRST SESSION - INTERGOVERNMENTAL NEGOTIATING COMMITTEE

Washington, 4-14 February 1991

Mr Chairman,
Distinguished Delegates,
Executive Heads of the Specialized Agencies,

Today more than ever, decision-makers require - mainly because of the global nature, the complexity and the urgency of the issues to be addressed - the support of the scientific community, to provide them with the knowledge already available for application and, whenever time permits, to undertake a joint identification of the gaps in knowledge calling for more research. Certain threats to the environment demand the adoption of immediate measures, implying a long-sighted and courageous attitude. The postponement of such measures, a failure of vision and courage, could mean that the legacy we have a duty to pass on to future generations will be irreversibly damaged. Our descendants will not judge us on our hopes and recommendations, but on our actions. Climate change, its socio-economic impact and response strategies have today become major issues of national and international politics and economics. Climate issues reach far beyond atmospheric and oceanic sciences, affecting every aspect of life on this planet.

UNESCO and its Intergovernmental Oceanographic Commission (IOC) are deeply involved in many of the scientific aspects of the climate system, climate change and related impact assessments, and are concerned with the following three main topics:

1. the major role of oceans in governing the world climate system and climate change;
2. the role of the global water cycle in climate and the impact of climate change on freshwater resources;

3. training, education and public awareness related to those specific topics and to the climate in general.

The first two topics represent areas in which UNESCO has contributed significantly to the World Climate Programme. UNESCO is also studying the land-atmosphere interface and the impact of climate change on terrestrial ecosystems, the past climate changes in relation to geological processes, and the energy/climate link. In dealing with these matters, UNESCO and the IOC act in partnership with WMO, UNEP, FAO and International Council of Scientific Unions (ICSU), as well as other international bodies and programmes such as the Intergovernmental Panel on Climate Change (IPCC).

Mr Chairman,

A subject of major concern to UNESCO, through the IOC, is the role of the ocean in the climate system. The ocean plays a role in the climate system which is complementary to that of the atmosphere and of comparable importance. The ocean stores heat and releases it later, usually in a different place, and it transports heat in amounts comparable with the atmospheric transport. The ocean absorbs and releases carbon dioxide. It has a long memory -the water now reaching the surface of the ocean from its deeps, last felt the breath of the atmosphere about 800 years ago - at about the time the "little ice-age" began! The water-vapor content of the atmosphere to a very large extent originates from the ocean - and water vapor of course is a most important "greenhouse gas". The climate system cannot be adequately understood, modelled, and predicted without taking the role of the ocean properly into account, as has also been pointed out by the IPCC. Many of the most severe potential impacts of climate change are also transmitted through the ocean, by the effects of sea-level and temperature rises on coastal zones and areas

and small islands. UNESCO, mainly through the programme of the IOC, is helping to elucidate these questions.

Scientific assessments strongly point to the urgent need for a global ocean observing system providing adequate data which can be assimilated and fed into climate prediction models. We know this is needed - and the longer we delay action the further we fall behind in our ability to make reliable climate change predictions. The IOC, together with WMO and UNEP, is working very hard on this, and I would urge that it be given due attention.

The IOC has established a group of experts to prepare a plan and implementation strategy for a global ocean observing system aiming at providing data required for climate prediction modelling and monitoring of climate variability and change in the oceans. A status report on existing ocean observation system components and a draft strategy has been prepared, in cooperation with WMO. These will be reviewed in light of the results of the Second World Climate Conference at the Fifteenth Session of the IOC next month. In cooperation, IOC, UNEP and WMO have developed a draft proposal for a global coastal zone observing system capable of observing adequately parameters and processes relevant for detecting and assessing climate change and related impacts on coastal zones. This was reviewed at an expert meeting in December 1990 and a proposal on the establishment of a Long-term Global Monitoring System of Coastal and Near-shore Phenomena Related to Climate Change was recommended and will be brought to the attention of the respective governing bodies for consideration.

Let me now turn to another scientific area of interest to UNESCO: the hydrological cycle, which is a major vehicle of energy and mass transfers

between land, ocean and atmosphere. Effects on the hydrological cycle occur in specific localities. To understand what would happen to any given river, lake, or aquifer, we need to understand how the rainfall would be affected on a specific river basin: this we are not yet capable of doing.

Other uncertainties concern the melting of glaciers and polar ice masses. If the sea level were to rise, this could have extremely significant hydrological consequences, since many coastal aquifers are hydraulically connected to the seas, and thus would have their flow systems modified by such a rise. Similarly, in estuaries a rise in the sea level would not only cause navigational and other social problems, but could drastically change the flow patterns of fresh water and salt-water mixing. Within UNESCO, the International Hydrological Programme has undertaken to study many of these uncertainties in its present six-year programme, hydrology and water resources for sustainable development in a changing environment.

Effects of global warming on plant and animal life, on ecosystems and agro-ecosystems have often been overlooked. Researchers are just beginning to understand how plants and animals, and consequently ecosystems, respond to the changes brought on by the greenhouse effect. This is a research area of the utmost interest to UNESCO's Man and the Biosphere (MAB) Programme.

Mr Chairman,

Full participation in the World Climate Programme and in related scientific programmes remains at present restricted to a relatively small number of countries, those which have already a high scientific capacity in this field, whilst the vast majority of developing countries can participate only to a very limited extent in these efforts. The inadequate involvement

of specialists from developing countries in the work of the Intergovernmental Panel on Climate Change is a further illustration of this regrettable situation. I trust that this debate will address the serious problem of training and of building up the corresponding institutional capacities in developing countries and consider how best to remedy the situation. UNESCO and the IOC stand ready to help whenever it is within our institutional competence and capacity.

Public information, information for decision-makers, awareness-raising and education at all levels in relation to the global climate issue are major tasks of great importance in industrialized and developing countries alike. By virtue of its Constitution, UNESCO ought certainly to be an active partner in these endeavours, and it is for this reason that it has started promoting the inclusion of issues related to climate change in education programmes at all levels.

Mr Chairman,

Climate change is a worldwide problem with important regional and national implications, and its solution needs to be found through globally concerted action, for which an indispensable prerequisite is the active collaboration of all concerned at national, regional and international levels. Global action must include particular intellectual efforts in three areas of UNESCO's competence: science, education and information, in particular information for decision-makers. Without science and technology no solution will be found that is socially and economically acceptable; without international co-operation no meaningful research and data collection can be undertaken. Co-operation is strong within the UN system on these matters, including especially WMO, UNEP, UNESCO, IOC, and the International Council of

Scientific Unions. UNESCO and IOC stand ready, together with the partners, to provide input to the negotiation process within their mandates and competence. Furthermore, we must all together, endeavour to ensure that the results of the framework convention on climate change and the United Nations Conference on Environment and Development in 1992 are a real turning point, a moment of solemn commitment to redressing the present situation and trends. This is not only a physical and economic issue but an ethical one.

Thank you, Mr. Chairman

**FRAMEWORK CONVENTION ON CLIMATE CHANGE
FEBRUARY 5, 1991**

STATEMENT BY THE WORLD BANK

**KENNETH PIDDINGTON, DIRECTOR
ENVIRONMENT DEPARTMENT**

Mr. Chairman,

I am gratified to have this opportunity to contribute on the behalf of the World Bank to the discussions at this conference. The World Bank is extremely interested in the issues which have been raised in the statements by members of the Committee. As Chairman, you can count on the assistance of my delegation and of expert colleagues in the Bank during the complex and difficult task which lies ahead.

In the time available, I would like briefly to sketch the relationship which is emerging between the Bank's country programs, which now seek to establish links with local and national environmental priorities, and the global environmental problems, which are the focus of conferences such as this and which must clearly assume a high profile at the 1992 United Nations Conference on Environment and Development. Of immediate relevance is the experience we have acquired, together with our colleagues in UNEP and UNDP, in setting up the Global Environment Facility. I will then conclude with a comment on two of the principles which will arise in considering any financial mechanism to deal with environmental problems at the global level. These principles are additionality and universality.

As far as the Bank's country programs are concerned, we must clearly start integrating environmental concerns by identifying those actions which are at the least cost and which offer direct economic benefits to developing countries. Energy efficiency programs and other projects which reduce the pressure on a country's natural resource inventory clearly fall in this category. Where there is no additional cost in adopting such measures, decision makers in the borrowing country welcome such opportunities. Where there are additional costs, our task is to seek options which will offset these costs. The prerequisite, however, is that there should be no distortion of development priorities. In other words, the achievement of sustainability must support and not frustrate the process of economic development.

We also believe that environmental policies undertaken in a country's own self-interest can frequently have global benefits. These should be actively encouraged by the international community. Clearly, transnational and global environmental issues are more difficult to deal with directly than local and national issues. Often, the scientific evidence underlying international efforts to address these issues is not well understood. Furthermore, there is uncertainty regarding actual physical impacts and the resulting environmental costs. The adverse consequences may often emerge in distant places and in the distant future, thus diminishing the willingness of individuals and governments to take costly remedial measures.

Most important, the major costs of avoiding or mitigating transnational and global environmental damage usually fall upon societies and nations who are not necessarily the principal beneficiaries. Despite their growing environmental consciousness, the developing countries are already hard pressed by more immediate issues like poverty and malnutrition. Therefore, they would hardly be willing to incur the significant costs of addressing global environmental issues, unless concessionary funds were made available. Issues relating to national sovereignty and the right to manage one's own domestic resources without foreign interference also need to be handled sensitively.

One key initiative at the international level is the Global Environmental Facility (GEF) which has recently been set up to provide grant funds for projects in developing countries that address four key global environmental issues: loss of biodiversity, global warming, international water resource degradation, and ozone layer depletion. These funds will be used to reimburse incremental costs of projects that would not be economically viable in terms of in-country benefits alone, but had significant external (global) benefits. A number of energy projects that address one or more of the eligible global issues are presently being considered under the GEF. Although the GEF is a two to three year pilot program of modest proportions (about SDR 1 billion), its main purpose is to demonstrate the effectiveness of appropriately designed projects in addressing global issues. Such early successes could facilitate the discussion of more substantial funding for similar projects in the longer run, in this negotiating process and in similar international gatherings. I will quote here the objectives which the GEF participants have endorsed for the greenhouse gas area:

"Although uncertainties remain, there is enough knowledge to justify immediate action to slow the process of global warming through limiting the emission of greenhouse gases such as carbon dioxide, CFCs, and methane. Areas for action include the adoption of cleaner fuels and technologies in the energy and agriculture sectors as well as retrofitting and new investments in the power, mining and industry sectors. The Facility will support those energy efficiency and new and renewable energy activities which developing countries would otherwise have too little incentive to undertake. Some ozone-depleting substances are also major contributors to global warming, and their substitution will be an important element of programs in this area as well. Another focus of support from the Facility will be reforestation and management of existing forest resources on a sustainable basis, which can provide significant carbon sequestors."

During the negotiations to set up the GEF, participants also discussed the Facility in the context of the broader international

efforts to secure cooperation in protecting the global environment. They viewed the GEF as complementary to the process of developing framework conventions. They supported the Montreal Protocol and the subsequent agreement to establish the Interim Multilateral Fund to help developing countries achieve the objectives of the Protocol. They took note of the work proceeding for possible conventions on biodiversity and climate change, as well as the agenda of the United Nations Conference on Environment and Development planned for 1992. The GEF, by exploring cost-effective approaches to global environmental investments, should make it possible to move more rapidly in translating the objectives and commitments of these global conventions into specific operational and funding activities. Participants agreed that the GEF should be open to consideration of additional environmental program areas as interest in and knowledge about global environmental protection increases.

I turn now to the principles of additionality and universality. When the international community decides to allocate funds to offset global environmental costs (i.e., long-run externalities), the transfer of resources is generically different from development funding; this is true even when, as in the case of the Montreal Protocol, the beneficiaries are developing countries and the donors are developed countries. It follows that these funds must be additional to existing aid flows. In the case of the Bank, this means that such contributions must be separate from the funds already raised in order to finance country programs. At the delivery end, however, the additional component can most efficiently be integrated into our normal procedures, including country dialogue, leading to national environment action plans and other resource management programs, project identification and project preparation.

The feature of universality flows from the dispersed, long-term benefits to all countries. In this context, it is significant that an important group of developing countries have decided to contribute to the GEF. The Bank starts from the principle that funding instruments have to be truly global, reflecting the mutual insurance objective which leads to their establishment.

In short, we will be dealing with new concepts of funding and new principles of international co-operation. There will be a need for complicated analysis of the problems, in both the technical and economic dimensions. We are happy to work with any groups which are set up by this Conference and to join experts from capitals during the months ahead.

We hope in this way to assist you to bring about a successful conclusion to these negotiations.

Thank you.

EMBASSY of the FEDERAL REPUBLIC of GERMANY



S T A T E M E N T

of

Parliamentary State Secretary Bernd Schmidbauer
Head of the Delegation of the
Federal Republic of Germany

Washington, D.C., February 5th, 1991

(Ladies and Gentlemen)

- I. May I take this opportunity, Mr. Chairman, of congratulating you on your election as head of the Intergovernmental Negotiating Committee on the development of a climate convention and its implementing protocols.
- II. The Federal Republic of Germany attaches great political importance to improving international cooperation in the field of environmental protection and in particular to meeting the global challenge posed to us by climate change.

The real dangers facing the global environment demand new thinking and new action. The worldwide threat engendered by changes in the earth's atmosphere, the process of desertification, the danger to the forests - all of these and other perils facing the very existence of mankind can only be overcome by means of consistent action within the framework of a truly worldwide environmental partnership. Preventative action calls for immediate measures to protect the climate.

It is for this reason that the Federal Republic of Germany gives a wholehearted welcome to the decision taken by the international community to develop a climate convention and implementing protocols during these negotiations. Given the extremely urgent need for action, these projects are under enormous pressure of time. The Federal Republic of Germany is therefore striving to ensure that the climate convention and at least the initial implementing protocols - with priority given to limiting and reducing climate-relevant emissions and to the protection of our forests - are signed as early as during the United Nations Conference on Environment and Development which is due to take place in Brazil in June of next year.

III. The Federal Republic of Germany fully shares the position of the European Community as it was explained earlier this day by the Dutch Ambassador Bodens-Hosang. Taking into account the enormous political importance we attach to the issue, I would like to make some further remarks:

1. We agree that immediate action is urgently required to limit climate change - and this at both a national and an international level.
2. We are aware of our crucial responsibilities and obligations as developed countries with regard to the development and implementation of suitable strategies and measures to limit and reduce climate-relevant trace gases. We as developed countries are contributing substantially to the accumulation of these trace gases in the atmosphere and are therefore responsible for the resulting damage.
3. It cannot be denied that without the comprehensive participation of the developing countries in meeting the global environmental challenge, it will be impossible, even if the developed countries make the greatest efforts they can, to reach the objective of protecting the earth's atmosphere.

The Federal Republic of Germany is fully aware that not every country will be in a position to take the measures required by itself alone. Many developing countries with scarce financial resources find themselves facing a conflict of aims: the need for economic growth, which is often only satisfied by over-use of natural resources, versus the need to preserve these resources as the very basis of life for today's generation and for generations to come.

We must take account of this situation and declare our willingness as developed countries to give necessary support and thus share the responsibility for conserving natural resources in developing countries, too.

Environmentally compatible technologies and products that use energy and raw materials sparingly must be developed and made accessible to these countries, too. Adequate financial support is required. The Federal Republic of Germany is willing to help here.

4. We are convinced that the precautionary principle calls for an obligation to take immediate action in the following three areas:

- measures to limit and reduce emissions of anthropogenic climate-relevant gases, in particular CO₂, methane dinitrogen oxide and the precursors of the tropospheric ozone, i.e. nitric oxide, carbon monoxide and volatile organic compounds (VOCs). The separate provisions for substances subject to the Montreal Protocol, that is the CFC's, should be maintained.
- *- measures to protect and create CO₂ storages and sinks and
- the development of strategies and measures to reduce climate-relevant damage.

It is for these three areas that basic binding obligations should be laid down in the convention itself; furthermore three corresponding implementing protocols are to be adopted to put the provisions on a more concrete footing.

5. In the further development of the negotiations, we see the need for priority to be given to limiting and reducing emissions of trace gases, in particular CO₂ as well as to protecting forest areas throughout the world as significant CO₂ storages and sinks. We therefore believe it is necessary even during this initial negotiating round to set up two working groups for this purpose:

- One working group to limit or reduce climate-relevant trace gases should at the first instance deal with the energy sector and in particular with CO₂,
- a second working group on CO₂ storages and sinks should deal with forest protection and afforestation.

With regard to scientific and economic research, we can turn to the well-proven and highly valued work done by the IPCC as an advisory body for the negotiating process. In order to integrate IPCC into the negotiations from the outset, we consider it very important that the chairman Mr. Bolin as well as the chairmen of the three working groups be invited to attend the meetings both of the committee and its subgroups.

6. The provisions for limiting and reducing trace gas emissions, particularly CO₂ which is to be given priority treatment, must ensure that the emissions of each of these gases are reduced considerably on a global scale.

We believe it necessary to stabilize global energy-related CO₂ emissions by the year 2000 at their 1990 levels, and to achieve initial reductions for 2005 and 2010. This puts the objectives on a more concrete footing, as was expressed in the results of IPCC and by the Noordwijk, Bergen and Geneva Conferences.

This aim of achieving global stabilization by the year 2000 is a very challenging one and requires decisive joint efforts:

- The economically strong developed countries must, we believe, take immediate and decisive measures to stabilize and reduce CO₂ emissions.
The Federal Republic of Germany was already taking action in 1990 with its national CO₂ reduction program. It decided to develop proposals geared towards reducing CO₂ emissions by 25 % by 2005 over 1987. We welcome very much the fact that other countries here today have initiated similar measures.

- Countries which until now have had a relatively low energy consumption, and thus low emissions but which will continue to grow because of their economic and social situation, can set appropriate objectives and strategies for their development. They ought, however, to play their part in limiting growth by accepting the obligation to strive for more efficient energy use in their economic activity and thus for a limitation of their emissions.
We believe that in this way consideration can be given to the needs especially of the developing countries.

7. To protect forests in their special functions as CO₂ storages and sinks, we would envisage the following requirements for action be contained in the convention and in a corresponding relevant protocol:
 - the maximum possible conservation of forests in their best possible structure, by counteracting any causes which threaten them and by setting differentiated objectives and measures for lowering the annual deforestation rate with the final objective of stopping any forest destruction;
 - the implementation of on-site afforestation and regeneration measures, in order to create additional CO₂ sinks and improve the CO₂ binding of existing forests.
8. We believe such an area-specific provision for forests to be useful for climate protection. It is, we are convinced, a crucial element in global forest protection and should be put on a par with the desired international agreements on the conservation of biological diversity and on sustainable forest management, whose development we wholeheartedly support.

9. As far as we know at the moment - and I am thinking here of the results of IPCC working group III on the need for adaption measures - climate changes cannot be avoided to some extent, even in the face of the greatest efforts to reduce climate-relevant emissions and to create and maintain CO₂ storages and sinks. We therefore believe that the climate convention and, a supplementary protocol should also provide for the obligation to develop strategies and measures to reduce climate-relevant damage - for example in the fields of coastal protection, agriculture, nature conservation, soil protection, water protection and the protection of human settlements.

IV. From a German viewpoint these are the central elements of a worldwide response to the anthropogenic greenhouse effect and the dangers resulting for all mankind. What we need is far-reaching cooperation between developing countries and developed countries to protect the environment that we all share. We are committed to play our part in this.

I hope that the forthcoming negotiations will be successful and that it will be possible for us to sign the climate convention and initial protocols at the UN-Conference on Environment and Development in 1992.

**PHOTOCOPY
PRESERVATION**

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Press Release ENV/CCC/5
6 February 1991

General Debate Statements

SIGISFREDO MONSALVE (Chile) said there was already sufficient scientific evidence diagnosing the phenomenon of climate change. What was needed now was to negotiate a legal framework in order to implement policies. Chile was ready to co-operate to contain and gradually reduce the greenhouse gases. It maintained a balanced position between those who wanted to speed up negotiations and those who advocated the postponement of any international commitment as long as there were still some uncertainties about the scientific aspects of climate change.

The balance between interest and responsibility between the developed and developing countries was a fundamental point in the negotiations, he went on to say. It would be frustrating if the negotiations became an exercise of accusations. The framework convention should contain articles dealing with principles to guide States in fighting climate change; the obligations Governments would have to assume; and institutional arrangements, including financing by developed countries, leaving the door opened for future protocols. Chile was taking measures in the area of climate change compatible to its social economic plans. However, it was not willing to spend its scarce resources to support an environmental phenomenon that had been created basically by the developed countries.

→ SUN LIN (China) said concerted action by all countries, based on equity and effective international co-operation, was required to deal with the problem of climate change. The developed countries should provide the developing States with the financial resources and technologies needed to enable them to participate effectively in the negotiations on climate change without prejudicing their normal economic development. The energy requirements of the developed countries as they developed their economies should be taken into account in the framework convention. At the same time, those countries might make a greater contribution to protecting the climate provided their economies saw sustained growth and the financial resources they needed were extended to them.

Realistic and practical response strategies, within the capacities and means of States and on the basis of the best scientific knowledge available, should be adopted, he continued. One objective of the convention should be the improvement of knowledge in that regard by establishing an organizational mechanism for further monitoring and research, to provide a scientifically sound basis for the adoption of further measures.

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Press Release ENV/CCC/5
6 February 1991

The framework convention should therefore set forth general principles concerning climate change and general obligations for all States, he said. It should also strike a balance between environmental protection and respect for State sovereignty; integrate environmental protection with economic development; recognize the responsibility of the developed countries for human-induced climate change and their obligation in addressing it and establish the principle that the international community must co-operate on an equitable basis in dealing with the matter. Finally, there should be provision for financial resources and the transfer of technologies to developing countries.

PRABHAKAR MENON (India) said global warming did not result from the emission of greenhouse gases per se but from excessive levels of such emissions. Responsibility for global warming therefore rested with countries responsible for excessive levels of per capita emissions. Developing countries the were victims of climate change, not its cause. However, that did not absolve them of responsibility for corrective action. It was tendentious to argue that the developing world should bear proportionate blame for what it had not caused, or proportionate responsibility for corrective action for which it did not have the means. The convention should contain specific commitments by the developed countries to stabilize and reduce their greenhouse gas emissions, and to provide adequate, new and additional funding to developing countries, guaranteeing to them the transfer of environmentally benevolent and energy-efficient technologies.

The convention should not contain conditionally in aid or development financing, or provisions which could be used as a pretext for erecting new trade barriers, he said. As for the organization of work, he said universal participation in the negotiations, particularly by developing countries, was essential. The meeting should not get caught up in a plethora of groups and sub-groups; that would only militate against widespread participation in decision making. The question of cross-sectoral funding/technology transfer and other developmental aspects must be considered.

PATRICIO ZUQUILANDA (Ecuador) said his country was committed to the preservation of the environment for the benefit of mankind. His Government, with the co-operation of all sectors of the economy, had decided to dedicate the nineties to the protection and preservation of the environment. It had undertaken to ensure adequate protection of forest areas and would do everything possible to ensure international co-operation

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5 February 1991

she said, should be recognition of the potential danger confronting mankind due to the emission of greenhouse gases; and the allocation of new resources to developing countries to allow them to adapt to the new technologies. The negotiations should be conducted in a spirit of solidarity rather than confrontation. Developed countries, because of their major responsibility and their resources, should bear the greatest share in restoring health to the earth's climate. No time should be lost in confronting the challenges of climate changes.

→ Mr. MACEDO-SOARES (Brazil) said the framework convention should be elaborated to attract the largest number of countries. It should seek to reduce greenhouse gas emissions, indicating that climate change was a global concern for which countries had common but different responsibilities. Sources and sinks of greenhouse gases, as well as reservoirs of carbon, should be dealt with comprehensively. Unlike the industrialized countries, developing countries could not lower their energy consumption and therefore were bound to increase carbon emissions. A different time-frame must consequently be set for the fulfilment by the less developed countries of any reduction or stabilization target.

He said the dimensions and costs of global climate protection required that developing countries have access to additional financial resources, free of conditionalities and allocated on preferential terms. One possibility for raising those funds could be the collection of \$.01 per kilogramme of carbon, or carbon equivalent, injected into the atmosphere. That could result in about \$50 billion annually to be applied to the needed adaptations. Such a fund, however, would still not be sufficient to deal with the magnitude of the problem. The crucial questions for developing countries related to the financing, transfer and access to new and environmentally sound technologies on a preferential, non-commercial basis. The framework convention must contain specific commitments by the industrialized countries to do so.

NAKIBAE TEUATABO (Kiribati) associated his delegation with the statement made by the representative of Vanuatu on behalf of the Alliance of Small Island States. He said a convention on climate change that did not include commitments and actions to reduce greenhouse gas emissions, in particular carbon dioxide, would certainly fail to ensure the survival of low-lying island States. Those States should, with their ecosystems, have the right to exist.

NITIN DESAI, Deputy Secretary-General of the United Nations Conference on Environment and Development (UNCED), said the debate

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MEMO TO: KATY McGINTY
FROM: LISA JORDAN
RE: The Scuttlebut on Global Climate Change
DATE: February 7, 1990

Hi Katy,

Here is a memo I did for C. Sikorski's person, Lawrie Balfour. I thought you may like to see it.

The battle is shaping up to be "targets and timetables" on one side with the EC championing this approach, and the "comprehensive approach" on the other side with the United States as lead advocate. It seems that Brazil, the Soviet Union, Mexico, Japan, and Australia are lining up behind the U.S. type of approach. This is not to say they would accept the U.S. approach completely, but that they are more comfortable without targets for CO2 and having forests called sinks. They want a more flexible approach where they can determine how to bring down gas emissions as a whole, develop or receive alternative technologies, and in some ways it can be argued that this approach is, in fact, more comprehensive as it would set up individual systems for bringing greenhouse emissions down, while taking into account the differences of each community. (This is not an endorsement.)

The rumor is that Mexico will offer a proposal for two committess or working groups. One would deal with the non controversial sections of the negotiations. Those are: rules of procedure, adoption, legal drafting, etc. The second working group would include all the controversial stuff. That is the implementation of the convention, sources and sinks, science findings, role of the IPCC, etc. It can be safely assumed that this approach has the backing of all the Latin American countries and half of South America at least. Brazil would be included. The United States is prepared to accept this approach as it is "comprehensive," though, more importantly, does not separate sources and sinks into two working groups.

The U.S. would like to have a third working group, a science group which would not replace the role of the IPCC but would prioritize the scientific uncertainties that remain, put them into the IPCC process, which would in turn do a scientific assessment and then bring that assessment to the table. The US sees the IPCC role as an implementor, an integrator

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of all climate change scientific institutions, and the group to do the economic analysis of all the proposals.

The EC will not accept a science working group. They see it as a tool to divert the real debate, targeting CO2 cuts. They want the IPCC to do the science. Canada is with the EC on this issue and all others.

The British are also floating a proposal for working groups which is neutral. Noone gets anything. I haven't seen either of these proposals as they are not formal and there is no paper.

Someone from Malta may be chosen as the Secretariat. In the structure of the convention it is not determined where the real power will lie, i.e. in the Bureau, (probably not), in the friends of the chair, in the working groups, or in the secretariat.

The state department is telling us that the newspapers are reporting the extreme positions and we should not be gleaning information from the papers. I don't know what to think about that.

Please see attachments.

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February 5, 1991

STATEMENT OF E.U. CURTIS BOHLEN
Assistant Secretary of State for
Oceans, International Environmental and Scientific Affairs,
Department of State
United States of America
before the
Intergovernmental Negotiating Committee,
FRAMEWORK CONVENTION ON CLIMATE CHANGE

Thank you, Mr. Chairman. Ladies and Gentlemen, it is with great hope and enthusiasm that the United States joins in the start of negotiations on a framework convention on climate change. We are embarking on an ambitious international undertaking, a truly global effort to address what is perhaps the most complex and critical environmental issue we are likely to face for many decades to come. These negotiations are but the first step in what must be a sustained and long-term effort.

Climate change presents us with a dilemma of major proportions. Since the Industrial Revolution mankind has been engaged in an enormous unplanned experiment that is slowly changing the composition of the Earth's atmosphere. We cannot be certain what the result of this experiment will be, but we are fully aware that its consequences could be far-reaching. At the same time, the human activities that are affecting the atmosphere are fundamentally linked to every country's economic well-being. (Balancing economic growth and environmental protection in cost-effective ways is not an easy task.)

So we must determine what constitutes a responsible and sound international response to a global environmental concern in the face of a range of uncertainties. While this is not the first time we have been asked to make major policy decisions in the context of uncertainties, it may very well be the first time an issue of such complexity and with such broad ranging implications has been addressed by the full international community. We are clearly faced with unprecedented challenges to our wisdom, foresight, and scientific capacity.

The U.S. View of the Negotiations

The United States is entering these negotiations with the utmost seriousness of purpose. We have considered all aspects of this issue and brought to bear all of our experience and knowledge in environmental protection, scientific research, and economic analysis. Based on our deliberations, we will undertake these negotiations with several key principles in mind -- principles which we feel are the key to an effective convention and an effective global response to climate change:

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- o First, we believe we must take a comprehensive approach to climate change, one which considers all aspects of this complex issue and which addresses all greenhouse gases and their sources and sinks;
- o Second, we must continue to pursue aggressively our scientific and economic research efforts and our technology development programs in order to resolve uncertainties and build a solid foundation for innovative responses;
- o Third, we must not wait for all uncertainties to be resolved, but must pursue cost-effective actions - already justified on other grounds - which will limit net greenhouse gas emissions;
- o Fourth, we must adopt a long-term perspective which takes account of the costs and benefits of our actions for present and future generations; and
- o Fifth, we must recognize the special needs of the developing countries and design mechanisms for assisting them in securing the scientific and technical tools necessary for their fullest participation in a truly global effort.

We have the opportunity now to translate these principles into innovative and effective solutions by crafting a framework convention that will engage all nations in a concerted international response.

A Comprehensive Approach to Climate Change

The United States strongly believes an issue such as climate change can only be addressed effectively using a comprehensive approach, one which considers all sources and sinks of all greenhouse gases. A comprehensive approach to climate change will ensure that we take advantage of cost-effective opportunities to limit net emissions, that we do not create incentives to shift the problem from one type of pollutant to another, and that our research and technology development address all facets of the problem. A comprehensive approach also provides the flexibility needed for each nation -- whether developed or developing -- to address climate change in the context of its unique circumstances. (We have provided you a report on the comprehensive approach to addressing climate change.)

The United States has adopted a strategy for addressing climate change that is comprehensive in scope and that provides for a sustained effort.³ (A cornerstone of this strategy is a series of actions to which we are committed; actions that will result in U.S. greenhouse gas emissions in the year 2000 being equal to or below the 1987 level.) Another is a \$2 billion

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program of global change research and energy technology development that will provide us the tools for devising innovative long-term responses. We have already given you a pamphlet, "America's Climate Change Strategy: An Action Agenda", which describes in detail what these actions are and what effect we expect them to have. (I hope you will find the time to study it carefully.)

Based on our extensive review of the climate change issue, we are convinced that a comprehensive approach offers the most effective framework for policy development. Accordingly, we believe the framework convention, and any subsequent legal instruments, must be comprehensive and deal with the full array of greenhouse gases and their sources and sinks. In order to implement this approach, development of a baseline inventory must be given high priority. We commend the OECD for its efforts in this regard.)

Actions that are Justified in Their Own Right

(A major purpose of the framework convention should be to commit all nations to take measures that are justified in their own right, but also have climate change benefits.) As I have already noted, specific measures of this nature form the cornerstone of the U.S. climate change strategy. These include:

- o eliminating ozone depleting compounds which are also strong greenhouse gases;
- o increasing forest greenhouse gas sinks;
- o directly controlling various greenhouse gases and their precursors which are also air pollutants;
- o reducing utility and other industrial emissions in a way that strongly encourages energy efficiency;
- o encouraging energy efficiency in such areas as buildings, appliances, and lighting; and
- o increasing the use of alternative fuels and renewable and non-fossil sources of energy.

The United States is currently developing and will soon release a National Energy Strategy which will further contribute to greenhouse gas reductions through a long-term energy program that is economically sound, environmentally beneficial, and energy efficient.

We believe this approach should also be a centerpiece of the global response to climate change. It provides a realistic and cost-effective framework under which all countries can begin to implement measures with climate change benefits. At the same

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time it recognizes that the appropriate measures available to different countries will vary depending on their social, environmental, and economic circumstances.

Research and Monitoring

If one takes the long term perspective on climate change, it becomes evident that research into all aspects of the issue is absolutely crucial. Research and monitoring are essential to improving our understanding of climate change and helping us to tailor responses that are appropriate, effective, and sustainable over the long term. Our research efforts will also provide the needed energy-efficient technologies that will be both economic and environmentally beneficial. A strong program of research and monitoring must thus be another cornerstone of the framework convention.

The United States will propose specific areas for research and monitoring, analysis, and information exchange. We believe the framework convention should focus research on reducing uncertainties associated with changing concentrations of greenhouse gases; sources and sinks of greenhouse gases; clouds and radiative balance; oceans; land surface hydrology and vegetative processes; ice sheets and sea level change; ecological dynamics; trace gas indices; and impact assessments. Such a research agenda would address the significant scientific uncertainties regarding the potential timing, rate, magnitude, and regional impacts of climate change.

To improve our understanding of the consequences of climate change, and to give us confidence in designing effective responses, the framework convention should also establish a strong international economic research effort. This research should be structured around the following themes:

- o the economic forces related to global environmental change;
- o the costs and benefits and social/economic impacts of climate change;
- o the value of information and decision-making under uncertainty;
- o mitigation and adaptation strategies; and
- o economic forces shaping technology and practices relevant to global environmental change.

Our research efforts must, to the extent possible, involve all countries, both developed and developing. We can ensure that this occurs by increasing our efforts in existing programs, including those of UNEP, WMO, IOC, ICSU, OECD/IEA, and the World

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Bank. We (encourage) expansion and restructuring of the World Climate Program to coordinate research and monitoring in support of the framework convention. We also note that the WMO's Climate Studies Fund provides for developing country participation in the global observing system, which is needed to advance our understanding of climate.

In addition, the framework convention should require the full and open exchange of scientific, technical, and economic data and information related to climate change. Without a universal pool of information, there will be unnecessary duplication of efforts, as well as the creation of critical gaps in the research program. By fostering adequate data exchange, the convention can also help to reduce differences in the diverse methods for measuring net emissions and emission uptake rates.

Implementation Issues

There are many other specific issues that must be addressed prominently in the framework convention. With regard to the developing countries, we all recognize their desires and aspirations for economic growth. We believe the framework convention should include a general commitment to promote financial assistance to developing countries to study and address climate change.⁸ (We also believe that existing bilateral and multilateral financial assistance mechanisms and, in particular, the newly established Global Environmental Facility in the World Bank are the appropriate mechanisms for providing such assistance.)

Technology transfer is essential to any effective global response, and there are many existing low cost technologies that can be transferred now. We are prepared to explore such ideas as energy efficiency centers and demonstration projects, as well as industry joint ventures with other countries to promote available technologies. Implementation of these concepts will need to be considered, of course, in the context of specific commitments to action, and special efforts will need to be made to match appropriate technologies to needs.

Over the long term, new technologies will play an increasingly important role in the response to climate change. Many of these technologies are still only ideas, or must undergo further development to become feasible. Therefore, the convention must provide the right incentives for the continual research, development, and dissemination of appropriate technologies.⁹ (Since the private sector provides the greatest amount of technology transfer, the convention should seek to remove barriers to effective commercial development and transfer of technology and should ensure that intellectual property rights are fully protected.)

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We should also discuss ways to transfer the knowledge necessary to understand, plan for and address climate change. The United States has traditionally provided a great deal of technical assistance in dealing with specific environmental problems, developing environmental institutions, and conducting country studies. (As we proposed at Sundsvall, we are prepared to undertake, in cooperation with other nations, specific country studies to define appropriate technologies to reduce greenhouse gases. The NGO community, including the business community, also has an important role to play in this regard.)

A final issue we must consider is the need for a global effort to promote public awareness and knowledge of climate change. Because both climate change and the responses to it may affect - either directly or indirectly - almost every sector of society, broad public awareness and participation is needed. The dissemination of information also represents a powerful instrument for promoting the development and use of new technologies and ensuring that markets accurately take into account the potential consequences of climate change.

Conclusion

In conclusion, Mr. Chairman, let me reiterate that we have set for ourselves a goal of no small significance. We are seeking to negotiate a framework convention on a issue of unprecedented dimensions in a relatively brief time. Let us begin then by focussing on those areas where we can reach agreement over the next year, starting at this meeting by rapidly completing our organizational work, and preparing an initial draft text. We can in the short time before the 1992 U.N. Conference on Environment and Development craft an effective framework convention that will move the international community closer together in our common goal of protecting the global environment.

Finally, let me express on behalf of the U.S. delegation our gratitude for the hard work of all our colleagues in preparing for these negotiations. In particular we would like to thank Professor Obasi, Secretary General of the WMO, and Dr. Tolba, Executive Director of the UNEP, for the support they have provided on behalf of their organizations and in the context of the Intergovernmental Panel on Climate Change. We now look forward to working closely with all the delegations here in what we are confident will be a productive first round of talks.

DRAFT

2/3/91 a.m.

STATEMENT OF E.U. CURTIS BOHLEN
Assistant Secretary of State for
Oceans, International Environmental and Scientific Affairs,
Department of State
United States of America
before the
Intergovernmental Negotiating Committee,
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Climate change presents us with a dilemma of major proportions. Since the Industrial Revolution mankind has been engaged in an enormous unplanned experiment that is slowly changing the composition of the Earth's atmosphere. We cannot be certain what the result of this experiment will be, but we are fully aware that its consequences could be far-reaching. At the same time, the human activities that are affecting the atmosphere are fundamentally linked to all countries' economic well-being. (We do not know what will happen if we modify these activities, but we recognize that there could be widespread economic impacts.)

So we must determine what constitutes a responsible and sound international response to a global environmental concern in the face of a range of uncertainties. While this is not the first time we have been asked to make major policy decisions in the context of uncertainties, it may very well be the first time an issue of such complexity and with such broad ranging implications has been addressed by the full international community. We are clearly faced with unprecedented challenges to our wisdom, foresight, and scientific capacity.

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- o First, we believe we must take a comprehensive approach to climate change, one which considers all aspects of this complex issue and which addresses all greenhouse gases and their sources and sinks;

- o Second, we must continue to pursue aggressively our scientific and economic research efforts and our technology development programs in order to resolve uncertainties and build a solid foundation for innovative responses;
- o Third, we must not wait for all uncertainties to be resolved, but must pursue cost-effective short-term actions - already justified on other grounds - which will limit net greenhouse gas emissions;
- o Fourth, we must adopt a long-term perspective which takes account of the costs and benefits of our actions for present and future generations; and
- o Fifth, we must recognize the special needs of the developing countries and design mechanisms for assisting them in securing the scientific and technical tools necessary for their fullest participation in a truly global effort.

We have the opportunity now to translate these principles into innovative and effective solutions by crafting a framework convention that will engage all nations in a concerted international response.

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The United States has established a strategy for addressing climate change that is comprehensive in scope and that provides for a sustained effort. One cornerstone of our strategy is a series of ³ short-term actions that will result in U.S. greenhouse gas emissions in the year 2000 being equal to or below the 1987 level. Another is a more than \$2 billion program of global change research and energy technologies development that will provide us the tools for developing innovative long-term responses. We are providing you with a pamphlet, "America's Climate Change Strategy: An Action Agenda", which describes in detail what these actions are and what effect we expect them to have.

Based on our extensive review of the climate change issue, we are convinced that a comprehensive approach offers the most effective framework for policy development. Accordingly, we believe the framework convention, and any subsequent legal instruments, must be comprehensive and deal with the full array of gases and their sources and sinks. ⁵ (We are providing you with another document, "A Comprehensive Approach to Addressing Potential Climate Change," that explores these issues. Actions that are Justified in Their Own Right)

⁶ (Another major goal of the framework convention should be to call upon all nations to undertake short term measures that are justified in their own right and that also have climate change benefits.) As I have already noted, one cornerstone of the U.S. climate change strategy is a series of specific measures of this nature. These include:

- o eliminating ozone depleting compounds which are also strong greenhouse gases;
- o increasing forest greenhouse gas sinks;
- o directly controlling various greenhouse gases and their precursors which are also air pollutants;
- o reducing utility and other industrial emissions in a way that strongly encourages energy efficiency;

- o encouraging energy efficiency in such areas as buildings, appliances, and lighting; and
- o increasing the use of alternative fuels and renewable and non-fossil sources of energy.

Moreover, the United States is currently developing and will soon release a National Energy Strategy which will further contribute to greenhouse gas reductions through a long-term energy program that is economically sound, environmentally beneficial, and energy efficient.

We believe this approach should also be a centerpiece of the global response to climate change. It provides a realistic and cost-effective framework under which all countries can begin to implement measures with climate change benefits. At the same time it recognizes that the appropriate measures available to different countries will vary depending on their social, environmental, and economic circumstances.

Research and Monitoring

If one takes the long term perspective on climate change, it becomes evident that research into all aspects of the issue is absolutely crucial. Research and monitoring are essential to improving our understanding of climate change and helping us

to tailor responses that are appropriate, effective, and sustainable over the long term. Our research efforts will also provide the needed energy efficient technologies that will be both economic and environmentally beneficial. A strong program of research and monitoring must thus be another cornerstone of the framework convention.

The United States will propose specific areas for research and monitoring, analysis, and information exchange. We believe the framework convention should focus research on reducing uncertainties associated with changing concentrations of greenhouse gases; sources and sinks of greenhouse gases; clouds and radiative balance; oceans; land surface hydrology and vegetative processes; ice sheets and sea level change; ecological dynamics; trace gas indices; and impact assessments. Such a research agenda would address the significant scientific uncertainties regarding the potential timing, rate, magnitude, and regional impacts of climate change.

To improve our understanding of the consequences of climate change, and to give us confidence in designing effective responses, the framework convention should also establish a strong international economic research effort. This research should be structured around the following themes:

- o the economic forces related to global environmental change;
- o the costs and benefits and social/economic impacts of climate change;
- o the value of information and decision-making under uncertainty;
- o mitigation and adaptation strategies; and
- o economic forces shaping technology and practices relevant to global environmental change.

Our research efforts must, to the extent possible, involve all countries, both developed and developing. We can ensure that this occurs by redoubling our efforts in existing programs, including those of UNEP, WMO, IOC, ICSU, OECD/IEA, and the World Bank. We ^λ(support) expanding and restructuring the World Climate Program to coordinate research and monitoring in support of the framework convention. We also note that the WMO's Climate Studies Fund provides for developing country participation in the global observing system, which is needed to advance our understanding of climate.

In addition, the framework convention should require the full and open exchange of scientific, technical, and economic data and information related to climate change. Without a universal pool of information, there will be unnecessary duplication of efforts, as well as the creation of critical gaps in the research program. By fostering adequate data

exchange, the convention can also help to reduce differences in the diverse methods for measuring net emissions and emission uptake rates.

Implementation Issues

There are many other specific issues that must be addressed prominently in the framework convention. With regard to the developing countries, we all recognize their desires and aspirations for economic growth and the importance of a truly global response to climate change. We believe the framework convention should include a general commitment to promote financial assistance to developing countries to study and address climate change. (Depending upon the particular circumstances, both existing financial assistance mechanisms and the newly established Global Environmental Facility in the World Bank may be appropriate mechanisms for processing such multilateral assistance.)

Technology transfer is essential to a global response and there are many existing low cost technologies that can be transferred now. We are prepared to explore a number of ideas including energy efficiency centers, demonstration projects, and industry joint venture maintenance projects.

Implementation of these concepts will need to be considered, of course, in the context of specific commitments to action, and special efforts will need to be made to match appropriate technologies to needs.

Over the long term, new technologies will play an increasingly important role in the response to climate change. Many of these technologies are still only ideas, or must undergo further development to become feasible. Thus, the convention should provide the right incentives for the continual research, development, and dissemination of appropriate technologies.^a (Furthermore, to promote the creativity and entrepreneurship that have fostered technology development in the past, the convention should seek to remove barriers to effective commercial development and transfer of technology and should ensure that intellectual property rights are fully protected.)

We should also discuss ways to transfer the knowledge necessary to understand, plan for and address climate change. The United States has traditionally provided a great deal of technical assistance in dealing with specific environmental problems, developing environmental institutions, and conducting country studies.¹⁰ (We are prepared to do more, both individually and working with other countries. The NGO community, including the business community, also has an important role to play in this regard.)

A final issue we must consider is the need for a global effort to promote public awareness and knowledge of climate change. Because both climate change and the responses to

it may affect - either directly or indirectly - almost every sector of society, broad public awareness and participation is needed. The dissemination of information also represents a powerful instrument for promoting the development and use of new technologies and ensuring that markets accurately take into account the potential consequences of climate change.

Conclusion

In conclusion, Mr. Chairman, let me reiterate that we have set for ourselves a goal of no small significance. We are seeking to negotiate a framework convention on a issue of unprecedented dimensions in a relatively brief time. Let us begin then by focussing on those areas where we can reach agreement over the next year, starting at this session with electing a bureau, rapidly completing our organizational work, and preparing an initial draft text. We can in the short time before the 1992 U.N. Conference on Environment and Development craft an effective framework convention that will move the international community closer together in our common goal of protecting the global environment.

Finally, let me express on behalf of the U.S. delegation our gratitude for the hard work of all our colleagues in preparing for these negotiations. In particular we would like to thank Professor Obasi, Secretary General of the WMO, and Dr.

Tolba, Executive Director of the UNEP, for the support they have provided on behalf of their organizations and in the context of the Intergovernmental Panel on Climate Change. We now look forward to working closely with all the delegations here in what we are confident will be a productive first round of talks.

SEPRESS100

United Nations

Press Release

Department of Public Information • News Coverage Service • New York

Background Release

ENV/DEV/26
1 February 1991

INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR FRAMEWORK CONVENTION ON CLIMATE
CHANGE TO HOLD FIRST SESSION NEAR WASHINGTON, D.C., 4-14 FEBRUARY

To Lay Foundation for International Treaty
To Protect Atmosphere and Reduce Climate Change

Member States of the United Nations will gather outside Washington, D.C., on Monday, 4 February, to begin negotiations on an international agreement on ways to reduce global climate warming.

The meeting, the first session of the Intergovernmental Negotiating Committee for a framework convention on climate change, will be held at the Westfields International Conference Center until 14 February.

The negotiations are expected to produce a "framework" for the convention, consisting of a statement of general principles identifying the major issues to be considered and defining general areas where Governments should assume commitments to specific actions. Among the areas requiring concrete action are the reduction of the level of greenhouse gases released into the atmosphere and halting deforestation.

It is the aim of the Negotiating Committee to have a framework convention on climate change ready for signing during the United Nations Conference on Environment and Development, to be held in Rio de Janeiro, Brazil, in June 1992.

Key issues in negotiating a framework convention will include the criteria, timing, legal form and incidence of any obligations to control greenhouse gas emissions; how to address equitably the consequences for countries, given their varying responsibilities for causing climate change and their level of development; the institutional mechanisms, including research and monitoring, that may be required; and the financial needs of developing countries and the question of access to and transfer of technology, taking into account such considerations as terms of transfer, intellectual property rights, and the environmental soundness and the financial implications of such technology.

(more)

United Nations Action on Climate Change

Although ozone is a greenhouse gas which can contribute to global warming, the United Nations Vienna Convention on the Protection of the Ozone Layer (1985) and the Montreal Protocol on Substances that Deplete the Ozone Layer (1987) are concerned mainly with preventing reduction in its effects as a shield against harmful solar ultraviolet rays.

The negotiation of a convention on climate change is the latest development in a process which gained momentum in 1988 when the World Meteorological Organization (WMO) and the United Nations Environment Programme (UNEP) jointly established the Intergovernmental Panel on Climate Change (IPCC).

The Panel, consisting of climatologists, scientists, government officials, policy advisers and environmentalists, examined all available scientific information on climatic change, assessed its environmental and socio-economic impact and proposed possible action.

The Panel held four sessions -- in Geneva (November, 1988), Nairobi (June, 1989), Washington, D.C. (February, 1990) and Sundsvall, Sweden (August, 1990) -- and, after the fourth session, issued its first assessment report, which provided the most authoritative scientific and technical findings to date on climate change.

In 1988, the General Assembly endorsed the establishment of IPCC, and in 1990 it decided to set up a single intergovernmental negotiating process, supported by UNEP and WMO, to prepare a framework convention.

IPCC Report

The First Assessment Report of IPCC is the main background document before the Negotiating Committee. It contains the conclusions of three working groups and of a special committee which looked at the question of the participation of developing countries.

Emissions resulting from human activities, largely through the burning of oil and petroleum products, are substantially increasing the atmospheric concentrations of greenhouse gases (chiefly carbon dioxide, methane and nitrous oxides), according to the report of Working Group I, on science. This, it said, could, if humanity did not curb the emissions, result in the earth being warmer than it would otherwise be, and warmer than at any time in the past 150,000 years. (Chlorofluorocarbons [CFCs] are also greenhouse gases, but their main impact at present is in damaging the ozone layer.)

Carbon dioxide causes over half of the man-made greenhouse effect. Concentrations in the atmosphere of the long-lived greenhouse gases dissipate very slowly. The longer the output of these gases continues to increase at present rates, the greater the reductions will have to be for concentrations to stabilize at a given level, the report stated.

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Working Group II, on impacts, reported on the physical and biological effects of global warming. It concluded that, as rapid changes in climate alter ecosystems, some species would benefit, but others would be unable to adapt fast enough and might become extinct. In addition, increased

Projected changes in temperature and rainfall suggested that warm temperature zones could extend polewards by several hundred kilometres over the next 50 years, according to the report. The most serious result could be widespread drought which would impact on agriculture world-wide.

Working Group III, on response strategies, reported that action might have to be taken even before many of the specific issues could be further researched. It recommended that energy efficiency be improved and amounts of carbon dioxide released into the atmosphere reduced. Steps should also be taken to improve overall economic performance and reduce the output of other pollutants. Forest areas should be expanded and used as reservoirs of carbon, and a comprehensive strategy which addressed all aspects of the problem and reflected environmental, economic and social costs and benefits should be developed.

The Special Committee on the participation of developing countries in the work of the IPCC said that although the impact of developing countries on global climate change was minimal at present, its impact on those countries could be serious. Some developing countries would need additional financial resources in order to limit greenhouse gases emissions while continuing to develop economically.

Legal Measures

Working Group III, in an annex concerned with legal measures, proposed elements which might be included in a framework convention: a preamble; general obligations; institutional mechanisms; research, systematic observations and analysis; information exchange and reporting; technology transfer and technical co-operation; settlement of disputes; annexes and protocols.

Participants will debate questions such as the balance to be achieved between the right of States to exploit natural resources and their duty to protect and conserve climate for the benefit of humanity; and the importance of the development and transfer to developing countries, at affordable prices, of technology.

Other issues to be addressed in a convention would include such questions as whether a "viable" environment was a fundamental right; whether people had a right not to be subjected to the negative effects of climate change; whether countries should meet their global climate objectives through joint arrangements; and whether a link could be established between the need to protect and preserve the environment, and economic development, so that both were ensured.

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Delegations will also be asked to consider adopting measures to protect against the adverse effects of climate change, while avoiding other environmental problems; and the need to use climate for peaceful purposes only. Setting targets for reducing emissions will be a major part of negotiations at a later stage.

Protection of Global Climate

Also before the Committee will be a report of the Secretary-General on the protection of global climate (document A/45/696 and Add.1), which contains final statements of the Scientific/Technical sessions of the Second World Climate Conference and the Ministerial Declaration of the Conference.

The Conference, held from 29 October to 7 November 1990 in Geneva, concluded that, notwithstanding scientific and economic uncertainties, nations should take steps to reduce sources (for example, use of fossil fuels) and increase sinks (grow more forests) of greenhouse gases through national and regional actions, and to negotiate a global convention on climate change and related legal instruments.

It said the long-term goal of the international community should be to halt the build-up of greenhouse gases at a level that minimizes risks to society and natural ecosystems, and that the remaining uncertainties must not be the basis for deferring action. The Ministerial Declaration called for negotiations on a framework convention on climate change and urged all countries to join in the negotiations.

Documents on Organization of Work

The following documents deal with the the organization of work: provisional agenda (A/AC.237/1); annotated provisional agenda (A/AC.237/1/Add.1); draft rules of procedure (A/AC.237/2); list of documents (A/AC.237/4); and a tentative schedule of meetings (A/AC.237/3).

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United Nations

Press Release

Department of Public Information • News Coverage Service • New York

Intergovernmental
Negotiating Committee
on Climate Change

ENV/CCC/Corr.1
7 February 1991

CORRECTIONS

In Press Release ENV/CCC/3 of 5 February, the name of the representative of Germany, on page 6, should read: BERND SCHMIDBAUER.

In Press Release ENV/CCC/4 of 5 February, the name of the representative of the Soviet Union, on page 3, should read: Y.A. ISRAEL.

In Press Release ENV/CCC/5 of 6 February, the third paragraph of the lead should read, as follows: "Speaking in the debate were the representatives of Chile, China, India, Ecuador, Yugoslavia, Mexico, Republic of Korea, Singapore, Thailand, Papua New Guinea, Indonesia, New Zealand, Zaire, Bulgaria, Turkey and Senegal."

In the statement by the representative of China, on page 2, the second and third sentences should read: "The developed countries should provide the developing States with the financial resources and technologies needed to enable them to participate effectively in the international action to address climate change without prejudicing their normal economic development. The energy requirements of the developing countries as they developed their economies should be taken into account in the framework convention."

In the statement by the representative of Yugoslavia, on page 4, the second paragraph should read: "The documentation and ideas existed for work on the framework convention to begin, she said. The IPCC proposals on the role of the industrialized and developing countries were of special importance."

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United Nations

Press Release

Department of Public Information • News Coverage Service • New York

Intergovernmental
Negotiating Committee
on Climate Change
1st Meeting (AM)

ENV/CCC/1
4 February 1991

INTERGOVERNMENTAL NEGOTIATING COMMITTEE FOR FRAMEWORK CONVENTION ON CLIMATE CHANGE OPENS AT WESTFIELDS CONFERENCE CENTER

Representatives of Secretary-General and Host Country,
Executive Heads of UNEP, WMO Make Statements; Chairman Elected

The urgency of addressing the issue of global warming was stressed this morning as the Intergovernmental Negotiating Committee for a framework convention on climate change opened at the Westfields International Conference Center, outside Washington, D.C. The negotiations are expected to produce an international agreement on ways to reduce global climate warming.

Opening the meeting on behalf of Secretary-General Javier Perez de Cuellar, Antoine Blanca, Director-General for Development and International Economic Co-operation, said interdependence had acquired a new dimension, that of climate change. The problem must be attacked at its source. Harmony, among nations and between nations and this planet, was a necessary condition for the successful elaboration of a framework convention.

Representing the host country, the United States, was Michael R. Deland, Chairman of the President's Council on Environmental Quality. He said it was the height of irony that as this dialogue on a shared environmental future was beginning, Saddam Hussein's premeditated release of crude oil into the Persian Gulf was inflicting enormous environmental damage. That unconscionable act would only heighten nations' resolve for the task at hand.

(page 1a follows)

As to the negotiations, he said the agreements reached should be long-term and adaptable. There was need for an international climate convention that committed all nations to meaningful action, yet did not limit States to some fixed formula.

Also addressing the opening meeting were the executive heads of the United Nations Environment Programme (UNEP) and the Secretary-General of the World Meteorological Organization (WMO).

Mostafa K. Tolba, Executive Director of UNEP, said the mounting evidence of global warming and climate change gave urgency to the Committee's negotiations. Uncertainties should act as a spur, not a restraint. The costs of this exercise in global survival would be enormous. Inaction, however, could literally cost us the earth. What was needed was a convention which stipulated what must be done, by whom, when, how and at what cost.

G.O.P. Obasi, Secretary-General of WMO, said the negotiations on a framework convention on climate change would also be about fundamental global changes in energy policy and practices, the use of the world's forests, low-cost transfer of energy-efficient technologies to developing countries and funding development pathways with low greenhouse gas emissions.

Also this morning, the Negotiating Committee elected as its Chairman Jean Ripert, head of the French delegation and a former Director-General of Development and International Economic Co-operation of the United Nations. He appealed for co-operation and the diligent participation of all delegations to ensure the early completion of their task. There was need for action on an issue which was vital for the future of mankind, he said.

The Committee also discussed the composition of the bureau but postponed the election of the remaining members to allow for further consultations on the number of officers. The General Assembly in resolution 45/212 had recommended a Chairman, three Vice-Chairmen and a Rapporteur, representing all five regional groups.

The Committee will meet again at 4 p.m. today to continue its organizational work.

(page 2 follows)

Statement by Secretary-General

Secretary-General JAVIER PEREZ DE CUELLAR, in a statement read out by Antoine Blanca, Director-General for Development and International Economic Co-operation, said interdependence had acquired a new dimension, characterized by the phenomenon of climate change. That meant there were no winners or losers among States and peoples. It was essential to remove the barriers separating them if the planet was to be preserved for this and future generations. It was not enough to attack the symptoms. The problem must be attacked at the source and there was a need to rethink a life-style based on waste of limited resources.

The task was formidable, said the Secretary-General, adding that it was necessary to rethink sustainable and ecologically rational development both in the North and in the South. In fact, it was necessary to rethink the nature of life itself. Some said the task before the international community was a matter of political will, others said the survival of humanity was at stake. Both were right. This small planet had begun to force nations to adopt a behaviour of solidarity. He asked whether the time had not come to seek new life-styles that would preserve the environment.

He reviewed the work of the United Nations concerning environmental questions, particularly that of United Nations Environment Programme (UNEP) and of the World Meteorological Organization (WMO), and the participants in the preparation of the First Assessment Report of the Intergovernmental Panel on Climate Change (IPCC).

The links between climate change and development, particularly endemic poverty were undeniable and must seriously be addressed, he said, adding, "We will not live in peace in our planet until we live in peace with one another". The necessary prerequisite for a framework convention on climate change was harmony -- among nations as well as between nations and the planet earth. There was a parallel between the process being initiated today and the San Francisco Conference. That Conference had resulted from a war, whereas today's meeting resulted from a war between men and the earth.

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Referring to the wish of having a framework convention ready for signature at the 1992 United Nations Conference on Environment and Development in Rio de Janeiro, the Secretary-General said it would be the most magnificent keystone in the building of a new world order based on justice, where all nations would promote sustainable and ecologically rational development.

Statement by Representative of Host Country

MICHAEL R. DELAND, Chairman of the President's Council on Environmental Quality, representing the host country, said the United States believed that a comprehensive strategy for action must flow from a commitment to economic growth and responsible stewardship of the planet. It should be built upon a series of actions which would have a broad range of benefits -- from curbing air pollution, to conserving energy and restoring forest land -- all of which would help curb greenhouse gas emissions.

Research and action must proceed in tandem, he continued. That was why the United States Government had accelerated its global climate research roughly five-fold since 1989 and would seek \$1.2 billion for the coming fiscal year. A letter from President George Bush being delivered to delegations today would indicate that the United States was prepared to work openly, diligently and respectfully towards achieving the goal of completing a climate change convention in time for signature at the 1992 United Nations Conference on Environment and Development.

He said it was the height of irony that as this dialogue on a shared environmental future was beginning, Saddam Hussein's premediated release of crude oil into the Persian Gulf was inflicting enormous environmental damage. That unconscionable act would only heighten nations' resolve for the task at hand. For no nation had the upper hand when it came to the environment. "Either we all win or we all lose."

As to the negotiations, he said there should be several guiding principles. The efforts must be comprehensive in scope and the agreements reached should be long-term and adaptable. There was need for an international climate convention that committed all

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nations to meaningful action, yet did not limit States to some fixed formula. The decisions agreed upon would affect humanity for decades to come, hence the actions taken must be continuously reviewed and refined as knowledge and conditions changed. Another element of success would be the full participation of all nations in the negotiations. A climate change convention should consider the financial and technological realities of all nations.

Statement by UNEP Executive Director

MOSTAFA K. TOLBA, Executive Director of the United Nations Environment Programme (UNEP), said the negotiations on a convention on climate change were starting at a time when the Gulf war continued to cause great sorrow. All were concerned about the loss of human life and about the disastrous environmental destruction from oil in the fragile waters of the Gulf itself.

The seriousness of the issue of climate change was underscored by international action to date, he said. The mounting body of evidence of global warming and climate change gave urgency to the negotiations. The remaining uncertainties should act as a spur, not a restraint. For example, cost-effective technologies existed to reduce greenhouse gas emissions of carbon dioxide and methane.

There should be no illusion about the overall costs of this exercise in global survival, he went on to say. Trillions of dollars might be needed to approach anywhere near the goal of stabilizing the atmosphere. Yet, the cost of inaction would be much higher. "Indeed, inaction could quite literally cost us the earth", he added.

Any solutions to the global problem of climate change required a global approach, he said. It was up to the Committee to come up with realistic targets and schedules, reflecting equitable economic and political agreements. The Committee should clearly state that the negotiations were not a substitute for action now. The lead must come from those who had contributed most of the greenhouse gases, namely, the industrialized countries.

There could be no avoidance in the negotiations of two core issues, he said, namely, costs, including additional resources

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needed, and transfer of technology. The industrialized countries had no choice: without the full and equitable participation of the developing countries, the common atmosphere could not be saved.

A convention dealing with climate change must be much more aggressive than the Vienna Convention on the Protection of the Ozone Layer, he said. What was needed was a convention which stipulated what must be done, by whom, when, how and at what cost. The goal of the convention should be to hold greenhouse gases in the atmosphere at a safe level. The convention should set achievable targets for energy efficiency and for afforestation. It should also include commitments on how the industrialized world planned to ensure full partnership with the developing world -- a global partnership. Global action was urgently needed; the substance of the convention must not be sacrificed in the interest of expediency.

Statement by WMO Secretary-General

G.O.P. OBASI, Secretary-General of the World Meteorological Organization (WMO), said a framework convention on climate change would help ensure that the earth would continue to provide a home for the life it had nurtured.

The inherent linkages between climate and the habitability of the planet were well recognized. That link had been determined at the First World Climate Conference in 1979, and much more had been learned since then. The activities of the WMO-UNEP Intergovernmental Panel on Climate Change had brought to sharper focus the scientific assessment, impacts and policy responses connected with the subject.

The specific areas needing immediate attention in the negotiations, he said, were the oceans, the Global Atmosphere Watch, and the Global Climate Observing System. In addition to climate change and protection of the atmosphere, the negotiations would also be about fundamental global changes in energy policy and practices; the use of the world's forests; low-cost transfer of energy-efficient technologies to developing countries; and the funding of development pathways with low greenhouse gas emissions. The negotiations would thus deal with the elements which also

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served as underpinnings of global security and development of nations.

The early 1990s would be a critical period, he said. While not underestimating the task confronting the Committee, he hoped the necessary political will would be exercised to ensure the completion of a framework convention for signature at the 1992 Environment and Development Conference. He told the negotiators that their tasks could be among the most far-reaching ever for socio-economic development, the future health of the planet and for global security and survival.

Election of Bureau

Following his election as Chairman of the Negotiating Committee, JEAN RIPERT, head of the French delegation and a former Director-General for Development and International Economic Co-operation, said the participants must work harder to ensure completion of the framework convention in time for the 1992 Conference. Governments had limited capacities and resources, and were at different stages of development. Assessments also differed as to the nature of a framework convention. Nevertheless, there was need for action on an issue which was vital for the future of mankind. He paid tribute to the heads of WMO and UNEP for the groundwork carried out by them. Experts with the technical and legal knowledge of the issues were present to contribute towards the achievement of the Committee's goals.

He said problems had arisen over the composition of the bureau. General Assembly resolution 45/212 on the subject had been merely a recommendation. A group of countries sought to reopen the question. It was self-evident, he said, that the negotiating process should mobilize far more persons than had been recommended by the Assembly.

GHANA



PERMANENT MISSION OF GHANA
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PLEASE CHECK AGAINST DELIVERY

STATEMENT BY MR. N. K. DUMEVI, DEPUTY PERMANENT
REPRESENTATIVE OF GHANA TO THE UNITED NATIONS
AND LEADER OF THE GHANA DELEGATION TO THE FIRST
SESSION OF THE INTERGOVERNMENTAL NEGOTIATING
COMMITTEE FOR A FRAMEWORK CONVENTION ON
CLIMATE CHANGE, WASHINGTON, D.C.,
5TH FEBRUARY, 1991

Mr. Chairman,

Your rich experience in the development field gives us the confidence that the critical developmental questions underlying the global concern about climate change will be fully addressed in any normative regime that the framework convention will establish. Your election as Chairman of this Committee, therefore, augurs well for the success of the process we have begun.

Mr. Chairman, scientific evaluations of data on emissions of greenhouse gases in the atmosphere reveal that, if current production and consumption patterns continue, global warming will occur, with dire consequences for life-support systems everywhere. Seventy-five per cent of the total carbon dioxide emissions is attributed to the industrialized countries, who must bear a major responsibility in any international co-operation efforts to restore and protect the environment.

Nor can developing countries stand aside from this endeavour, even if their contribution to climate change is relatively insignificant and largely induced by poverty. Developing countries have, by deed and word, shown remarkable commitment to a strengthened international co-operation for environmental protection. Many of them are, for instance, parties to the 1985 Vienna Convention for the Protection of the Ozone Layer and the 1987 Montreal Protocol.

Mr. Chairman, let no one forget that the fundamental objective of the developing countries is to achieve better standards of living for their people. Growth and development are, therefore, paramount. At the same time, we recognize that growth that degrades the environment is, in the long run, unsustainable. Thus, many a developing country has made environmental concerns an integral part of its development strategy.

Ghana, for instance, has, within its limited resources, followed a forward-looking energy policy since it gained independence. With the assistance of multilateral and bilateral creditors, we have harnessed our water resources to provide electricity for industries and domestic consumption. The national hydro-electric grid is being extended to all regions of the country and the Government has adopted a policy of supplying electricity to all communities by the year 2020. We use solar energy to dry all the cocoa we produce - some 300,000 metric tons each year. Solar energy is also used for drying wood and foodstuff, such as maize and cassava. Our energy policy has been responsible and largely environment friendly.

With regard to the management of our forest resources, we have set aside several hectares of forest land as reserves. The forest in the reserves is in its pristine condition. Both flora and fauna are protected from predators. However, there

is still a widespread use of fuelwood which could create problems of deforestation if not properly controlled and monitored. In any case, the government is encouraging communities which depend on fuelwood for energy to switch to liquified gas. Implementing this policy requires the provision of gas cylinders and the development of efficient and affordable stoves that the poor farmers in the rural areas and urban workers can afford. Moreover, all new programmes and projects now require an environmental impact assessment before approval for implementation. Needless to say, technical assistance and net additional financial resources would be needed to make a success of this and other programmes.

Other developing countries have adopted similar or more far-reaching measures for environmental protection. They have done all these on their own volition and in accordance with their capacities and development objectives; not because these measures constituted conditions imposed by some supranational entity professing to know what was best for them.

An important factor affecting the conservation and management of our forest resources is trade. Deteriorating terms of trade have necessitated the expansion of cocoa and timber production just to maintain a certain level of export revenues. Whereas ten years ago ten metric tons of cocoa could buy a

truck, today we need 40 metric tons of cocoa to acquire the same truck. In the end investment and the environment suffer as developing countries grapple with perennial balance of payments disequilibrium. There is, therefore, a relationship between trade and environment, just as external indebtedness and resource flows have important implications for environmental concerns. Any international environmental co-operation measures that fail to take these relationships into account are likely to be ineffective in the long-run.

Mr. Chairman, industrialization is an important vehicle for development. Many developing countries are diversifying their economies to reduce their dependency on primary commodities. It is important that they have access to environmentally-sound technologies on favourable terms so that they can avoid the ruinous industrialization process experienced by the North.

On this score, an unbridled rush into industrialisation in the belief that this by itself confers development and adequate external receipt will be a clear factor in environmental degradation, just as avaricious and mindless consumerism, the propelling force in the so-called free market economies, has led to vast and at times irreparable degradation of the environment in the "advanced" countries.

A framework convention will establish a normative regime in which rights and obligations would be fairly clearly defined;

this regime must have a supporting programme covering technical assistance, research, training, data collection and evaluation and resources for environmental protection. This will require a delicate balancing act, to ensure that the differentiated capacities and responsibilities of each country or group of countries are properly reflected in the normative regime. The approach adopted in the Montreal Protocol with regard to developing countries' obligations could be an example.

Except those commitments which developing countries freely and willingly agree to make, a framework convention should recognize the sovereign right of each country to manage its resource endowment in accordance with its own development objectives and priorities. Such a framework convention should not result in the imposition of one-sided viewpoints which ignore the legitimate aspirations and concerns of the developing countries.

We stand ready to engage in constructive negotiations leading to an outcome that all can truly support and implement.

I thank you, Mr. Chairman.

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

**First session of the Intergovernmental Negotiating Committee
for a framework Convention on Climate Change
(Washington, 4-14 February 1991)**

1. Usual congratulations on behalf of the Community and its Member States, to the elected Chairman of the negotiating Committee, to the United Nations and to the host country.
2. We meet at a very sad time of crisis when the war in the gulf, with its destruction of human and natural resources, may well alter the ecological as well as the economic and political situation in a direction, and to an extent, which are still unforeseeable. These regrettable events, especially the deliberate acts of destroying the environment must not prevent us from continuing our efforts to tackle and overcome the challenge of climate change.
Indeed, it is now more important than ever to demonstrate our solidarity in protecting the environment, where international cooperation is essential to achieve any significant result in order to offer our own and coming generations the hope of a better future. Our ultimate goal is a new world order based on peace, a better distribution of wealth, sustainable development and sound resource management.
3. On behalf of the European Community and its Member States I repeat our wholehearted commitment to cooperate fully in this global effort. In the Community we have long been aware of the global dimension of the greenhouse problem and of the need to play a full part in the definition and implementation of a global response.

The Community's Heads of State and Governments, in June 1990, further recognised their special responsibility in promoting action at world level on global environmental issues in cooperation with other industrialised countries, and in assisting developing countries to overcome their special difficulties in this context.

4. Beyond these statements of principle, the Community Ministers for Energy and for Environment, in their joint meeting October last year, addressed more specifically the position of the Community and its Member States on global warming. The results of this meeting were set out clearly at the Second World Climate Conference in Geneva. In this context we would like to recall the position of the Community and its Member States on climate change policy.
5. We fully support the authoritative scientific statement of the IPCC. The incomplete understanding of the complexity of the scientific interconnections involved should not be used as a reason for postponing measures to combat climate change.
6. The Member States of the European Community together will take urgent action to stabilise or reduce CO₂ and other greenhouse gas emissions. Stabilization of CO₂ emissions should in general be achieved by the year 2000 at 1990 level.
Accordingly the Community urges once again other leading countries to undertake commitments along the lines I have mentioned. We also recognise that those industrialised countries which start from relatively low levels of energy consumption and therefore low emissions measured on a per capita or other appropriate basis, are entitled to have CO₂ targets and/or strategies corresponding to their economic and social development, while improving the energy efficiency of their economic activities.

We recognise that industrialised countries and developing countries have a common but differentiated responsibility in dealing with problems arising from climate change and the need for the developed countries to assist developing countries to play their full part

in an international response to climate change, through the provision of financial resources and the development and appropriate transfer of environmentally sound technologies.

The above is for us an essential aspect. In our opinion, given their cross-sectoral nature, both issues should be treated from the beginning as integral part of the negotiations on the sectoral themes.

7. We believe that the problem of man-induced climate change, being a global challenge, can only be countered effectively through the broadest international collaboration.

We are in favour of completion of the negotiations on a framework convention and related protocols before the 1992 UN Conference on Environment and Development.

The protocols should notably set targets for the limitation and/or reduction of greenhouse gas emissions, in particular CO₂, and establish measures to curb deforestation and promote sustainable forest management and afforestation. The supporting measures to achieve these goals should be part of the overall agreement.

8. We are in favour of the establishment, at this negotiating session, of at least a working group on sources of greenhouse gas emissions focussing initially on energy, industry and transport and a working group on sinks and reservoirs of greenhouse gases focussing initially on forests. Such groups should address the identification of targets and discuss the policies and instruments needed to reach these targets.

9. UN-Resolution 45/212 of December 1990 recognises, inter alia, the continuing need for scientific research into the sources and effects of climate change and its possible adverse impact, including the socio-economic consequences. It also recognizes the effectiveness

of possible response strategies and the importance of the active participation of developing countries.

We support the continuation and reinforcement of the IPCC activities.

Recognising the need to conserve scarce expert resources, we propose that the Negotiating Committee requests IPCC to advise them on technical questions of science, monitoring and data collection involved in draft elements.

10. Finally, we underline the necessity to achieve substantive results already in this first session. Time and circumstances are pressing. We should as a minimum during this session establish a draft negotiation text. We reiterate our commitment to participate fully in the work of the committee and join the other speakers in expressing our hope for a fruitful outcome of our meeting.

STATEMENT ON BEHALF OF THE NETHERLANDS

Before concluding Mr. Chairman, I would like to make a brief announcement in my capacity as head of the Netherlands delegation.

It gives me great pleasure to inform this Committee that the Netherlands Government has decided to contribute US\$ 150,000.- to the Voluntary Fund, created to facilitate the participation of developing countries in the work of the Negotiating Committee.

The First Meeting
of
the Intergovernmental Negotiating Committee
for a Climate Convention
Washington D.C.
4-14 February 1991

Address by Bert Bolin,
Chairman of the Intergovernmental Panel on Climate Change

Mr President,

Distinguished participants in the first meeting of the
Intergovernmental Negotiating Committee,

I am honored to have been given this opportunity to address this
distinguished assembly that meets here for the negotiation of a
climate convention, and I am delighted that the IPCC work that I
have been in charge of can and will serve as a basis for these
negotiations.

It should first of all be emphasized that the negotiations aimed at
the adoption of a framework convention at the UNCED in 1992,
necessarily will just be first steps in a long process. It is,
however, important that some early steps will be taken, even if it
also is obvious that insufficient knowledge will limit what can be
achieved at present. The fact finding role of the IPCC will
therefore be of increasing importance in the years to come.

The IPCC has tried to carefully assess our present knowledge of the likelihood and characteristics of a climate change, and has reached a consensus that a global warming is on the way due to human activities. It is likely that the mean surface temperature will have risen 1.5 - 4 degrees C above pre-industrial conditions by the year 2030 if no preventive measures are taken. Further increases would also be unavoidable even if very drastic measures then were taken. Regional changes could be significantly smaller or larger than the global average, and not necessarily be stable in time.

When a change of the global mean temperature has occurred, it would be with us for one or several centuries because of the inertia of the climate system.

If the use of CFC gases would be phased out by 2000, as seems plausible, the temperature increases as noted above would be decreased by about 15%. Carbon dioxide emissions from fossil fuel combustion would then account for 60-65% of the man-induced global warming. Carbon dioxide emissions due to deforestation and emissions of other greenhouse gases would account for the other third. Our knowledge about their sources and sinks is much less well established - particularly when concerned with the magnitude of national contributions.

It is the inertia of the climate system and the necessarily relatively slow process of decreasing man-made emissions of the various greenhouse gases that calls for urgent attention - in spite of the fact that our precise knowledge about the impacts of a climate change is still rather vague. As a matter of fact emissions are actually increasing at an appreciable rate. The IPCC expressed the view that it might be possible to maintain agricultural production for the world as a whole for several decades into the 21st Century (presumably with higher costs), but regional differences would most likely cause major problems.

A slow but significant rise of the sea level would, within the next 50 to 100 years, inundate lowlands which today are populated by at least a hundred million people. Some island countries would be very threatened.

In a short term perspective, there may be winners and losers, but this would hardly be true in the long term. Also, developing countries would be more severely hit, particularly because of greater dependence of their own food production.

The analysis of response strategies has led to the presentation of a series of options for further considerations by nations, but the "economics of climate change" has not yet been the subject for a more detailed analysis. It is of course most essential to find ways and means to minimize costs. The concept of a comprehensive approach is of course sensible. It does, however, not relieve us from trying to assess and work towards some long term targets for reduction of atmospheric greenhouse gases, while developing countries are making themselves increasingly dependent on the use of fossil fuels. Still stabilization and later a marked reduction of global fossil fuel use is in any case a necessary counter-measure in order to reduce the rate of climate change significantly, and certainly to stop it.

Although the IPCC report has some shortcomings, I wish to emphasize that for the time being, the negotiations should primarily be based on these quite carefully balanced reports, which were also supported by the conclusions from the scientific part of the Second World Climate Conference.

New findings are of course being reported in the scientific literature, but careful scrutiny must be exercised before accepting new results to maintain an orderly procedure in the negotiations. The IPCC is of course willing to serve in the future by providing judgements based on the reports that are available, and is looking forward to requests from the Negotiating Committee of this kind.

Some special tasks can be dealt with rather expeditiously. It should, however, be recognized that more extensive analyses will take time to complete in order to ensure that they will be reliable and reflect our best knowledge. There are limitations on what can be achieved within a year which presumably would be required to serve the Negotiating Committee in time for the Convention to be presented and approved at the UNCED in June next year.

In the light of the IPCC report, as briefly summarized above, recognition and agreements on actions are needed on the following issues:

- Climate change is most likely going to be a serious problem for the world in less than half a century, if quite stringent preventive actions are not taken soon.
- The agreement to phase out the CFC gases by the turn of the century, reached within the framework of the ozone convention, should be reinforced by demanding the banning of all halogenated hydro-carbons that enhance the atmospheric greenhouse effect significantly.

- In view of the major role played by the carbon dioxide emissions due to fossil fuel use, it is important to reach agreement soon among industrialized countries to stabilize emissions by the year 2000. It should be emphasized however, that this is only a first step towards stabilizing atmospheric carbon dioxide concentration.
- An increase of energy and use efficiency would in many cases be economically advantageous and could contribute significantly to reducing fossil fuel use.
- The transfer of energy efficient technologies to developing countries would significantly contribute to a more slowly increasing energy demand in the process of development.

To assist in the process of negotiating a climate convention and protocols, for specific action, I am proposing to the IPCC at its next meeting (13-15 March) that the following tasks should be initiated:

- 1) The development of significantly well founded methodologies for assessing present emissions of relevant greenhouse gases by the different countries of the world, and developing further means for inter-comparison of the role of different greenhouse gases. Some estimates presently available are probably not sufficiently reliable.

- 2) Further assessments of likely man-induced regional changes of climate and associated impacts. An analysis of the degree of unpredictability of changes of regional climate should be attempted.
- 3) The acquisition of better data and improvement of our knowledge about the role of deforestation and forest management for emission and uptake of greenhouse gases is urgently needed. What are the implications of alternative action programs to establish better forest management practices?
- 4) Further analysis of energy policy aimed at reducing greenhouse gas emission is needed - as well as the development of new technical means for achieving a more efficient end use of energy. It is essential that the different potentials of the countries of the world are clarified.
- 5) Economic analysis of global climate change; costs and benefits of alternative strategies for prevention and/or adaptation, particularly with regard to the development of future energy supply systems.

I consider it most important that the IPCC establishes task groups in collaboration with other key intergovernmental and non-governmental institutions, including also individual key scientists, that are engaged in analyses of this kind with the aim of developing a consensus view to serve as a basis for the Negotiating Committee.

It is obvious that a large number of governments consider the global warming issue as an essential component in the formulation of development plans for the future. A dozen or more industrialized countries have for example already adopted goals with regard to stabilization or reduction of carbon dioxide emissions due to fossil fuel combustion. An engagement for the issue is also found in developing countries. This I experienced most vividly at an Asia Pacific Seminar on Climate Change that was held in Tokyo 23-26 January this year, on which occasion, a number of efforts were formulated and proposed for joint action.

It is also clear that industry is beginning to realize that the development of new technological means as counter measures to combat climate change most likely will become an expanding part of the economy and that new business opportunities will emerge. Stimulations of innovative efforts are being given by several governments in attempts to find new ways to implement likely future legislative measures that will provide a framework within which well-known market mechanisms can work to optimize efficiency in the process of decreasing greenhouse gas emissions. I find it important that in this way, it is being recognized that environmental concerns necessarily will have to become an integral part of the national as well as the international economy.

May I as a concluding remark of this brief statement reemphasize the important role that the IPCC can play in the future in assessing the scientific and technical issues that will arise in the course of future negotiations. I find it most essential that the negotiations will be supported by such work and am looking forward to collaboration with the Negotiating Committee. A more detailed outline of the IPCC tasks is given in a separate memorandum to the panel that is available at this meeting.

Thank you for your attention.

REPUBLIC OF NAURU

statement

THE PACIFIC ISLAND REPUBLIC OF NAURU IS AMONG THOSE NATIONS WHOSE PHYSICAL AND CULTURAL SURVIVAL IS THREATENED BY CLIMATE CHANGE. IT IS FOR THIS REASON THAT WE HAVE JOINED WITH 20 OTHER LOW-LYING COASTAL AND SMALL ISLAND STATES IN THE ALLIANCE OF SMALL ISLAND STATES, OR AOSIS. WE ENDORSE FULLY THE STATEMENT OF AOSIS DELIVERED AT THE BEGINNING OF THE DEBATE BY THE CHAIRMAN OF OUR GROUP, THE DISTINGUISHED DELEGATE OF VANUATU. WE HAVE ONLY THREE BRIEF ADDITIONAL POINTS TO MAKE.

FIRST, REGARDING THE ORGANIZATION OF OUR WORK: AS A MATTER OF FAIRNESS, THE DEGREE OF RISK FROM CLIMATE CHANGE SHOULD REPRESENT AN IMPORTANT CRITERION OF REPRESENTATION. ALL OF HUMANITY IS AT RISK FROM CLIMATE CHANGE, BUT SMALL ISLAND STATES FACE AMONG THE GREATEST AND MOST IMMEDIATE KNOWN RISKS, FROM OCEAN WARMING AND SEA LEVEL RISE. IF WE DO NOT ARREST GLOBAL WARMING WITHIN A DECADE, OUR SOURCE OF FOOD WILL DISAPPEAR, AND OUR HOMES WILL LITERALLY SINK INTO THE SEAS, BEGINNING IN OUR LIFETIME. WE THEREFORE ASK THE FORBEARANCE OF ALL THE DISTINGUISHED DELEGATES HERE IN HELPING US TO FIND A WAY OF SHARING FULLY IN THESE PROCEEDINGS, BY INCLUSION OF AN AOSIS MEMBER ON THE BUREAU, OR BY ANY OTHER MEANS THAT OUR WISE CHAIRMAN AND OUR COLLEAGUES HERE WOULD THINK IS FAIR AND WORKABLE.

SECOND, REGARDING THE FORM OF OUR WORK: WE SEEK AN INTEGRATED CONVENTION, IN WHICH ALL PARTS ARE RELATED SENSIBLY TO ALL OTHER PARTS. THE INTERESTS OF SUCH AN HOLISTIC APPROACH ARE BEST SERVED BY LIMITING THE NUMBER OF WORKING GROUPS TO TWO. THE FIRST WORKING GROUP SHOULD ADDRESS THE CARBON BUDGET AND ITS EQUITABLE FUTURE ALLOCATION, INCLUDING MANAGEMENT OF SOURCES AND SINKS, IN THE CONTEXT OF SUSTAINABLE DEVELOPMENT. WE VIEW ALLOCATION OF THE CARBON BUDGET AS AN ISSUE OF EQUITY AND SUSTAINABLE DEVELOPMENT, WHICH IS WHY WE SEEK TO HAVE THEM DISCUSSED TOGETHER. THE SECOND WORKING GROUP SHOULD CONSIDER THE IMPLEMENTATION OF THE CONVENTION, INCLUDING LEGAL AND INSTITUTIONAL MATTERS. THERE IS NO NEED TO REOPEN THE SCIENTIFIC DEBATE, NOR ARE WE FULLY EQUIPPED TO DO SO. OUR JOB NOW IS TO DEVELOP THE POLICY IMPLICATIONS OF THE SCIENTIFIC WORK THAT IS ALREADY COMPLETED.

THIRD, REGARDING THE OUTCOME OF OUR WORK: THE WORD "PACIFIC" MEANS "PEACE". CONSENSUS IS THE NATURAL PACIFIC WAY, AND OUR WORK HERE WILL PROCEED BEST BY ADHERING TO THE PRINCIPLE OF CONSENSUS. ON THE OTHER HAND, INNOCENT PEOPLE SHOULD NEVER BE ASKED TO COMPROMISE THEIR PHYSICAL AND CULTURAL SURVIVAL. WE FEEL THAT A WEAK CLIMATE CONVENTION -- ONE THAT LACKS EFFECTIVE COMMITMENTS AND SPECIFIC TIMETABLES -- WOULD BE WORSE BY FAR THAN NO CONVENTION AT ALL. THE ILLUSION OF PROGRESS WILL SAP THE WILL FOR GENUINE PROGRESS. WE AGREE WITH DR. MOSTAFA TOLBA THAT "RAPID ACTION MUST NOT COME AT THE EXPENSE OF CONTENT." LET US ACCEPT NO CONVENTION UNTIL WE CAN FORCE A STRONG ONE.

S W I T Z E R L A N D

STATEMENT

by

THE SWISS DELEGATION

at the First Session of the
INTERGOVERNMENTAL NEGOTIATING COMMITTEE
FOR A FRAMEWORK CONVENTION ON CLIMATE CHANGE

Washington, D.C., 4-14 February 1991

Please, check against delivery

Mr. Chairman,
Ladies and Gentlemen,

The Swiss Delegation would like first sincerely to congratulate you, Mr. Chairman, on your nomination. We wish you success and good luck in your new undertaking.

We also wish to express our warmest gratitude and appreciation to the Government of the United States for their hospitality on the occasion of this First Session of the Intergovernmental Negotiating Committee for a Framework Convention on Climate Change.

Mr. Chairman

The recent events in the Gulf are a sobering reminder that, in times of war, years of slow and painstaking progress in environmental protection can be wiped out overnight. This, rather than discourage us, ought to reinforce our resolve to obtain better results more swiftly. In the same way, the preoccupation with the war should not divert our attention from other very important, albeit more diffuse, problems which need to be addressed without delay.

It is therefore gratifying to see, in the large number of delegations present here, a sign that governments are willing to act on global warming. We welcome the participation of representatives from industry and non-governmental organisations as observers to this negotiation. They too play an essential role in the global cooperation and efforts aiming at protecting the atmosphere.

Switzerland is willing to contribute her share of this indispensable global effort.

At the Ministerial Session of the Second World Climate Conference, we announced the decision by the Swiss Government to stabilise, as a minimum first step, emissions of carbon dioxide at 1990 levels by the year 2000, and to reduce them thereafter. We also announced our intention to introduce a tax on carbon dioxide emissions, and we are currently assessing the feasibility and costs of cutting these emissions 20% by 2005 and 50% by 2025. Finally, we also underscored the importance of the availability of adequate information on climate issues and stated our readiness to contribute to the establishment of an International Centre for Climate Information through UNEP.

Mr. Chairman

Switzerland supports the concept of additionality with regard to the financial resources to be provided to promote full participation of developing countries in the international effort to protect the global environment. The Swiss Government last week placed a bill before Parliament requesting an appropriation of 300 million swiss francs over five years for this purpose. This amount is additional to the planned increase in the development co-operation budget.

Mr. Chairman

The success of the global effort to protect the atmosphere depends on international cooperation and solidarity, as well as on nations' willingness to change their policies and move towards ecologically sustainable development. Therefore this convention should be designed in such a way as to stimulate constructive co-operation between countries, in particular between developing and industrialised countries, and to allocate as fairly as possible each country's share of the effort.

In undertaking to negotiate a climate convention and its related protocols, we need not start from scratch. Much valuable work has been carried out already, such as on the occasion of the Ottawa Meeting of Legal and Policy Experts in February 1989 and within the framework of the IPCC. Therefore we are confident that in spite of the tight schedule, we shall be able to complete an effective convention in time for signature in conjunction with the 1992 U.N. Conference.

When the international community started negotiations of the Montreal Protocol on Substances that Deplete the Ozone Layer, many governments had doubts about the scientific assessment of the causes and risks of ozone layer depletion, over the availability of technologies to solve the problem, over the social and economic consequences of taking the necessary measures. Yet, they were able to adopt a Protocol which sets the framework for preventive global action, and represents a new generation of international lawmaking. The revised Montreal Protocol provides a model for balancing development and environment which will be invaluable in our work to develop a climate agreement, although the complexity of the global warming issue makes it obvious that we should go beyond this model.

I wish now to highlight some of Switzerland's views regarding the negotiating process and the convention.

The Convention should be an effective, dynamic and flexible instrument which can be adapted on the basis of periodic scientific, technical and economic assessments. It should provide a framework within which national, regional, and international measures based on the precautionary principle can be developed, coordinated, and harmonised.

It should contain provisions which accommodate the common but differentiated responsibility of countries, take into account special situations, and contain transitional provisions, in particular for countries whose economies are in transition and developing countries. It should establish appropriate institutional mechanisms to strengthen co-operation between Parties, further the development of the convention, and ensure effective monitoring of its implementation. And it should provide for the development of protocols which would contain specific objectives and obligations.

In various Declarations, the international community has recognised the urgency of the problem we are facing. The scientific community is unanimous in its call for immediate actions to minimise the risks of global warming, with initial emphasis on actions that would be beneficial economically and socially as well. We simply cannot afford to wait until the framework convention is completed and adopted before negotiating on quantitative objectives and specific obligations and schedules. Notwithstanding the need, over time, to address the problem in the most comprehensive manner possible, there are clear priority areas. Protocols on these priority issues, such as CO₂ emissions and sustainable forest management, should therefore be negotiated simultaneously with the convention and completed at the same time.

With the interim report of the IPCC, and with the IPCC's on-going assessment of targets for CO₂ emissions reduction and afforestation, which ensues from the request of the Noordwijk Declaration, sufficient material is at hand to warrant an early start on the preparation of such protocols.

In order to elaborate an adequate global strategy, it is important early in the negotiation to set a long term global objective, based on an assessment of the risks to natural ecosystems and society. Paragraph 10 of the Ministerial Declaration of the Second World Climate Conference and paragraph 8 of the Noordwijk Declaration of November 1989 provide a basis for such a long term goal. In addition, the Advisory Group on Greenhouse Gases, established by UNEP, WMO and ICSU, has attempted to determine long term targets for the rate and magnitude of temperature change and sea level rise based on risk minimisation. This approach should be pursued vigourously. We need a long term objective to focus our action and choose the most appropriate measures. The earlier we start, the better.

In order to prepare the necessary elements and substantiation for the preparation of protocols, this Committee will need to establish subgroups. We are all aware, Mr. Chairman, that all greenhouse gases, sources and sinks should be considered in the most comprehensive manner possible. However, we ought to avoid overburdening subgroups' mandates with too dissimilar elements in order to prevent their breaking up further into sub-subgroups. Therefore we would favour the creation of a structure which meets three criteria:

- (1) it should guarantee that subsequent subdivisions are kept at a minimum;
- (2) it should respect the recommendation by the General Assembly to hold a maximum of two simultaneous meetings;
- (3) it should take into account the need for co-operation between industrialised and developing countries.

We should therefore favour the establishment of three subgroups: the first on sources of greenhouse gases, the second on sinks, including forests, and the third on technology transfer, funding, information and education.

As for the IPCC, Mr. Chairman, we are of the view that its work should continue and focus on scientific, technical, and socio-economic assessments. It should respond to the needs and requests of the negotiators for objective scientific and technical advice. It should adapt its structure so as to carry out this undertaking in as effective a manner possible, and in a way that facilitates its interaction with the negotiating committee and subgroups. Its meetings should as far as possible be coordinated with those of the negotiating committee.

Finally, Mr. Chairman, as announced at the Second World Climate Conference, we intend to contribute substantially towards the expenses incurred by the negotiating process, in particular with a view to facilitate the fullest possible participation of developing countries in this process. We have earmarked SFr300,000, which represents 13 per cent of the required funds, for the special voluntary fund to ensure developing countries' participation in the negotiations. Our contribution to the funding of the negotiating process itself will be determined once the needs have been more clearly defined.

Thank you, Mr. Chairman.

PERMANENT MISSION OF THE REPUBLIC OF VANUATU
TO THE UNITED NATIONS



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Statement to the Plenary Session of the
International Negotiating Committee for a
Framework Convention on Climate Change

by

H.E. Mr. Robert F. Van Lierop
Permanent Representative to the United Nations
and Chairman of the Delegation of Vanuatu
on behalf of the
Alliance of Small Island States (AOSIS)

Washington, D.C. (5 February 1991)

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Mr. Chairman,

Charles Dudley Warner, a noted 19th-century American writer and journalist, possessed a quiet humor and mellow grace that endeared him to his fellow countrymen. In 1897, in an editorial in the Hartford, Connecticut Courant, he made the now classic observation that, "Everybody talks about the weather, but nobody does anything about it."

Throughout most of mankind's history that observation was true, or certainly appeared to be true. Today, however, there is irrefutable scientific evidence that at least at certain stages of human development, some have managed to affect the balance of nature, and thereby climatic patterns, and hence the weather. Today, faced by the frightening spectre of excessive and accelerated climate change, global warming, and sea level rise the international community is compelled to do something far more immediate and comprehensive than merely talk about the weather.

It is difficult to overstate the sense of urgency that small island and indeed, all low-lying and coastal countries, feel about excessive and accelerated climate change. If, as predicted, the sea level rises, our already limited lands will be flooded and become uninhabitable. If, as predicted, the sea rapidly warms, our coral reefs will bleach and die. Valuable and life-sustaining ecosystems will also perish. The world will then undoubtedly be faced with a massive surge of environmental refugees. The problem may first hit the smaller, more vulnerable countries, but it will never be confined within any one country's boundaries.

Mr. Chairman,

I have the honor and privilege of speaking today in my capacity as Chairman of the Alliance of Small Island States (AOSIS) participating in the International Negotiating Committee for a Framework Convention on Climate Change.

AOSIS is a transregional grouping formed by countries which are most vulnerable to the adverse effects of climate change, global warming and sea level rise. Included within our ranks are small island developing countries of the Caribbean, the Indian Ocean, the Mediterranean and the South Pacific.

Our objective is to ensure that the very fundamental needs of small island developing states are addressed as the structure of this most important international instrument is shaped. Specifically, AOSIS countries have concluded that in order for this Convention to be comprehensive, equitable, and meaningful, it must contain six essential elements:

- (1) **Immediate and significant cuts** in the emissions from industrialized countries of carbon dioxide and other greenhouse gasses into the atmosphere;

(2) A preventive approach based on the precautionary principle which mandates that the global community take action now, even in the face of some scientific uncertainty as to the rate and degree of global warming;

(3) New and equitable funding mechanisms which recognize the need to compensate low-lying, coastal and small vulnerable island countries, some of whose very existence is placed at risk by the consequences of climate change;

(4) The expeditious and equitable transfer of environmentally sound technologies;

(5) Application of the polluter pays principle in compensation for the consequences of climate change; and

(6) Commitment to binding and meaningful energy conservation and efficiency requirements and the development of alternative energy sources.

These are the elements we feel are essential to the successful completion of our collective undertaking to create an effective framework convention on climate change. Our delegations wish to go on record as being fully committed to the perseverance and flexibility which will be required to achieve the objectives all members of the world community have agreed to at previous meetings, such as the Second World Climate Conference held in Geneva, Switzerland less than three months ago.

We will spare no effort to achieve success in this matter. To us success is defined as a meaningful consensus that will translate into direct and immediate measures substantially reducing the risk posed to this generation, and future generations, by the adverse effects of climate change, global warming, and sea level rise.

AOSIS countries are concerned that we be heard in this process. This concern can only be met by ensuring that the representatives of the most vulnerable developing countries are included in all levels of discussion and consultation on the work leading to the development of a framework convention on climate change. Essential to this undertaking are the financial means to assure the full participation of low-lying, coastal and small vulnerable island countries in all stages of these negotiations. In order to be heard, we must be present.

Due to the pressing nature of the problems caused by excessive and accelerated climate change substantive obligations should be set forth in the primary instrument rather than in subsequent protocols. Past experience reveals that this is essential. In addition, we should establish clear and specific objectives, particularly for the industrialized countries, and methods of achieving those objectives in order to underscore a level of

commitment not previously demonstrated.

Why do we ask for deep cuts in emissions? Imagine, if you will, a jumbo jet full of passengers landing on a rather short runway. Stopping the jet safely requires more than merely applying the brakes. The pilot must apply the brakes and put a reverse thrust on the engine. Only then can the pilot arrest the aircraft's momentum and bring it safely to a halt.

In a similar vein, currently existing levels of greenhouse gasses have a momentum of their own. Thus, we must apply the brakes, and we must also apply reverse thrust by making immediate and significant emission cuts to arrest the existing momentum of greenhouse gas concentrations and, if possible, return them to safe levels. Only then do we stand a reasonable chance of assuring the future safety of all passengers on this planet.

Mr. Chairman,

We approach the process of negotiating a framework convention on climate change with a great deal of respect for the views of every delegation in attendance. We also approach this process with a great sense of urgency and with a common perspective based upon our shared interests, our shared concerns and our shared desire to work with all members of the international community in effectively addressing one of the most serious challenges ever faced by mankind.

For us, the precautionary principle is much more than a semantic or theoretical exercise. It is an ecological and moral imperative. We trust the world understands our concerns by now. We do not have the luxury of waiting for conclusive proof, as some have suggested in the past. The proof, we fear, will kill us.

Now, more than ever, all of us must be candid, diligent and visionary. The one thing we cannot afford to be is either complacent, or willing to take unnecessary risks with our common future.

Thank you, Mr. Chairman.

Intergovernmental Negotiating
Committee for a Framework Convention
on Climate Change
First Session, Washington, D.C.
4-14 February 1991

STATEMENT IN THE GENERAL DISCUSSION BY AMBASSADOR ESKO KIURU
OF FINLAND

Mr Chairman,

The Finnish delegation warmly congratulates you, Mr. Chairman, all the Vice-chairmen and the Rapporteur upon your elections to office. It augurs well for these negotiations about to start to have a chairman with such experience from many renown international achievements and with such distinguished diplomatic stature. This delegation will be pleased to lend all its support to you, Mr. Chairman, in your guidance of our negotiations in the forthcoming year and a half. We look forward to working closely with all the members of the bureau, too.

Mr Chairman,

We have come here to Washington with a firm commitment to contribute to our negotiations so that we can effectively fulfil the specific mandate given to us by the United Nations General Assembly and also by our Ministers at the Second World Climate Conference. This Committee has been given nothing less than the task to negotiate by June 1992 "an effective framework convention on climate change, containing appropriate commitments, and any related instruments as might be agreed upon. This is a carefully considered, time-bound and demanding mandate to establish a firm basis for intensified cooperation that enables us to develop further joint measures at global, regional and national level. We should also reach agreement on first sets of joint measures to counteract climate change.

The tragic international events have not made our mandate easier to accomplish. Our task is now even more compelling to find the means to enhance, maintain and restore the global ecological balance where the atmospheric changes play a very crucial role.

Mr Chairman,

The Finnish delegation envisages the 1992 framework Convention on climate change containing basic obligations, principles, first concrete commitments and guidelines for national action. The Convention should also establish rules and institutions for enhanced international cooperation in order to effectively combat climate change. Other important elements of the Convention will also be commonly agreed arrangements with respect to research, monitoring and assessment on climate change.

The Convention should be comprehensive and global in scope. It should be formulated so that it would from the very beginning obtain the widest possible number of parties. Each State can and should give a valuable contribution in responding to climate change in accordance with their own possibilities and resources. It is natural that the main responsibility for stabilizing and reducing the greenhouse gas emissions lies with the industrialized countries. However, we should not loose our sight on the long term objective of stabilizing the greenhouse gas emissions at a global level without impeding our possibilities for social and economic development. The maintenance of and the increase of the sinks, in particular of the forests, should be another global obligation, in order to achieve the ecological balance.

Mr Chairman,

The Finnish delegation fully recognizes the specific situation of the developing countries. We understand industrialized countries are mainly responsible for the man-made interference with atmospheric conditions now leading to climate change. Therefore, we have to search for such means of cooperation which would also enable the developing countries to join the convention and to implement its provisions. Therefore, the most challenging task ahead of us will be to study what kind of financial measures would be needed to enable the equal participation of the developing countries in combatting climate change. Equally important would be to develop arrangements making the environmentally sound technologies available to all countries, in particular developing countries. Finland already informed in Geneva last November that we are ready to study various financial mechanisms enabling developing countries' participation in the implementation of the Climate Convention. We are also positively considering a comprehensive financial contribution to this negotiation process.

Mr Chairman,

I have in broad terms outlined the basic elements of the Convention. The elements could also give guidance for organizing the work of this Committee. In the light of the above we might envisage establishment of two or three working groups to facilitate our work.

The first working group should in a comprehensive way look into the causes of global warming. First of all we should deal with all the greenhouse gases in the same group and tackle both the sources and sinks in the same working group. This would also underline the shared global responsibility. We would like to establish groups where problems of industrialized and developing countries are discussed on an equal footing.

The second group would discuss the problems related to the financial issues and technological cooperation. Some institutional matters are also related to these issues. Probably also some other measures related to the implementation of the convention and the related instruments might be discussed in this working group.

Further, we consider it important to establish an informal legal drafting group as soon as possible. It could examine and sort out in a preliminary fashion the various lists of elements and drafts which will be tabled during this meeting. To start with, its role will be supportive to the main working groups, but it could already usefully deal with elements of the preamble, the needed definitions and the final provisions of the convention.

I have earlier emphasized the importance of research and monitoring. The further scientific and economic analysis would relate to the work of both of the two working groups I mentioned earlier. It might be appropriate to invite the IPCC to present its views on necessary further research. The IPCC contribution could then be further pursued in the first working group. The second working group needs specific analysis on financial, technological and institutional issues. The Secretariat itself could use consultants and expert advice and base its work on the analysis it might find appropriate to commission. In brief, according to our opinion, we might not necessarily need a specific working group for further research, even though we consider this issue important.

Mr Chairman,

The Finnish delegation has come to this first meeting of our Intergovernmental Negotiating Committee with high ambitions. We have got a political mandate and the IPCC has in a most useful way paved our way. We cannot fail in our work. The world will be following our work now and the public will not close their eyes before or not even after the 1992 United Nations Conference on Environment and Development. We should be elaborating upon this framework Convention after the United Nations Conference on Environment and Development. I don't think that it would be too unrealistic to propose that we should leave Washington with the first elements of the Convention, study them carefully at home and then return back for the second session prepared for serious negotiations. Time will be short and we all know that everybody's contribution is essential for the success.

Thank you, Mr Chairman.