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2nd World Climate Conference [1]

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001. memo	re: Second World Climate Conference [Personally Identifiable Information] [partial] (1 page)	10/12/1990	b(6)

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Clinton Presidential Records
Council on Environmental Quality
Kathleen (Katie) McGinty
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FOLDER TITLE:

2nd World Climate Conference [1]

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RESTRICTION CODES

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

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
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- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

file SWCC - Ministerial
Declaration
7 November 1990
dinner

MINISTERIAL DECLARATION
OF THE SECOND WORLD CLIMATE CONFERENCE

PREAMBLE

1. We, the Ministers and other representatives from 137 countries and from the European Communities, meeting in Geneva from 6 to 7 November 1990 at the Second World Climate Conference, declare as follows:
2. We note that while climate has varied in the past and there is still a large degree of scientific uncertainty, the rate of climate change predicted by the Intergovernmental Panel on Climate Change (IPCC) to occur over the next century is unprecedented. This is due mainly to the continuing accumulation of greenhouse gases, resulting from a host of human activities since the industrial revolution, hitherto particularly in developed countries. The potential impact of such climate change could pose an environmental threat of an up to now unknown magnitude; and could jeopardize the social and economic development of some areas. It could even threaten survival in some small island States and in low-lying coastal, arid and semi-arid areas.
3. We appreciate the work of the World Climate Programme (WCP) during the past decade which has improved understanding of the causes, processes and effects of climate and climate change. We also congratulate the IPCC, established by the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO) on its First Assessment Report on Climate Change. It has identified causes and possible effects and strategies to limit and adapt to climate change, and in the light of the United Nations General Assembly resolutions, has identified possible elements for inclusion in a framework convention on climate change.
4. Recognizing climate change as a common concern of mankind, we commit ourselves and intend to take active and constructive steps in a global response, without prejudice to sovereignty of States.

I. GLOBAL STRATEGY

5. Recognizing that climate change is a global problem of unique character and taking into account the remaining uncertainties in the field of science, economics and response options, we consider that a global response, while ensuring sustainable development ⁽¹⁾ of all countries, must be decided and implemented without further delay based on the best available knowledge such as that resulting from the IPCC assessment. Recognizing further that the principle of equity and the common but differentiated responsibility of countries should be the basis of any global response to climate change, developed countries must take the lead. They must all commit themselves to actions to reduce their major contribution to the global net emissions and enter into and strengthen co-operation with developing countries to enable them to adequately address climate change without hindering their national development goals and objectives. Developing countries must, within the limits feasible, taking into account the problems regarding the burden of external debt and their economic circumstances, commit themselves to appropriate action in this regard. To this end, there is a need to meet the requirements of developing countries, that adequate and additional financial resources be mobilised and the best available environmentally-sound technologies be transferred expeditiously on a fair and most favourable basis.

II. POLICY CONSIDERATIONS FOR ACTION

3. We reaffirm that, in order to reduce uncertainties, to increase our ability to predict climate and climate change on a global and regional basis, including early identification of as yet unknown climate-related issues, and to design sound response strategies, there is a need to strengthen national, regional and international research activities in climate, climate change and sea level rise. We recognize that commitments by governments are essential to sustain and strengthen the necessary research and monitoring programmes and the exchange of relevant data and information, with due respect to national sovereignty. We stress that special efforts must be directed to the areas of uncertainty as identified by the IPCC.

(1) Statement of sustainable development as agreed at the 15th session of UNEP Governing Council (Annex II UNEP/GC 15/L.37).

We maintain that there is a need to intensify research on the social and economic implications of climate change and response strategies. We commit ourselves to promoting the full participation of developing countries in these efforts. We recognize the importance of supporting the needs of the World Climate Programme, including contributions to the WMO Special Fund for Climate and Atmospheric Environmental Studies. The magnitude of the problem being addressed is such that no nation can tackle it alone and we stress the need to strengthen international cooperation. In particular, we invite the 11th Congress of the World Meteorological Organization, in the formulation of plans for the future development of the World Climate Programme, to ensure that the necessary arrangements are established in consultation with UNEP, UNESCO (and its IOC), FAO, ICSU and other relevant international organisations for effective coordination of climate and climate change related research and monitoring programmes. We urge that special attention be given to the economic and social dimensions of climate and climate change research.

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

8. The potentially serious consequences of climate change, including the risk for survival in low-lying and other small island States and in some low-lying coastal, and arid and semi-arid areas of the world, give sufficient reasons to begin by adopting response strategies even in the face of significant uncertainties.

Such response strategies include phasing out the production and use of CFC's, efficiency improvements and conservation in energy supply and use, appropriate measures in the transport sector, sustainable forest management, afforestation schemes, developing contingency plans for dealing with climate related emergencies, proper land use planning, adequate coastal zone management, review of intensive agricultural practices and the use of safe and cleaner energy sources with lower or no emissions of carbon dioxide, methane, nitrous oxide and other greenhouse gases and ozone precursors, paying special attention to new and renewable sources.

Further actions should be pursued in a phased and flexible manner on the basis of medium and long-term goals and strategies and at the national, regional or global level, taking advantage of scientific advances and technological developments to meet both environmental and economic objectives.

9. We note that per capita consumption patterns in certain parts of the world along with a projected increase in world population are contributing factors in the projected increase in greenhouse gases.
10. We agree that the ultimate global objective should be to stabilize greenhouse gas concentrations at a level that would prevent dangerous anthropogenic interference with climate.
11. We stress, as a first step, the need to stabilize, while ensuring sustainable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol on Substances that Deplete the Ozone Layer. Contributions should be equitably differentiated according to countries' responsibilities and their level of development. In this context, we acknowledge efforts already undertaken by a number of countries to meet this goal.

12. Taking into account that the developed world is responsible for about 3/4 of all emissions of greenhouse gases, we welcome the decisions and commitments undertaken by the European Community with its Member States, Australia, Austria, Canada, Finland, Iceland, Japan, New Zealand, Norway, Sweden, Switzerland, and other developed countries to take actions aimed at stabilizing their emissions of CO₂, or CO₂ and other greenhouse gases not controlled by the Montreal Protocol, by the year 2000 in general at 1990 level, yet recognizing the differences in approach and in starting point in the formulation of the above targets. We also acknowledge the initiatives of some other developed countries which will have positive effects on limiting emissions of greenhouse gases. We urge all developed countries to establish targets and/or feasible national programmes or strategies which will have significant effects on limiting emissions of greenhouse gases not controlled by the Montreal Protocol.

We acknowledge, however, that those developed countries with as yet relatively low energy consumption (measured on a per capita or other appropriate basis) which can be reasonably expected to grow, and some countries with economies in transition, may establish targets, programmes and/or strategies that accommodate socio-economic growth, while improving the energy efficiency of their economic activities.

13. We urge developed countries, before the 1992 UN Conference on Environment and Development, to analyze the feasibility of and options for, and, as appropriate in light of these analyses, to develop programmes, strategies and/or targets for a staged approach for achieving reductions of all greenhouse gas emissions not controlled by the Montreal Protocol, including carbon dioxide, methane and nitrous oxide, over the next two decades and beyond.

14. We recommend that in the elaboration of response strategies, over time, all greenhouse gases, sources and sinks be considered in the most comprehensive manner possible and also that limitation and adaptation measures be addressed.

- 15. We recognize that developing countries have as their main priority alleviating poverty and achieving social and economic development and that their net emissions must grow from their, as yet, relatively low energy consumption to accommodate their development needs. Narrowing the gap between the developed and the developing world would provide a basis for a full partnership of all nations and would assist the developing countries in dealing with the climate change issue. To enable developing countries to meet incremental costs required to take the necessary measures to address climate change and sea-level rise, consistent with their development needs, we recommend that adequate and additional financial resources should be mobilized and best available environmentally sound technologies transferred expeditiously on a fair and most favourable basis. Developing countries also should, within the limits feasible, take action in this regard.

- 16. The specific difficulties of those countries, particularly developing countries, whose economies are highly dependent on fossil fuel production and exportation, as a consequence of action taken on limiting greenhouse gas emissions, should be taken into account.

- 17. We recommend that consideration should be given to the need for funding facilities, including the proposed World Bank/UNEP/UNDP Global Environmental Facility, a clearing house mechanism and a new possible international fund composed of adequate additional and timely financial resources and institutional arrangements for developing countries; taking into account existing multilateral and bilateral mechanisms and approaches. Such funding should be related to the implementation of the framework convention on climate change and any other related instruments that might be agreed upon. In the meantime, developed countries are urged to cooperate with developing countries to support immediate action in addressing climate change including sea-level rise without imposing any new conditionality on developing countries.

- 18. We recommend further that resources be assessed. Such assessments, to be conducted as soon as possible, should include country studies and mechanisms to meet the financing needs identified, taking note of the approaches developed under the Montreal Protocol.

19. Financial resources channelled to developing countries should, inter alia, be directed to:

- (i) Promoting efficient use of energy, development of lower and non-greenhouse gas emitting energy technologies and paying special attention to safe and clean new and renewable sources of energy;
- (ii) Arranging expeditious transfer of the best available environmentally sound technology on a fair and most favourable basis to developing countries and promoting rapid development of such technology in these countries;
- (iii) Co-operating with developing countries to enable their full participation in international meetings on climate change;
- (iv) Enhancing atmospheric, oceanic and terrestrial observational networks, particularly in developing countries, to facilitate conducting research, monitoring and assessment of climate change and the impact on those countries;
- (v) Rational forest management practices and agricultural techniques which reduce greenhouse gas emissions;
- (vi) Enhancing the capacity of developing countries to develop programs to address climate change, including research and development activities and public awareness and education.

Funding should also be directed to the creation of regional centres to organize information networks on climate change in developing countries.

20. Appropriate economic instruments may offer the potential for achieving environmental improvements in a cost-effective manner. The adoption of any form of economic or regulatory measures would require careful and substantive analyses. We recommend that relevant policies make use of economic instruments appropriate to each country's socio-economic conditions in conjunction with a balanced mix of regulatory approaches.

21. We note that energy production and use account for nearly half of the enhanced radiative forcing resulting from human activities and is projected to increase substantially in the absence of appropriate response actions. We recognize the promotion of energy efficiency as the most cost-effective immediate measure, in many countries, for reducing energy-related emissions of carbon dioxide, methane, nitrous oxide and other greenhouse gases and ozone precursors, while other safe options such as no or lower greenhouse gas emitting energy sources should also be pursued. These principles apply to all energy sectors. Transport energy use attracts special attention of many of us in the light of its role in many developed countries and of its expected importance in many developing countries.
22. We recognize that there is no single quick-fix technological option for limiting greenhouse gas emissions. However, we are convinced that technological innovation as well as individual and social behaviour and institutional adaptations is a key element of any long-term strategy that deals with climate change in a way that meets the goal of sustainable development. Therefore, we urge all countries, the developed countries in particular, to intensify their efforts and international cooperation in technological research, development and dissemination of appropriate and environmentally sound technologies, including the reassessment and improvement of existing technologies and the introduction of new technologies.
23. We urge that environmentally sound and safe technologies be utilized by all sectors in all countries to the fullest extent possible and further urge all countries, developed and developing, to identify and take effective measures to remove barriers to the dissemination of such technologies. To this end, the best available environmentally sound and safe technologies should be transferred to developing countries expeditiously on a fair and most favourable basis.

24. We note that the conservation of the world's forests in their role as reservoirs of carbon along with other measures are of considerable importance for global climatic stability, keeping in mind the important role of forests in the conservation of biological diversity and the protection of soil stability and of the hydrological system. We recognize the need to reduce the rate of deforestation in consonance with the objective of sustained yield development and to enhance the potential of the world's forests through improved management of existing forests and through vigorous programmes of reforestation and afforestation, and to support financially the developing countries in this regard through enhanced and well-coordinated international cooperation including strengthening Tropical Forest Action Plan (TFAP) and International Tropical Timber Organization (ITTO). We recommend that the protection and management of boreal, temperate, sub-tropical and tropical forest ecosystems must be well-coordinated and preferably compatible with other possible types of action related to reduction of emission of greenhouse gases, rational utilisation of biological resources, provision of financial resources, and the need for more favourable market conditions for timber and timber products. The developing countries should be able to realize increased revenue from these forests and forest products.
25. We also recognize that forests and forest products play a key social and economic role in many nations and communities. We recognize that States have, in accordance with the Charter of the United Nations and the principles of international law, the sovereign right to exploit their own resources pursuant to their own environmental policies, and the responsibility to ensure that activities within their jurisdiction or control do not cause damage to the environment of other States or of areas beyond the limits of national jurisdiction.
26. We recommend that appropriate precautionary and control measures be developed and implemented at regional, sub-regional and country levels as appropriate to counter the increasing degradation of land, water, genetic and other productive resource bases by drought, desertification and land degradation.

Observatories on climate and climate change and observatories on ecosystems should be encouraged to work together on drought risks consequences.

Studies must be undertaken on drought and desertification.

We stress that stepped-up financial and scientific contributions be provided to facilitate these efforts.

- 27. We recommend that similar 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.

III. GLOBAL FRAMEWORK CONVENTION ON CLIMATE CHANGE

- 28. We call for negotiations on a framework convention on climate change to begin without delay after a decision is taken by the 45th Session of the General Assembly of the United Nations recommending ways, means and modalities for further pursuing these negotiations. Taking note of all the preparatory work, particularly the recommendations adopted 26 September 1990 by the Ad hoc working group of government representatives and regional economic integration organizations to prepare for negotiations on a framework convention on climate change, we urge all countries and regional economic integration organizations to join in these negotiations and recognize that it is highly desirable that an effective framework convention on climate change, containing appropriate commitments, and any related instruments as might be agreed upon on the basis of consensus, be signed in Rio de Janeiro during the United Nations Conference on Environment and Development. We welcome the offer of the Government of the United States of America to host the first negotiating meeting.

- 29. We recommend that such negotiations take account of the possible elements compiled by the IPCC, and that the framework convention on climate change be framed in such a way as to gain the support of the largest possible number of countries while allowing timely action to be taken. We reaffirm our wish that this convention contain real commitments by the international community. We stress, given the complex and multi-faceted nature of the problem of climate change, the need for new and innovative solutions including the need to meet the special needs of developing countries.

30. We also welcome the invitations of Thailand and Italy to host workshops, respectively on the feasibility of forestry options, and on all technologies for energy production and use and their transfer to developing countries.
31. We believe that a well-informed public is essential for addressing and coping with as complex an issue as climate change, and the resultant sea-level rise, and urge countries, in particular, to promote the active participation at the national and when appropriate, regional levels of all sectors of the population in addressing climate change issues and developing appropriate responses. We also urge relevant United Nations organizations and programmes to disseminate relevant information with a view to encouraging as wide a participation as possible.

4 AP 11-07-90 16:27 EST
AM-Global Warming.0644<

79 LINES

U.N. Conference Calls for Global Response to Climate Changes<
By HANNS NEUERBOURG=

Associated Press Writer=

GENEVA (AP) A U.N. conference ended Wednesday with a declaration committing governments to a "global response" to global warming but stopped short of setting targets to control the greenhouse gases that cause the trend.

The 30-point declaration included an appeal for an international global warming treaty with "real commitments" and a pledge to provide developing countries with additional funds to deal with the issue.

The document welcomed the decisions of West European countries, Australia, Canada, Japan and New Zealand to stabilize their emissions of the heat-trapping greenhouse gases. "A global response ... must be decided and implemented without further delay," the declaration said.

But it made no reference to a paper adopted unanimously by some 700 scientists attending the conference.

That report, reflecting discussions during the first week of the conference, urged immediate reduction of carbon dioxide emissions,
PRESS RETURN TO CONTINUE OR ENTER A REQUEST.

the chief greenhouse gas. It said cutting the gases was technically feasible and cost-effective for many industrialized countries.

The 10-day conference attended by representatives of 137 countries was intended to set the stage for formal negotiations opening in Washington next February on an international treaty to be ready for signing in mid-1992.

In a joint statement, 40 environmental groups expressed "severe disappointment" at the outcome of the United Nations meeting.

"In the name of 'compromise,' they failed to meet their responsibility of committing industrial nations to reduce their emissions of carbon dioxide and other greenhouse gases," the statement said. "The world cannot afford continued failure to meet the global warming threat."

The United States, which led opposition against any target-setting, considered the U.N. declaration a "good compromise," said its chief delegate, John Knauss, head of the National Oceanic and Atmospheric Administration.

Knauss told the conference any policy decisions "must be based on the best available economic and sociological, as well as scientific, information."

Reflecting Washington's view that more research is needed before taking drastic action that might involve immense outlays, he said
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"we should work aggressively to reduce scientific and economic uncertainties."

The United States, he said, was committed to a global approach to deal with climate change but was "not prepared to make commitments to percentage reductions (of emissions) which we do not know how to guarantee."

The Soviet Union, the world's No. 2 carbon dioxide polluter after the United States, took a similar approach. Any immediate and radical steps "could also have contrary results," said Soviet chief delegate Yuri Izrael.

The conference's relatively low-key ending stood in contrast with statements of profound concern at its opening.

Delegates were shown a report asserting that if nothing is done to curb the greenhouse effect, global temperatures will rise by 5.4 degrees by the end of the next century, the fastest rise in 10,000 years.

The report, compiled during the past two years by a U.N.-mandated international panel of experts, said such an increase could lead to the flooding of vast coastal areas and islands as sea levels rise.

Mostafa K. Tolba, head of the U.N. Environment Program, said in an opening speech that the change in world climate has created a
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"threat potentially more catastrophic than any other threat in human history."

European environment ministers said they had hoped participants could at least agree on stabilizing carbon dioxide emissions by the end of this century, along the lines of a decision by the 12-nation European Community.

Absence of such a pledge was a "black spot in the final declaration," Italian Environment Minister Giorgio Ruffolo said in an interview.

Greenpeace environmentalists voiced their disapproval by floating a giant balloon reading "Climate Criminals" above the conference center. At one point they formed a small human chain around the entrance.

5 AP 11-08-90 03:12 EST

47 LINES

AM-CO-Advisory.<

Eds: The following stories have moved for late AMS use:

BOULDER The National Science Foundation has awarded the University of Colorado and the U.S. Geological Survey a \$2 million grant to build an ice core storage lab for a global warming study.
Slug: Global Warming.

PRESS RETURN TO CONTINUE OR ENTER A REQUEST.

2nd World
Climate
Conference

Date: October 1, 1990

To: Albert Gore Jr.

S, Leon Fuerth

From: Rick Adcock

Just got a call from Stockholm from Irving Mintzer, who's over there monitoring the developments in preparatory meetings for the 2nd World Climate Conference. Recall, that's the conference for which the IPCC prepared its reports. Recall also that Sununu has referred to the Working Group I (scientific) report as a political document (because he doesn't agree with it).

The 2nd World Climate Conference will occur in two parts. The first week will be a SCIENTIFIC AND TECHNICAL MEETING, and the first few days of the next week will be the MINISTERIAL MEETING.

Mintzer called to give me the heads-up that the US is busy torpedoing the 2nd WCC. Apparently what I'm about to describe happened over the weekend, and Mintzer will be spending the day trying to confirm the details... but for now, our best information is as follows (this information should be regarded as preliminary and it needs to be confirmed later today):

Obasi (head of WMO, whom you met several months ago) has apparently struck a deal with the US reps at the preparatory meeting -- in return for a US commitment to fund WMO's World Climate Research Program, Obasi has agreed to sever the link between the SCIENTIFIC/TECHNICAL MEETING and its reports, and the MINISTERIAL MEETING. This has the effect of keeping the WGI scientific report (which is among the "reports" that will be presented at the SCIENTIFIC/TECHNICAL MEETING) from playing directly into the MINISTERIAL MEETING. As originally constructed, of course, the SCIENTIFIC/TECHNICAL MEETING was to evaluate the IPCC reports and pass them on the MINISTERIAL MEETING, where they were to be used as the basis for drafting the all-important ministerial statement, which is the substantive product of the 2nd WCC.

In addition, the US has orchestrated the development of a number of amendments to the ministerial statement, which means that the US wants the MINISTERIAL MEETING to turn into a 3-day shouting match about where the statement should say "might" and where it should say "will", rather than the ministers using the time to draft a consensus response strategy. In short, it sounds like the US is cleverly attempting to undermine the effectiveness of the 2nd WCC, in spite of the 2 years and 100's of thousands of man-hours spent preparing for the meeting through the IPCC process.

I asked Mintzer where Tolba was in all of this, but he claimed that the meeting is predominated by WMO, and Obasi is controlling it. US official spearheading this effort is J.R. Spradley, Spl. Ass. to U-Sec. of Comm for Int'l Env. Affairs.

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SECOND WORLD CLIMATE CONFERENCE
SCIENTIFIC & TECHNICAL
P O R T I O N

WCC - SCIENCE
House 7
J. R. Meyer

SECOND WORLD CLIMATE CONFERENCE

FINAL
CONFERENCE STATEMENT
SCIENTIFIC/TECHNICAL SESSIONS

FOREWORD

1. The Second World Climate Conference was convened in Geneva, Switzerland, from 29 October through 7 November, 1990, under the sponsorship of the World Meteorological Organization; the United Nations Environment Programme; the United Nations Educational, Scientific, and Cultural Organization and its Intergovernmental Oceanographic Commission; the Food and Agriculture Organization; and the International Council of Scientific Unions. This Statement was adopted by the participants in the scientific and technical sessions from 29 October to 3 November 1990, on the basis of the presentations at the Conference, the deliberations of task groups of participants organized to address various specific issues, and plenary discussions involving all participants. The scientific and technical sessions involved 747 participants from 120 countries.

2. The Conference discussed the results of the first decade of work under the World Climate Programme (WCP), the First Assessment Report of the Intergovernmental Panel on Climate Change (August, 1990) and the development of the International Geosphere-Biosphere Programme (IGBP) and other relevant global programmes. In particular, the Conference considered the role, priorities, and programme structure for the future development of the World Climate Programme.

SUMMARY STATEMENT

1. Climate issues reach far beyond atmospheric and oceanic sciences, affecting every aspect of life on this planet. The issues are increasingly pivotal in determining future environmental and economic well-being. Variations of climate have profound effects on natural and managed systems, the economies of nations and the well-being of people everywhere. A clear scientific consensus has emerged on estimates of the range of global warming which can be expected during the 21st century (paragraph B). If the increase of greenhouse gas concentrations is not limited, the predicted climate change would place stresses on natural and social systems unprecedented in the past 10,000 years.

Need

2. At the First World Climate Conference in 1979, nations were urged "to foresee and to prevent potential man-made changes in climate that might be adverse to the well-being of humanity". The Second World Climate Conference concludes that, notwithstanding scientific and economic uncertainties, nations should now take steps towards reducing sources and increasing sinks of greenhouse gases through national (and regional) actions, and negotiation of a global convention on climate change and related legal instruments, ^{with} the long-term goal should be to halt the build-up of greenhouse gases at a level that minimizes risks to society and natural ecosystems. ✓ The remaining uncertainties must not be the basis for deferring societal responses to these risks. Many of the actions that would reduce risk are also desirable on other grounds.

3. A major international observational and research effort will be essential to strengthen the knowledge-base on climate processes and human interactions, and to provide the basis for operational climate monitoring and prediction.

Proposed action on greenhouse gases

PART I. MAIN CONCLUSIONS AND RECOMMENDATIONS

A. Greenhouse Gases and Climate Change

1. Emissions resulting from human activities are substantially increasing atmospheric concentrations of the greenhouse gases. These increases will enhance the natural greenhouse effect, resulting on average in an additional warming of the Earth's surface. The Conference agreed that this and other scientific conclusions set out by the IPCC reflect the international consensus of scientific understanding of climate change. [Without actions to reduce emissions, global warming is predicted to reach 2 to 5 degrees C over the next century, a rate of change unprecedented in the past 10,000 years. The warming is expected to be accompanied by a sea level rise of 65 cm \pm 35 cm by the end of the next century.] There remain uncertainties in predictions, particularly in regard to the timing, magnitude and regional patterns of climate change. ✓
2. Climate change and sea level rise would seriously threaten low-lying islands and coastal zones. Water resources, agriculture and agricultural trade, especially in arid and semi-arid regions, forests, and fisheries are especially vulnerable to climate change. Climate change may compound existing serious problems of the global mismatch between resources, population and consumption. In many cases the impacts will be felt most severely in regions already under stress, mainly in developing countries.
3. [Global warming induced by increased greenhouse gas concentrations is delayed by the oceans; hence, much of the change is still to come. Inertia in the climate system due to the influence of the oceans, the biosphere and the long residence times of some greenhouse gases means that climate changes that occur may persist for centuries.] ✓
4. Natural sources and sinks of greenhouse gases are sensitive to a change in climate. Although many of the response or feedback processes are poorly understood, it appears likely that, as climate warms, these feedbacks will lead to an overall increase rather than a decrease in greenhouse gas concentrations.
5. The historical growth in emissions has been a direct consequence of the increase of human population, rising incomes, the related exploitation of fossil fuels by industrialized societies and the expansion of agriculture. Under "Business-as-Usual" assumptions*, it is projected that emissions will continue to grow in the future as a consequence of a projected doubling of energy consumption in the first half of the 21st century and an expected doubling of population by the latter half. As a result, the effect of human-induced greenhouse gas concentrations on the earth's radiation balance would by 2025 correspond to a doubling of carbon dioxide unless remedial actions are taken. ✓

* "Business-as-Usual" assumes that few or no steps are taken to limit greenhouse gas emissions. Energy use and clearing of tropical forests continue and fossil fuels, in particular coal, remain the world's primary energy source. The Montreal Protocol comes into effect but without strengthening and with less than 100 percent compliance.

6. Over the last decade, emissions of carbon dioxide (CO₂) contributed 55% of the increased radiative forcing produced by greenhouse gases from human activities. The CFCs contributed about 24% of the past decade's changes, and methane 15%, with the balance due to other greenhouse gases. With controls on CFCs under the Montreal Protocol, the relative importance of CO₂ emissions will increase, provided the substitutes for CFCs have minimal greenhouse warming potential. Some 75% of total CO₂ emissions have come from the industrialized countries.

7. The above emissions can be expected to change the planet's atmosphere and climate, and a clear scientific consensus has been reached on the range of changes to be expected. Although this range is large, it is prudent to exercise, as a precautionary measure, actions to manage the risk of undesirable climate change. For the four scenarios of future emissions which IPCC has developed as assumptions (ranging from one where few or no steps are taken to limit emissions, viz., Scenario A or Business-as-Usual Scenario, through others with increasing levels of controls, respectively called Scenarios B, C and D), there will be a doubling of equivalent carbon dioxide concentrations from pre-industrial levels by about the year 2025, 2040 and 2050 in Scenarios A, B, and C respectively. Stabilization of equivalent carbon dioxide concentrations at about twice the pre-industrial level would occur under Scenario D towards the end of the next century. In order to stabilize atmospheric carbon dioxide concentrations by the middle of the 21st century at about 50% above pre-industrial concentrations, a continuous world-wide reduction of net carbon dioxide emissions by about 1% per year starting now would be required. A 15-20% reduction in methane emissions would stabilize atmospheric concentrations of that gas.

8. Many studies conclude that technically feasible and cost-effective opportunities exist to reduce CO₂ emissions in all countries. Such opportunities for emissions reductions are sufficient to allow many industrialized countries to stabilize CO₂ emissions from the energy sector and subsequently to reduce these emissions by at least 20 percent by 2005. The measures include increasing the efficiency of energy use and employing alternative fuels and energy sources. As additional measures to achieve further cost-effective reductions are identified and implemented, even greater decreases in emissions should be achieved in the following decades. In addition, reversing the current net losses in forests would increase storage of carbon. The economic and social costs and benefits of such measures should be urgently examined by all nations. An internationally coordinated assessment should be undertaken through the IPCC.

9. Countries are urged to take immediate actions to control the risks of climate change with initial emphasis on actions that would be economically and socially beneficial for other reasons as well. Nations should launch negotiations on a convention on climate change and related legal instruments without delay and with the aim of signing such a convention in 1992.

B. Use of Climate Information in Assisting Sustainable Social and Economic Development

Climate data, analyses, and eventually climate predictions, can contribute substantially to enhancing the efficiency and security of economic and developmental activities in environmentally sustainable ways. These benefits are particularly important in food and wood production, water management, transportation, energy planning and production (including assessment of potential resources of biomass, hydropower, solar and wind energy), urban planning and design, human health and safety, combatting of drought and land degradation, and tourism. This requires both data on the climate system, and its effective application. Data acquisition, collection, management and analysis must be more vigorously supported in all countries and special assistance provided to developing countries through international cooperation. Transfer of techniques for applying climate information should be accelerated through more widespread use of software (e.g. CLICOM) for readily available personal computers and other means. Further development of methods for predicting short-term variations in climate and the environmental and social impacts should be vigorously pursued. These advances would provide enormous economic and other welfare benefits in coping with droughts, prolonged rain, and periods of severe hot and cold weather. Such predictions will require major steps forward in ocean-atmosphere-biosphere observing systems. Much greater efforts are also needed to increase involvement in these fields by developing countries, especially through increased education and training.

C. Priorities for Enhanced Research and Observational Systems

1. A consensus exists among scientists as summarized in the Report of Working Group I of the IPCC that climate change will occur due to increasing greenhouse gases. However, there is substantial scientific uncertainty in the details of projections of future climate change. Projections of future regional climate and climate impacts are much less certain than those on a global scale. These uncertainties can only be narrowed through research addressing the following priority areas:

- clouds and the hydrological cycle
- greenhouse gases and the global carbon and biogeochemical cycles
- oceans: physical, chemical and biological aspects; and exchanges with the atmosphere
- paleo-climatic studies
- polar ice sheets and sea ice
- terrestrial ecosystems.

2. These subjects are being addressed by national programmes, the World Climate Research Programme and the International Geosphere-Biosphere Programme and other related international programmes. Increased national support and substantially increased funding of these programmes is required if progress on the necessary time scale is to be made in reducing the uncertainties.

3. Present observational systems for monitoring the climate system are inadequate for operational and research purposes. They are deteriorating in both industrialized and developing regions. Of special concern is the inadequacy of observation systems in large parts of the southern hemisphere.
4. High priority must be placed on the provision and international exchange of high-quality, long-term data for climate-related studies. Data should be available at no more than the cost of reproduction and distribution. A full and open exchange of global and other data sets needed for climate-related studies is required.
5. There is an urgent need to create a Global Climate Observing System (GOOS) built upon the World Weather Watch Global Observing System and the Integrated Global Ocean Service System and including both space-based and surface-based observing components. GOOS should also include the data communications and other infrastructure necessary to support operational climate forecasting.
6. GOOS should be designed to meet the needs for:
 - (a) climate system monitoring, climate change detection and response monitoring, especially in terrestrial ecosystems
 - (b) data for application to national economic development, and
 - (c) research towards improved understanding, modelling and prediction of the climate system.
7. Such a GOOS would be based upon:
 - (1) an improved World Weather Watch Programme;
 - (2) the establishment of a global ocean observing system (GOOS) of physical, chemical and biological measurements;
 - (3) the maintenance and enhancement of monitoring programmes of other key components of the climate system, such as the distribution of important atmospheric constituents (including the Global Atmosphere Watch), changes in terrestrial ecosystems, clouds and the hydrological cycle, the earth's radiation budget, ice sheets, and precipitation over the oceans.
8. The further development and implementation of the GOOS concept should be pursued, with urgency, by scientists, governments and international organizations.

9. The impacts of climate variability on human socio-economic systems have provided major constraints to development. Climate change may compound these constraints. In semi-arid regions of Africa, drought episodes have been directly responsible for major human disasters. Research undertaken during the first decade of the WCP and through other international and national programmes has improved drought early warning systems, including FAO's Global Early Warning System, and increased the reliability of climate impact analyses. But much more remains to be done. Intensified efforts are required to refine further our ability to predict short-term climate variability, anticipate climate impacts, and identify rational strategies to mitigate or prevent adverse effects. The threat of climate change brings new challenges to the future well-being of people. This requires greater efforts to understand impacts of climate change. Mitigation and adaptation strategies are also essential. Immediate steps to be taken include:

- (a) national and regional analyses of the impacts of climate variability and change on society, and study of the range of response and adaptation options available.
- (b) closer co-operation and communication among natural and social scientists, to ensure that climate considerations are accounted for in development planning.
- (c) significant increases in resources to carry out impact/adaptation studies.

10. Improvements in energy efficiency and non-fossil fuel energy technologies are of paramount importance, not only to reduce greenhouse gas emissions but to move to more sustainable development pathways. Such advances will require research and development, as well as technology transfer and co-development.

11. A specific initiative would create a network of regional, interdisciplinary research centres, located primarily in developing countries, and focussing on all of the natural science, engineering and social science disciplines required to support fully integrated studies of global change and its impacts and policy responses. The centres would conduct research and training on all aspects of global change and study the interaction of regional and global policies.

D. Public Information

People need better information on the crucial role climate plays in development and the additional risks posed by climate change. Governments, intergovernmental and non-governmental organizations should give more emphasis to providing accurate public information on climate issues. The public information and education and training component in the WCP and IGBP must also be expanded.

PART II

Specific Issues:

1. Water

1.1 Among the most important impacts of climate change will be its effects on the hydrological cycle and water management systems, and through these, on socio-economic systems. Increases in incidence of extremes, such as floods and droughts, would cause increased frequency and severity of disasters.

1.2 The design of many costly structures to store and convey water, from large dams to small drainage facilities, is based on analyses of past records of climatic and hydrological parameters. Some of these structures are designed to last 50-100 years or even longer. Records of past climate and hydrological conditions may no longer be a reliable guide to the future. The design and management of both structural and non-structural water resource systems should allow for the possible effects of climate change.

1.3 Data systems and research must be strengthened to predict water resources impacts, detect hydrological changes, and improve hydrological parameterization in global climate models.

1.4 Existing and novel technologies, for more efficient use of water for irrigation, should be made available to developing countries in semi-arid zones.

2. Agriculture and Food

2.1 Important uncertainties remain regarding the prediction of the magnitude and nature of potential impacts of changing climate and higher CO₂ levels on global food security. The potential impact on food production in developing countries, with more than half the world's population, could be more uncertain than recent reviews suggest.

2.2 High priority should therefore be given to research on the direct effects of rising CO₂ concentrations on food and fibre crop productivity and equal priority should be given to research on agricultural emissions so as to determine agriculture's present and potential role as a source of and sink for greenhouse gases, and to clarify the costs and possible trade-offs arising from limitation measures.

2.3 New or strengthened institutional mechanisms are required to upgrade natural resource inventories, research strategies and extension services to raise agricultural productivity and minimize emissions. These mechanisms should include collaborative programmes between FAO and international and national agencies with stress on interdisciplinary activities on food security and related topics.

3. Oceans, Fisheries, and Coastal Zones

3.1 The earth's climate including shorter-term variations is influenced by the coupled atmosphere - ocean system. Coastal zones and their associated high biological productivity, including fisheries, are especially affected. Thus, an improved data base of oceanic parameters is considered indispensable for operational climate forecasting. It is recommended that a global ocean observing and data management system be developed for improving predictions of climate change. Research on the oceans will provide quantification of important feedback loops in climate processes. Observation and research on the El Niño - Southern Oscillation phenomena, on upwelling areas and on biological productivity of the open sea are also important.

3.2 Coastal zones, which are the source of most of the global fish catch, are especially susceptible to effects of global warming and sea level rise. Predicting the impact of changes would be of enormous benefit to the increasing number of people living in coastal areas. Thus, it is also recommended that a programme of coastal zone research and monitoring be established to identify the effects of climate change on the coast and coastal ecosystems, and to assess the vulnerability of various natural and managed ecosystems such as coral reefs, mangroves and coastal aquaculture.

3.3 Action should be taken now to develop coastal zone adaptation strategies and policies.

4. Energy

4.1 In order to stabilize atmospheric concentrations of greenhouse gases while allowing for growth in emissions from developing countries, industrialized countries must implement reductions even greater than those required, on average, for the globe as a whole. However, even where very large technical and economic opportunities have been identified for reducing energy-related greenhouse gas emissions, and even where there are significant and multiple benefits associated with these measures, implementation is being slowed and sometimes prevented by a host of barriers. These barriers exist at all levels — at the level of consumers, energy equipment manufacturers and suppliers, industries, utilities, and governments. Overcoming the barriers obstructing least-cost approaches to meeting energy demands will require responses from all parts of society — individual consumers, industry, governments, and non-governmental organizations.

4.2 Developing countries also have an important role in limiting climate change. Maintaining development as a principal objective, energy and development paths can be chosen that have the additional benefit of minimizing radiative forcing.

5. Land Use and Urban Planning

Population growth, increasing urbanization, and competing demands for finite areas of arable land will produce increasingly severe problems of food supply, energy production, and water resources. Climate changes may exacerbate these problems in some regions. Prudent planning will require baseline analyses of land use, quality and quantity of water resources, and the assessment of vulnerability of urbanized societies to environmental change. In particular, improved adaptation of urban areas to local climatic regimes needs to be achieved by more appropriate layouts and building densities, and improved building construction through modifications to building and planning regulations. Because conurbations make a major contribution to energy-related greenhouse gas emissions, the design and efficiency of all aspects of urban systems should be enhanced.

6. Health and Human Dimensions

6.1 The direct impact of climate change on people, their health and cultural heritage, could be severe. There is likely to be increased health inequity between peoples of developing and developed countries. Climatic change could result in increasing numbers of environmental refugees with associated increases of ill-health, disease and death among them.

6.2 Global warming is likely to shift the range of favourable conditions for certain pests and diseases, causing additional stresses on people, particularly those of the semi-arid tropics. It must be appreciated however that serious problems may arise in all parts of the world.

6.3 Research into how human behaviour contributes to and responds to climate change must have increased emphasis. Public awareness and education programmes are particularly essential in this regard.

7. Environment and Development

7.1 Climate change, superimposed on population pressures, excessive consumption, and other stresses on the environment imperils the sustainability of socio-economic development throughout the world. In addition, slowing climate change will give countries more time to enhance their prospects for sustainable development. The developed countries need to reduce emissions and assist the developing countries to adopt new, clean technologies.

7.2 Climate change has such important implications for the sustainability of development that policy responses, including measures to reduce greenhouse gases, measures to reduce deforestation, and the commitment of financial and other resources, are justified for that reason alone. Economic policies, such as subsidies and trade restraints, can distort markets so they harm the environment and contribute to global warming and sea level rise. There is an imperative need for development policies that not only reduce global warming trends but also increase economic and social resilience.

8. Forests

While increasing forest cover can contribute to the slowing of global climate change, this is not the major cure for the problem.

Five priority actions are recommended:

- (1) Assessing national opportunities to increase forest carbon storage commensurate with national resource development policies, developing an approach by 1992 and completing assessment by 1995.
- (2) Managing the world's forests to optimize biomass and resultant carbon storage in addition to the maintenance of sustainable yields of forest products, biological diversity, water quality and the many other values that forests provide.
- (3) Accelerating research to assess the added contribution that forests can make to atmospheric CO₂ reduction and the impacts of climate change on the world's forests.
- (4) Designing and implementing international monitoring systems to determine conditions and changes in forest ecosystems in response to anticipated climate changes.
- (5) Supporting the development of an international instrument on conservation and development of the world's forests linked with climate and biodiversity conventions.

PART III

Organizational and Policy Issues for International Activities

1. The future structure of the WCP

1.1 The WCP should be broadened and closely coordinated with related programmes of other agencies in response to increased emphasis on the prediction of climate and its impacts.

1.2 The World Climate Data Programme, renamed the World Climate System Monitoring Programme, should be redefined to take into account new objectives.

1.3 Greater emphasis in the strengthened WCP (WCP-2) should be given to adaptation, mitigation and education, with adaptation and mitigation activities closely linked to the Impact Studies Programme (WCIP).

1.4 The World Climate Applications Programme should be renamed the World Climate Applications and Services Programme (WCASP) to reflect the need for intensifying efforts to provide climatological services to a wide variety of users. There should be strong interaction between WCIP and WCASP.

1.5 The organizational framework for international scientific research is in place, constituted by the WCRP, emphasizing the physical aspects, and the IGBP, covering bio-geochemical aspects.

1.6 Governments should establish national committees for the WCP to mobilize support for national activities and to coordinate efforts. The UN agencies and ICSU should work towards ensuring regular contact and exchange of information with national committees.

1.7 The mechanism established for overall coordination of the WCP, involving meetings of the chairs of steering bodies for the various components, should be actively supported by WMO, the other UN bodies concerned and ICSU. Annual meetings of Executive Heads should consider their recommendations.

1.8 Restructuring and strengthening of the WCP will also be necessary to support new activities, such as the development of the proposed GOOS. The Conference recommended that a proposal for the new structure of WCP be formulated by the organizations involved, taking into account the above comments, and presented to the Eleventh World Meteorological Congress, May 1991, and at appropriate meetings of other participating organizations.

2. Special needs of the developing countries

2.1 As stated in the IPCC report, industrialized and developing countries have a common but differentiated responsibility for dealing with the problems of climate change. The problem is largely the consequence of past patterns of economic growth in the industrial countries. However, in future the much needed economic growth in the developing countries could play an important role in determining the rate of climate change.

2.2 Developing countries are being asked to participate in the alleviation of the legacy of environmental damage from prior industrialization. If they are to avoid the potentially disastrous course followed by industrialized countries in the past, they need to adopt modern technologies early in the process of development, particularly in regard to energy efficiency. They also must be full partners in the global scientific and technical effort that will be required. It is clear that developing countries must not go through the evolutionary process of previous industrialization but rather, must "leapfrog" ahead directly from a status of under-development through to efficient, environmentally benign, technologies.

2.3 Although developing countries have collaborated in providing data, and participated to a degree in meetings and research, they have benefited to a lesser extent from the analyses developed from their contributions, and even less so from the applications derived therefrom.

2.4 Therefore, a massive and sustained flow of scientific and technological expertise towards the development of the intellectual resources, technical and institutional capacity of the developing countries is a necessary complement to the efforts of those countries.

2.5 Developing countries should be assisted to build up their capabilities

- to monitor, assess and apply climate information;
 - to prepare inventories of greenhouse gases emissions and future emissions projections;
 - to identify impacts of potential global warming;
 - to prepare cost estimates and priorities for response strategies to adapt and mitigate problems posed by climate change;
 - to participate in the World Climate Programme.
- o The mechanisms of the transfer of technology and provision of technical assistance and co-operation to developing countries should take into account considerations such as the need for preferential and assured access, intellectual property rights, the environmental soundness of such technology and the financial implications.
 - o Taking note that industry plays a significant role in the development and transfer of science and technology, efforts by industry to promote further the development and transfer of environmentally sound technologies should be encouraged, and policies to encourage such efforts should be formulated.
 - o Additional financial resources will have to be channelled to developing countries for those activities which contribute both to limiting greenhouse gas emissions and/or adapting to any adverse effects of climate change, and promoting economic development. Areas for co-operation and assistance could include the efficient use of energy, land use planning, forest management, soil and water conservations, strengthening of observational systems and scientific and technological capabilities.

3. Co-operation in international research

3.1 The existing and planned research projects of the WCRP and the IGBP address the highest priority scientific issues related to the understanding and prediction of climate variability and change.

3.2 These programmes should be implemented completely and rigorously. It is particularly important that adequate funding, including long-term funding commitments, be provided.

3.3 In view of the progress made in climate research, it is now timely to proceed to the detailed design of an operational global climate observing system (Section C, paras. 5 - 8), together with the data communications and other infrastructure needed to support operational climate forecasting. Governments should enter into early discussions aimed at international cooperation in operational climate forecasting.

4. Co-ordinated International Activities and Policy Development

4.1 The Conference endorsed the three streams of international activity:

- a. Global measurement and research efforts through the WCP, IGBP, and other related international programmes.
- b. Assessment functions of a continuing IPCC to support negotiation of and provide technical input to a Convention.
- c. Development of a Convention on Climate Change.

It is essential that all parties to a Convention and related legal instruments should, as part of their obligations, be required to participate fully in the free exchange and flow of information necessary for technical input to the convention. Such a convention should include a technical annex to provide for:

- International co-operation in research, systematic observation and exchange of related information;
- Adjustments based on up-dates of scientific knowledge;
- Strengthening national scientific and environmental capabilities of developing countries.

4.2 The development of policy regarding climate change requires on the part of policy makers an understanding of the underlying science and a weighing of the scientific uncertainties associated with the prediction of climate change and its likely impacts. An important aspect of future work is therefore a continued dialogue between scientists and policy makers.

4.3 The UN Conference on Environment and Development (Brazil 1992) provides a valuable opportunity to relate the above three themes to the other environment/development issues and objectives being examined by the Conference. It is therefore essential that the three streams should interact effectively with UNCED.

4.4 It is proposed that the sponsoring agencies for the SWCC consider the possibility of holding a Third World Climate Conference at an appropriate time about the year 2000.

Warm world, cool heads

TAKE a typical politician: a man in his 50s, well aware that his political future is sounder if his country and people get richer. Invite him to sign an international treaty to ward off a change in the world's climate that may be doing damage in the middle of the next century. Tell him that this will commit him, now, to raise the price of energy—the basis of so much voter-comfort. Wait for the expletives.

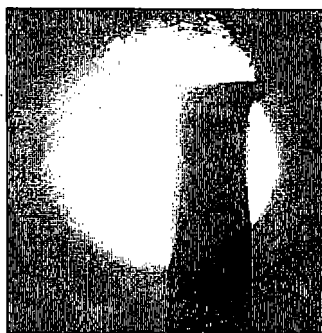
Just such an apparently doomed project is about to start in Geneva. The Second World Climate Conference will launch negotiations on a convention on global warming, to be readied for signing at a great environmental jamboree in Brazil in mid-1992. If such a convention is to mean anything, the talks to devise it will make even the struggling Uruguay round of the GATT look like child's play.

The starting point will be a report on man-made climatic change, compiled by an authoritative group of scientists. On present trends, they predict, gases released by mankind will warm the earth by between 0.2°C and 0.5°C in each decade of the next century. This rise, faster than any seen in the past 10,000 years, will raise the earth's mean temperature by about 1°C by 2025 and 3°C by the end of the next century, making the globe warmer than it has been for 100,000 years. The level of the warmed seas will rise. More rain will fall in some places, less in others. Some deserts will grow, some tundra become fertile, some prairies and forests will die. Nobody can say which, where. The changes cannot yet be seen but the scientists believe they are already, irreversibly, under way.

What Mrs Margaret Thatcher has called a "massive experiment with the system of this planet" cannot be stopped. It can be slowed, though, and ridden out. If the output of warming gases were held at, or reduced below, current levels, the climatic change would be less traumatic. At a conference in Toronto in 1988 a motley mixture of politicians, academics and green lobbyists picked a 20% cut, by 2005, in the rate at which these gases were being pumped out in 1988. This, they thought, would reduce warming to an "ecologically manageable" 0.1°C a decade—a rate that species could cope with.

Send the bill to mother nature

Ecologically manageable, yes; economically manageable, no. No country seriously contemplates Toronto levels of self-restraint. The convention will settle not for an informed guess of what nature might bear, but for what mankind thinks it worth paying to protect her. The quantifiable direct costs of warming by around 2050 may actually be modest. The pre-



dictable ones come mainly from sea-level rises, and from agricultural changes. World food production can probably be maintained at present levels, and might even rise as wheat and rice flourished on extra carbon dioxide. The best (though magnificently simplified) cost-benefit analysis, by Professor William Nordhaus, concludes that humanity's "best buy" would be to phase out chlorofluorocarbons (CFCs, responsible for about a fifth of global warming, as well as gobbling up ozone) and to cut carbon-dioxide output fractionally.

That is small beer beside Toronto's tall order.

Several unquantifiables could raise the costs of warming beyond Mr Nordhaus's hard-nosed calculations, and governments might sensibly buy insurance against them, by moving somewhat beyond his prescription. Besides, many people would mourn the loss of coral reefs and forests that fail to adapt as temperatures rise, and would be willing to pay to save them. Less guzzling of energy would have green side-effects beyond cooling the warming: a check to acid rain, oil spills, traffic jams and city smog. And just as the benefits of action can be larger than expected, so, too, its costs can be smaller. By using the best technology, much energy-saving investment—enough, some reckon, almost to halve energy consumption in industrial countries—could yield a profit to the investor in its own right, even at pre-Saddam energy prices.

Timing alters the calculations profoundly. The sooner governments start to reduce the growth of greenhouse gases, the smaller the cut eventually needed. But, having once begun, the level at which output of the gases is stabilised will be more important than the date by which it is achieved. By the middle of the next century, it will matter much more whether emissions were held at 1990 levels, or those of 2010, than whether the trick was done by 2000 or 2020. And the more time countries give themselves to adapt, the cheaper adapting will be. The British Treasury reckons that the costs of Britain's intention to hold gas emissions down to 1990 levels will exceed benefits if those limits have to be met from 2000 on, but not if from 2005 on.

Any convention must contain some sort of target; otherwise countries and companies will not take it seriously. Choosing an overall target will be hard; subdividing it country by country, harder still. An apt formula would share out greenhouse-gas production on the basis of wealth and population, leaving some room for adjustments in future. But each country will make special pleas. Japan will moan that it is already frugal; Canada about its cold; India that development will be impossible; Eastern Europe that it is under new man-

agement. It would be best for rich nations to agree targets quickly, leaving poorer countries, which as yet emit fewer greenhouse gases, to shape up more gradually.

The convention's biggest headache will be free riders—countries that refuse to sign but benefit from the restraint of others. Threats of trade sanctions against non-compliers would be hard to make stick, and would backfire against the threateners if they stuck. Bribery is a better bet: its cost is clear, it cannot leak like a sanction, and it has been tried before. Several large third-world countries agreed to the Montreal protocol to reduce CFCs only after developed countries had promised to help pay for the needed technology.

Trade in permits could help keep the cost of bribes down. If countries were issued with permits that allowed them a certain level of carbon-dioxide output, they or their industries could trade them. Rich countries that found it costly to curb their gas-puffing could pay poorer countries to do part of the job for them. Thus Britain, rather than shutting down coal-fired power stations in their prime, might pay for energy-saving investment in Poland. Japan, rather than increase petrol taxes, might pay Brazil to plant trees and thus mop up carbon dioxide emitted elsewhere.

Deciding how many permits to give each country would raise all the arguments of sharing-out. But once issued, their extra flexibility would save several billions of dollars of world economic output for the same green impact. Why not test this idea on a smaller scale to see if it works? On October 29th the environment ministers of the EC will try to set carbon-dioxide targets for the whole Community. Tradable permits would be a better bet than the tax on carbon dioxide that the EC Commission yearns to impose. They would leave each country free to decide the best way to meet its target; and they would spur the most energy-efficient companies to bring frugal technology to energy-lax countries.

The quest of climate negotiators will be for altruism. They want today's voters to make changes that will benefit their children and grandchildren. They will have most chance if they urge commitments that make good sense on their own: energy efficiency, a ban on CFCs, curbs on deforestation. If countries bind themselves to do what is in their own interest they are more likely to turn their promises into policies. These might not remotely amount to what is needed to stop the climate changing. But better a pragmatism that makes a start than visionary declarations that achieve nothing.

George Herbert Walker Coolidge



President Bush's domestic inattention has left him suddenly vulnerable

GEORGE BUSH is losing a blame game. America's budget fiasco has had little to do with pulling the country's finances back on to the straight-and-narrow; much to do with making political opponents look bad. In the space of two weeks the Democrats in Congress have managed to turn an argument about overspending into one about making millionaires pay their fair share. Just before congressional elections, that is not a comfortable position for any Republican to defend. The opinion polls suggest Republican candidates may now be in trouble. If so, they will blame their president. They will say he threw away their best electoral weapon—the anti-tax pledge—and replaced it with nothing.

In his first two years Mr Bush has been on average the most popular president since John Kennedy. In the past month, though, things have soured for him—and quickly. Now only about half of Americans approve of him. For those who have maintained all along that Mr Bush has not the makings of a great man, this is I-told-you-so time. Mr Bush, half way through his first term and on the brink of elections, war and recession, has to move briskly to prove them wrong.

Mr Bush rode high in the polls partly because he did the right things, especially in foreign policy. But another, misguided, reason was that he avoided doing anything that might make him unpopular. This included virtually anything to do with policies at home. In 1989 he had a chance to get the budget deficit under control without too much pain. But no: he invented a "rosy scenario", predicting that the deficit would shrink in a blaze of low interest rates and buoyant revenues. In 1990 the deficit came back to haunt him, this time so

bloated that only austerity could see it off.

So he abandoned his no-new-taxes pledge. He had to. But, having done so, he should then have fought for the tax changes he thought were necessary. Instead, the only tax change he insisted on was a cut in the rate of capital-gains tax—a cut that has the odd effect of temporarily (but only temporarily) trimming the deficit and the perverse one of benefiting the rich. That left the field wide open for the Democrats to suggest more equitable tax changes and to paint Mr Bush as a defender of the wealthy, which they have done with relish. The new House budget slapped a 10% surcharge on income tax for those earning more than \$1m a year. The Senate cut by 5% the deductions those earning more than \$100,000 could take. Such measures would do even less to reduce the 1991 deficit than Mr Bush's capital-gains tax cut. But they sound better on the campaign trail.

The turn of the rich

As long ago as May this year the proportion of people who identified the Republican party with the interests of the rich had risen to 51%, from 18% three years before. Mr Bush rapidly confirming their instincts. His party has appeared to become the defender not so much of free enterprise as of big business, and the greed that now seems to have characterised the 1980s: the Milkens, Silverados and HUDs.

The Grand Old Party has always been torn between its Main Street roots and its Wall Street friends. For a while in the 1980s they seemed to have identical interests: deregulation, tax breaks, free trade and peace. But increasingly the

Remarks of
SENATOR AL GORE

on
Administration Preparations for the
Second World Climate Conference

October 27, 1990

Mr. President, shortly after the Congress adjourns, the Second World Climate Conference will be held in Geneva under the auspices of the United Nations Environment Programme and the World Meteorological Organization. Participating nations from around the world will be represented by their relevant ministers, and 10 heads of state will make an appearance. Meanwhile, the U.S. is sending a much lower-level official, an undersecretary of Commerce, Dr. John Knauss, Administrator of the National Oceanographic and Atmospheric Administration.

This week, on October 23, Dr. Alan Bromley, the President's Science Advisor, asserted in a speech at the National Press Club that actions such as the CFC phaseout, Clean Air Act, the Department of Energy's National Energy Strategy, and President Bush's tree-planting program, will collectively:

"hold U.S. greenhouse gas emissions at 1987 levels until at least the year 2000. No other nation can make this claim.

This will provide a 10-year window of opportunity to gather data, improve understanding, and determine what future actions are necessary."

I ask my colleagues to carefully note these words, because Dr. Bromley has given us an important clue into Administration policy over the longer haul. He seems to be laying out a U.S. position that essentially claims to have already sufficiently reduced greenhouse gas emissions until the end of the century, and that all we need to do between now and 2000 is global change research. If the U.S. takes this position into international negotiations, and refuses to address the all-important carbon dioxide emissions, the results could be devastating.

Without U.S. leadership, global greenhouse gas emissions will grow tremendously throughout the 1990s, and into the 21st century. Third World nations, where over 90% of population growth will occur, and where economic growth must proceed, will easily overtake today's industrialized nations as the producers of the lion's share of greenhouse gases in the next century.

Dr. Bromley's claim for greenhouse gas emissions reductions was based on a September 1990 report by the Environmental Protection Agency, which stated:

"Given current U.S. environmental commitments, total greenhouse gas emissions (including CFCs) will be held to 1987 levels in the year 2000. If CFCs are not included in the total greenhouse gas budget, total emissions in the year 2000 will exceed 1987 levels by approximately 115 million metric tonnes of carbon equivalent."

Note here that this report explicitly states that carbon emissions will increase, by 115 million metric tonnes of carbon equivalent over 1987 levels. Indeed, the report states that carbon dioxide emissions in the year 2000 will actually increase 15% over 1987 levels.

Now, consider Dr. Bromley's statements in a hearing before the Commerce Committee's National Ocean Policy Study, on November 14, 1989, concerning the Bush Administration's position going into a ministerial meeting on climate change, in Noordwijk, The Netherlands:

"What we were saying, and what we said repeatedly, was that we were committed in the period between now and November of 1990 to doing what was required so that we could come up at that time, at the Second World Climate Conference, with the kind of information that I hope that would make it possible for us to come forward and say that we could reduce CO2 emissions."

Note here that Dr. Bromley stated that he hoped, one year ago, that the U.S. would come forward with a plan for reducing CO2 emissions in time for the Second World Climate Conference in November 1990.

The reality of today is that while the Administration has consistently argued against action to control carbon dioxide emissions, because it would be a "unilateral" action, over one dozen other industrialized nations have committed to carbon dioxide emission stabilization or reduction, including Austria, Denmark, the Netherlands, New Zealand, (West) Germany, Belgium, Canada, Italy, Norway, Sweden, Switzerland, the United Kingdom, and Japan.

But, rather than join with other nations in addressing this most serious global challenge, the Bush Administration seems clearly to be renegeing on Dr. Bromely's statements to a Senate Committee one year ago, and instead is laying the foundation for not committing to carbon dioxide reductions, neither now, nor in the next 10 years.

In so doing, the Administration threatens the very security of our planet in the 21st Century.

University of Tennessee

Daily Beacon

10-25-90

P4

Gore has environmental concerns

Senator Albert Gore Jr., D-Tenn., is not a hot-headed or publicity-driven politician who'll do anything to grab headlines. "Mr. Smooth," as he is known to his colleagues, delivers his cautious thoughts in carefully measured sentences.

So when an irate Sen. Gore told a Senate Commerce, Science and Transportation Committee hearing the other day that the Bush Administration was attempting to "sabotage" an international meeting on global change issues in Geneva later this month, many people took note.

It is Gore's contention that the U.S. delegation to the Second World Climate Conference (Oct. 29-Nov. 7) has been trying to derail specific actions that might reduce greenhouse gas emissions. He said, as a case in point, the U.S. delegation had submitted 30 pages of amendments, including a proposal to delete a statement that "the ultimate global objective should be to stabilize and reduce greenhouse gas concentrations."

"It is a thinly disguised attempt to sabotage the meeting by insisting on changes to every part of the document that points to change," Gore complained.

The Tennessee Democrat also charged that the U.S. delegation was

trying to prevent the results of any scientific discourse from taking place during the first days of the meeting and from being part of any ministerial meetings that follow.

While the Bush Administration believes this conference is not the proper forum to discuss specific policy options, since another climate change treaty conference is to take place in February, one can't avoid the obvious shortcomings of U.S. behavior in this area. Neither the United States nor any other country in the Western Hemisphere has drawn up a strategy for addressing climate change.

Without U.S. involvement, it is almost impossible for the international community to stabilize global greenhouse emissions. So, as much as the world may think we're moving too slowly, they have few options.

Though bargaining acceptable carbon dioxide emissions won't ever be easy, the inevitable political compromises will be worth it. A logical first step involves recording accurate scientific updates on the greenhouse effect worldwide so that revised targets and timetables to any treaty agreement might be implemented.

For those who think global warming is no big deal, 1990 appears to be the hottest year on record. Further

CODY
SHEARER

measurements of land and sea surface temperatures also show the 1980s to be the warmest decade ever recorded by scientists.

Unless something is done soon to reverse the global warming trend, at least 500 million people around the world will face the growing risk of devastating floods. Rising oceans, sinking land levels and ill-considered flood control schemes will be responsible.

By the year 2030, for example, Jim Titus of the Environmental Protection Agency estimates that the coastline along the Gulf of Mexico could have reached the southern suburbs of New Orleans.

Without new environmental policies, the reality of life-threatening floods will make our children ask why dad's generation was too busy making money to understand the inherent risks of global warming.

The Pentagon has been begging the Soviet Union for more military intelligence on Iraq. So far the Soviets have provided little data on such items as the guidance systems of Ira-

qi Scud-B long range surface-to-surface missiles.

The House Government Operations Subcommittee on Commerce and Monetary Affairs is planning to subpoena the U.S. government to provide sensitive documents detailing U.S. sales to Iraq over the past decade involving goods and technology with potential military use.

Investigators are now saying that two CIA operatives from Beirut died on Pan Am flight 103 over Lockerbie, Scotland, in December of 1988.

Domestic manufacturers must rethink the ways in which they do business if they are going to survive in the turbulent 1990s, according to David E. Cole, director of the Office for the Study of Automotive Transportation.

Infant mortality continues to climb in this country. Whereas 12 babies per thousand died in 1983, that figure increased to 15 per thousand in 1986, to 17.4 per thousand in 1988 and 18 per thousand last year. Back in 1981, only one mother in ten gave birth without any previous pre-natal care. Today, one in three deliver children without such knowledge. ■

Cody Shearer is a syndicated columnist who writes about politics and culture.

WHATSNEW *weekly*
The American Physical Society

OFFICE OF PUBLIC AFFAIRS

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PAGE 01 OF 03 STATE 305056
ORIGIN OES-00

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STATE 305056

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ON THESE MATTERS. (WE NOTE THAT IN SOME COUNTRIES THERE HAVE BEEN DIFFERENCES OF OPINION AMONG MINISTRIES, SO IT WILL BE IMPORTANT TO ASCERTAIN WHO SPEAKS WITH AUTHORITY ON THE SUBJECT OF NEGOTIATIONS, AS OPPOSED TO THE NON-BINDING IPCC PROCESS.)

3. DEMARCHE

PHOTOCOPY
PRESERVATION

GENERAL POINT:

--THE US APPRECIATES YOUR COUNTRY'S PARTICIPATION IN THE IPCC AND HOPES THAT THIS PARTICIPATION WILL ALSO EXTEND TO PREPARATIONS FOR NEGOTIATIONS ON A FRAMEWORK CLIMATE CONVENTION.

--WE BELIEVE THE PARTICIPATION OF ALL COUNTRIES WILL BE ESSENTIAL IF A MEANINGFUL CONVENTION IS TO BE DEVELOPED.

--WE LOOK FORWARD TO THE UPCOMING MEETING ON SEPTEMBER 24 IN GENEVA CALLED BY WMO AND UNEP TO DISCUSS ORGANIZATIONAL ISSUES RELATED TO THE NEGOTIATION OF A FRAMEWORK CLIMATE CONVENTION.

--WE BELIEVE THAT WE WILL NOT BE ABLE TO NEGOTIATE THIS FRAMEWORK CONVENTION IN THE SAME INFORMAL WAY AS WE DID THE VIENNA CONVENTION. DUE TO THE BROADER SCOPE AND COMPLEXITY OF THE ISSUES, AS WELL AS THE MORE ACTIVE PARTICIPATION OF DEVELOPING COUNTRIES, A MORE FORMAL PROCESS WILL BE REQUIRED.

SEPTEMBER ORGANIZATIONAL MEETING

--WE ARE INTERESTED TO KNOW WHETHER YOUR COUNTRY WILL ATTEND THE SEPTEMBER 24 MEETING IN GENERAL. WE ARE PREPARING FOR NEGOTIATIONS ON A FRAMEWORK CLIMATE CONVENTION. WHO WILL REPRESENT YOUR COUNTRY AT THE SEPTEMBER MEETING?

FYI: WE ANTICIPATE THAT OES DAS FOR ENVIRONMENT, HEALTH AND NATURAL RESOURCES ROBERT A. REINSTEIN, OES/EGC DIRECTOR DANIEL A. REIFSHYDER, AND L/OES LEGAL ADVISOR SUE BINIAZ WILL REPRESENT THE UNITED STATES. END FYI.

--THE US STRONGLY SUPPORTS THE CONCEPT THAT THE CHAIRMAN, VICE-CHAIRS, AND OTHER OFFICERS FOR THE NEGOTIATIONS BE SELECTED BY THE NEGOTIATING PARTIES THEMSELVES AT THEIR FIRST MEETING IN FEBRUARY 1991. WHAT IS YOUR GOVERNMENT'S THINKING ON THIS ISSUE?

--DOES YOUR GOVERNMENT FAVOR A PARTICULAR CANDIDATE TO CHAIR THE MEETING?

--IF IT IS THE CONSENSUS OF PARTICIPANTS IN THE SEPTEMBER MEETING, THE UNITED STATES IS PREPARED TO ACCEPT AMBASSADOR TOPKOV FOR THIS MEETING ONLY, PROVIDING THIS DESIGNATION IS WITHOUT PREJUDICE TO THE SELECTION OF OFFICERS FOR THE NEGOTIATIONS THEMSELVES.

--WHILE THE U.S. HAS NOT ENDORSED ANY CANDIDATE, THERE ARE OTHER CANDIDATES, SUCH AS MR. RIEPERT OF FRANCE AND OTHERS, WHO HAVE BEEN PROPOSED TO HEAD UP THE NEGOTIATIONS AND WHO SHOULD BE GIVEN FULL CONSIDERATION BY THE NEGOTIATING PARTIES.

--WE REMAIN CONCERNED THAT THE AGENDA FOR THE SEPTEMBER MEETING SUGGESTS THE FOCUS OF DISCUSSION MAY BE MORE

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AF-00 CIAE-00 EB-00 DINT-05 DODE-00 N-01 HUD-02
IO-19 NEA-00 NSCE-00 NS-02 ARA-00 NSAF-00 COME-00
NASA-02 L-03 TRSE-00 PM-00 EAP-00 EPA-04 CEA-01
DOTE-00 FEMA-02 OMB-01 STR-10 HHS-06 INRE-00 AGRE-00
ACDA-13 USIE-00 JUSE-00 SP-00 DOE-00 GEO-01 PRS-01
E-01 P-02 T-01 /111 R

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APPROVED BY: OES/EUCBOHLEN
OES/EGC:DARE:FSNYDER
L/OES:BINIAZ/P:DAWSON (SUBS)
DOE:WILLIAMS (SUBS)
DOJ:JWIENER IO/TJBECKER (SUBS)

OES/E:REINSTEIN
EPA:RMORGANSTERN (SUBS)
DOC:JRSPRADLEY (SUBS)
OSTP:MHAYNARD (INFO)

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AMEMBASSY WARSAW IMMEDIATE
AMEMBASSY ADDIS ABABA IMMEDIATE
AMEMBASSY ALGIERS IMMEDIATE
AMEMBASSY PORT LOUIS IMMEDIATE
AMEMBASSY BUDAPEST IMMEDIATE
AMEMBASSY RIYADH IMMEDIATE
AMEMBASSY BUENOS AIRES IMMEDIATE
AMEMBASSY NEW DELHI IMMEDIATE
AMEMBASSY KUALA LUMPUR IMMEDIATE
AMEMBASSY KATHMANOU IMMEDIATE
AMEMBASSY SANTO DOMINGO IMMEDIATE
AMEMBASSY BELGRADE IMMEDIATE
AMEMBASSY BANGKOK IMMEDIATE
AMEMBASSY PORT OF SPAIN IMMEDIATE
INFO USMISSION GENEVA IMMEDIATE
USMISSION USUN NEW YORK IMMEDIATE
AMEMBASSY NAIROBI IMMEDIATE

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FOR ECON/SI COUNS, BRUSSELS PLS PASS USED

E.O. 12356: N/A

TAGS: SENV,KSCA

SUBJECT: CLIMATE CHANGE; DEMARCHE; PREPARING FOR NEGOTIATIONS

REF: A. STATE 299268 B. STATE 299375

1. AS PREPARATION FOR THE SEPTEMBER 24-26 ORGANIZATIONAL MEETING IN GENEVA TO PREPARE FOR NEGOTIATIONS ON FRAMEWORK CLIMATE CONVENTION, POSTS ARE REQUESTED TO MAKE THE FOLLOWING DEMARCHE AND REPORT ON HOST COUNTRY REACTIONS AND VIEWS BY NO LATER THAN SEPTEMBER 28. REFS A AND B PROVIDE IMPORTANT BACKGROUND INFORMATION FOR YOUR USE. IN ADDITION, GOVERNMENTS SHOULD HAVE RECEIVED FROM WMO/UNEP AN AUGUST 24 "NOTE" ON THE SEPTEMBER MEETING THAT ALSO CONTAINS PROPOSALS FOR ORGANIZING THE NEGOTIATIONS.

2. POSTS SHOULD IDENTIFY THE MOST AUTHORITATIVE HOST COUNTRY OFFICIAL WITH WHOM TO REVIEW THE ISSUES BELOW SO THAT VIEWS REFLECTED REPRESENT FULL GOVERNMENT THINKING

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Department of State

PAGE 02 OF 03 STATE 305056

6656

STATE 305056

6656

SUBSTANTIVE THAN ORGANIZATIONAL, CONTRARY TO UNDERSTANDINGS REACHED AT THE WMO/EC AND THE UNEP/CC AND TO PERSONAL ASSURANCES FROM DR. TOLBA. IN THIS REGARD, WE DO NOT BELIEVE IT WOULD BE APPROPRIATE TO DISCUSS THE QUESTIONS ON "GENERAL PRINCIPLES FOR CONSIDERATION UNDER THE FRAMEWORK CONVENTION", WHICH WERE ATTACHED TO THE PROPOSED AGENDA PROVIDED IN WMO/UNEP'S NOTE OF AUGUST 24.

--THE USG BELIEVES THAT THE FUNCTION OF THE NEGOTIATIONS SECRETARIAT WILL BE TO FACILITATE TIMELY COMMUNICATION AND PREPARATION FOR MEETINGS AND TO PREPARE DOCUMENTS DEVELOPED BY THE NEGOTIATING PARTIES THEMSELVES. THE SECRETARIAT SHOULD NOT BE INVOLVED IN DRAFTING DOCUMENTS ON ITS OWN AS HAS BEEN SUGGESTED.

DOCUMENTATION

--AS WE START THE NEGOTIATING PROCESS, WE BELIEVE THAT INITIAL DOCUMENTATION FOR THE NEGOTIATIONS SHOULD BE THE IPCC LEGAL MEASURES PAPER, AS CALLED FOR BY UN RESOLUTION 43/53, AND ANY OTHER APPROPRIATE MINISTERIAL DOCUMENTS THAT HAVE THE FULL AUTHORITY OF GOVERNMENTS BEHIND THEM.

-- IN GENERAL, WE SHOULD RELY ON THE PAST AND FUTURE WORK OF THE IPCC IN ASSISTING THE NEGOTIATING PROCESS.

STRUCTURE OF NEGOTIATIONS

--THE PROPOSAL (MADE IN THE AUGUST 24 UNEP/WMO "NOTE") FOR STANDING SUBGROUPS HEADED UP BY VICE CHAIRS OF THE NEGOTIATIONS PREJUDICES THE OUTCOME OF THE NEGOTIATING PROCESS, AND IS THEREFORE UNACCEPTABLE AS PROPOSED. WE NOTE, IN PARTICULAR, THAT A NUMBER OF DEVELOPING COUNTRIES HAVE RECENTLY EXPRESSED THEIR OPPOSITION TO CONSIDERING FORESTRY ISSUES IN THIS CONTEXT AT THIS TIME. WE SHARE THIS VIEW.

--WE ASSUME THERE WILL EVENTUALLY BE A NEED FOR A STANDING GROUP FOR LEGAL DRAFTING NEEDS, BUT WE BELIEVE THAT THE NEGOTIATORS SHOULD ESTABLISH AD HOC GROUPS ON OTHER MATTERS OR RELY ON THE IPCC AS THEY SEE FIT DURING THE COURSE OF THE NEGOTIATIONS.

--BECAUSE THE ISSUE OF SUBGROUPS AND THEIR TERMS OF REFERENCE IS QUITE SUBSTANTIVE, WE DO NOT BELIEVE THIS IS AN APPROPRIATE MATTER FOR DISCUSSION AT THE SEPTEMBER MEETING.

DATE AND DURATION OF SESSIONS

--WE BELIEVE THAT, GIVEN THE SENIOR LEVEL REPRESENTATION EXPECTED AT THE INITIAL SESSION AND THE NEED TO TASK PARTICIPANTS WITH FUTURE WORK, A FOUR OR FIVE DAY SESSION WOULD BE SUFFICIENT. DUE TO OTHER INTERNATIONAL MEETINGS SCHEDULED IN LATE JANUARY, WE BELIEVE THE WEEK OF FEBRUARY 4 WOULD BE THE EARLIEST WE SHOULD COMMENCE NEGOTIATIONS.

--WE THINK THAT THE NUMBER AND LOCATION OF SUBSEQUENT MEETINGS SHOULD BE DISCUSSED AT THE SEPTEMBER MEETING AND THAT OPTIONS SHOULD BE PLACED BEFORE NEGOTIATORS AT THE FIRST NEGOTIATING SESSION IN FEBRUARY. WE BELIEVE IT IS DIFFICULT TO STIPULATE AT THIS TIME HOW MANY TWO-WEEK NEGOTIATING SESSIONS WILL BE REQUIRED TO REACH ACCORD ON THE FRAMEWORK CONVENTION. HOWEVER, WE BELIEVE IT IS VERY IMPORTANT THAT THESE SESSIONS BE TIMED IN SUCH A WAY AS TO ENSURE ADEQUATE NOTIFICATION AND TRANSMITTAL OF DOCUMENTATION. WE SHOULD SEEK TO MINIMIZE THE NUMBER OF MEETINGS REQUIRED.

--THE US WOULD FAVOR HOLDING AS MANY NEGOTIATING SESSIONS AS POSSIBLE IN GENEVA: GIVEN ITS FACILITIES AND CENTRAL LOCATION, BUT WE WOULD BE WILLING TO CONSIDER OTHER

--WE BELIEVE THAT SUCCESSFUL NEGOTIATIONS DEPEND ON OUR ABILITY TO FORGE A STRONG CONSENSUS ABOUT HOW THE NEGOTIATING PROCESS WILL BE STRUCTURED AND WHAT RULES OF PROCEDURE WILL BE ADOPTED TO GOVERN IT.

--WE SHARE THE CONCERNS OF THOSE WHO HAVE NOTED THE NEED FOR LESS FREQUENT MEETINGS AND MORE REGULAR RULES OF PROCEDURE WITHIN THE IPCC PROCESS. FOR THIS REASON WE BELIEVE THAT THE SEPTEMBER ORGANIZATIONAL MEETING SHOULD FOCUS ON SUCH IMPORTANT ISSUES FOR THE NEGOTIATIONS AS ESTABLISHING CLEAR RULES OF PROCEDURE TO ASSURE TIMELY NOTIFICATION OF MEETINGS, TIMELY DELIVERY OF DOCUMENTS, SELECTION OF PRESIDING OFFICERS, ETC. WE SHALL ALSO NEED TO DEMONSTRATE THAT THE NEGOTIATIONS SECRETARIAT WILL BE ABLE TO COMPLY WITH THESE RULES AND STANDARDS. IN ADDITION, WE WILL NEED TO CONSIDER SCHEDULING AND LOCATION OF MEETINGS.

--THE IMPORTANCE OF REGULARIZING PROCEDURE AND IMPROVING COMMUNICATION WITHIN THE NEGOTIATING PROCESS IS ONE OF THE REASONS THAT WE HAVE SUPPORTED THE IDEA OF BUILDING ON THE SECRETARIAT OPERATION, WHICH WILL HAVE TO GO THROUGH A NEW LEARNING CURVE.

NEGOTIATIONS SECRETARIAT

WE CONSIDER THAT A SEPARATE NEGOTIATING PROCESS UNDER WMO/UNEP AUSPICES IS NECESSARY FOR THE FRAMEWORK CONVENTION ON CLIMATE CHANGE. THE ROLE OF THE IPCC SHOULD BE TO PROVIDE TECHNICAL SUPPORT TO THE NEGOTIATORS.

--HOWEVER, FOR REASONS OF ECONOMY AND EFFICIENCY, WE CONTINUE TO SUPPORT USING A SINGLE EXPANDED SECRETARIAT TO STAFF BOTH THE NEGOTIATIONS AND THE CONTINUING WORK OF THE IPCC.

--IF IT IS NOT POSSIBLE TO BUILD ON AND EXPAND THE IPCC SECRETARIAT FOR THE NEGOTIATIONS, THEN WE BELIEVE IT IS ESSENTIAL THAT THE NEW NEGOTIATIONS SECRETARIAT BE STAFFED AND ORGANIZED IN SUCH A WAY AS TO ENSURE CLOSE COORDINATION WITH THE IPCC SECRETARIAT. FOR THIS REASON WE BELIEVE THE NEGOTIATIONS SECRETARIAT SHOULD BE LOCATED IN GENEVA, PREFERABLY AT WMO. WE WOULD NOT LIKE TO SEE A REPETITION OF WHAT WE HAVE OBSERVED IN THE SWCC PROCESS. DESPITE ITS PHYSICAL PROXIMITY, THE SWCC SECRETARIAT HAS COORDINATED ONLY IN A CURSORY FASHION WITH THE IPCC SECRETARIAT.

--SOME PROPOSALS FOR THE NEGOTIATIONS SECRETARIAT STRIKE US AS UNREALISTIC. THEY SEEM TO SUGGEST THAT THE JOB OF FACILITATING TIMELY COMMUNICATION CAN BE DONE WITH FEWER PEOPLE THAN WE HAVE HAD TO STAFF THE IPCC. AT THE SAME TIME, THEY SEEM TO SUGGEST THAT THESE PEOPLE WOULD ALSO INVOLVE THEMSELVES IN THE SUBSTANCE OF THE NEGOTIATIONS BY DRAFTING DOCUMENTS. WE DO NOT BELIEVE SUCH AN ARRANGEMENT WOULD BE WORKABLE.

FYI ONLY; SEE REFS A AND B FOR BACKGROUND ON THIS POINT AND THE FOLLOWING ONE.

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PAGE 03 OF 03 STATE 305056
POSSIBILITIES.

6656

END DEMARCHE

4. FOR POSTS INFORMATION THE FOLLOWING INDIVIDUALS HEADED
HOST COUNTRY DELEGATIONS TO THE RECENT IPCC PLENARY IN
SUNDSVALL:

PHOTOCOPY
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- ARGENTINA-ANA MARIA BIANCHI (MFA)
- BRAZIL-VERA PEDROSA (UNESCO PERMREP)/FERNANDO COIMBRA (MFA) U
- CHINA-ZOU JINGMENG (METEOROLOGICAL (MET) ADMINISTRATION)
- DOMINICAN REPUBLIC-RAFAEL VELOZ (AGRICULTURE)
- EGYPT-DR. IBRAHIM AHMED AMIN
- ETHIOPIA-TAMIRE HAWANDO (MET SERVICE)
- INDIA-DEEPA WADHA (UN MISSION GENEVA)
- INDONESIA-ACA SUGANDHY (MIN POP AND ENV)
- KENYA-JOSEPH NJIYIA (MET DEPT)
- KOREA-YOUNG-MYUNG CHOI (KAERI)
- MALAYSIA - KOK KEE CHOW (MET SERVICE)
- MAURITIUS-RANJIRAI R. VAGHJEE (MET SERVICE)
- MEXICO-SERGIO REYES-LUJON (ENV)/VICTOR LICHTINGER (MFA)
- NEPAL-SHARAD P. ADHIKARY (DEPT OF HYDROLOGY AND MET)
- NIGERIA - JOSEPH A. ADEJOKUN (MET SERVICE)
- POLAND-MACIEJ SAVOUSKI (INST OF MET AND WATER) U
- SAUDIA ARABIA-DR. ABDULBAR AL-GAIN V
- SENEGAL-MANSOUR SECK
- THAILAND-SUPHAVIT PIAMPHONGSANT (NAT ENV BOARD)
- TRINIDAD-CERIL BERRIDGE (CARIB MET ORG)
- URUGUAY-M. IGNACIO CAPANDEQUY (MFA)
- VENEZUELA-MARTHA PERDOMO (ENV)
- YUGOSLAVIA-GORDANA SOKOL (EMB STOCKHOLM) E4GLEBURGER

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OUTGOING
TELEGRAM

PAGE 01 OF 02 STATE 308491
ORIGIN OES-09

6648

STATE 308491

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INFO	LOG-00	ADS-00	AID-00	INR-05	EUR-00	SS-00	OIG-02
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	NEA-00	NSCE-00	NSF-02	ARA-00	NSAE-00	COME-00	L-03
	PM-00	EAP-00	EPA-04	INRE-00	ACDA-13	USIE-00	SP-00
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DRAFTED BY: OES/EGG: SSKINNEY
APPROVED BY: OES/EGG: DREIFSNYDER

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AMEMBASSY CANBERRA IMMEDIATE
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AMEMBASSY MOSCOW IMMEDIATE
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AMEMBASSY WARSAW IMMEDIATE

UNCLAS STATE 308491

FOR ECON/SCI COUNSELORS

E.O. 12356: N/A

TAGS: SENV KSCA

SUBJECT: AUGUST 24 WMO/UNEP "NOTE" ON PREPARING FOR NEGOTIATIONS

REF: A. STATE 289268 B. STATE 302653 C. STATE 302565

1. DEPARTMENT IS PROVIDING BELOW FOR YOUR INFORMATION KEY PORTIONS OF THE AUGUST 24 WMO/UNEP LETTER AND NOTE ON PREPARING FOR NEGOTIATIONS ON A FRAMEWORK CLIMATE CONVENTION, WHICH WAS REFERENCED IN REFTELS. SUBSTANCE OF COVER LETTER, WHICH IS NOT PROVIDED BELOW, IS TO REMIND WMO/UNEP MEMBERS OF AN EARLIER INVITATION TO ATTEND THE SEPTEMBER 24 MEETING IN GENEVA TO PREPARE FOR CLIMATE CONVENTION NEGOTIATIONS. IF IN DELIVERING RECENTLY REQUESTED DEMARCHES ON PREPARING FOR NEGOTIATIONS, MOST GOVERNMENTS INDICATE THAT THEY HAVE NOT RECEIVED COPIES OF THIS DOCUMENT FROM WMO AND/OR UNEP; THEY SHOULD BE ENCOURAGED TO OBTAIN IT. FYI: ATTACHMENTS REFERENCED BELOW ARE NOT PROVIDED IN THIS CABLE.

BEGIN QUOTE

PROVISIONAL AGENDA FOR OPEN-ENDED WORKING GROUP MEETING OF GOVERNMENT REPRESENTATIVES TO PREPARE FOR NEGOTIATIONS ON A FRAMEWORK CONVENTION ON CLIMATE CHANGE:

1. OPENING REMARKS BY SECRETARY-GENERAL OF WMO AND EXECUTIVE DIRECTOR OF UNEP

2. ELECTION OF BUREAU FOR THE PREPARATORY MEETING OF THE WORKING GROUP

- CHAIRMAN

- RAPPORTEUR

3. PROCESS OF NEGOTIATING THE FRAMEWORK CONVENTION

4. ELEMENTS FOR INCLUSION IN THE CONVENTION AND ITS ASSOCIATED LEGAL INSTRUMENTS

5. PROPOSALS FOR COMPOSITION OF THE BUREAU DURING NEGOTIATIONS

6. ADOPTION OF THE REPORT

7. CLOSURE OF THE SESSION

NOTE OF THE SECRETARY-GENERAL OF WMO AND THE EXECUTIVE DIRECTOR OF UNEP FOR THE AD HOC GROUP OF GOVERNMENT-NOMINATED LEGAL AND TECHNICAL EXPERTS FOR PREPARING FOR NEGOTIATIONS OF A FRAMEWORK CONVENTION ON CLIMATE CHANGE,
GENEVA, 24-26 SEPTEMBER 1990

INTRODUCTION

THIS MEETING IS CALLED IN ACCORDANCE WITH THE FOLLOWING RESOLUTION AND DECISION. (THE TEXTS ARE GIVEN IN ATTACHMENT 1).

RESOLUTION 4.1/1 (EC-XL11) ENTITLED "FRAMEWORK CONVENTION ON CLIMATE CHANGE" BY THE EXECUTIVE COUNCIL OF WMO;

DECISION ADOPTED ON 3 AUGUST 1990 BY THE SECOND SPECIAL SESSION OF THE GOVERNING COUNCIL OF UNEP.

DURING THE PAST THREE YEARS THERE HAVE BEEN SEVERAL MEETINGS DEALING WITH THIS SUBJECT PROPOSING SPECIFIC ACTIONS. EXAMPLES ARE THE MEETING IN TORONTO (JUNE 1988), CANADA (FEBRUARY 1989), (DECEMBER 1989), AND, OF COURSE, ALL MEETINGS HELD IN THE FRAMEWORK OF IPCC.

ORGANIZATIONAL MATTERS

THE MEETING MAY WISH TO CONSIDER WAYS IN WHICH NEGOTIATIONS TOWARDS A FRAMEWORK CONVENTION AND ASSOCIATED LEGAL INSTRUMENTS, IF ANY, MAY PROCEED. IT HAS ALSO TO SET A TIMETABLE FOR THE NEGOTIATION.

ONE OF THE OPTIONS WOULD BE FOR THE NEGOTIATIONS TO BE CARRIED OUT IN AN AD HOC WORKING GROUP OF LEGAL AND TECHNICAL EXPERTS. THERE MAY BE ONE OR MORE SUBGROUPS WHICH WOULD REPORT TO THE WORKING GROUP. THE WORKING GROUP WOULD WORK ON THE GENERAL PRINCIPLES TO BE INCLUDED IN A FRAMEWORK CONVENTION ON CLIMATE CHANGE WHILE THE SUBGROUPS COULD WORK ON SUCH ELEMENTS AS:

- RESEARCH, MONITORING, ASSESSMENT AND INFORMATION EXCHANGE
- GREENHOUSE GASES LIMITATION MEASURES INCLUDING ENERGY EFFICIENCY
- IMPROVED FOREST MANAGEMENT, AND
- THE SPECIAL NEEDS OF DEVELOPING COUNTRIES.

IT IS PROPOSED THAT THE WORKING GROUP AND THE SUBGROUPS SHOULD MEET AT THREE MONTHLY INTERVALS FOR PERIODS OF TWO WEEKS WHICH WOULD ALLOW FOR FOUR OR FIVE SESSIONS BEFORE UNCED 1992. THE TWO WEEKS MEETINGS WOULD BE ORGANIZED IN THE FOLLOWING WAY:

PAGE 02 OF 02 STATE 308491

6648

FIRST WEEK. FIVE WORKING GROUPS OF SIMULTANEOUS MEETINGS OF TWO OR MORE SUBGROUPS.

SECOND WEEK. FIVE DAYS OF SIMULTANEOUS MEETINGS OF THE WORKING GROUP AND TWO OR MORE SUBGROUPS. THE WORKING GROUP WOULD THEN MEET FOR ONE MORE DAY (SATURDAY). THIS WOULD ALLOW THE WORKING GROUP TO SPEND FOUR WORKING DAYS IN THE SECOND WEEK ON THE DEVELOPMENT OF GENERAL PRINCIPLES AND TWO DAYS ON THE CONSIDERATION OF THE REPORTS FROM THE SUBGROUPS.

THE SECRETARIATS OF WHO AND UNEP WILL WORK IN FULL COOPERATION WITH FAO AND IUCN ON THE ISSUE OF FORESTRY.

TO ENSURE APPROPRIATE REPRESENTATION OF THE DEVELOPING COUNTRIES IN THE NEGOTIATING PROCESS IT WILL BE NECESSARY TO ENSURE ADEQUATE FUNDING OF EACH OF THE THREE MONTHLY MEETINGS, AS WELL AS OF ANY SMALLER SUPPORTING MEETINGS.

ALL RELEVANT UN ORGANIZATIONS WILL BE INVITED TO ATTEND THE MEETING AS OBSERVERS. NGOS AND INDUSTRY WHO REQUEST PARTICIPATION WILL BE INVITED AS OBSERVERS.

THE PROPOSED SCHEDULE WOULD NOT APPLY TO THE FIRST NEGOTIATING SESSION IN WASHINGTON, D.C.

IN THE WASHINGTON MEETING, THE WORKING GROUP WOULD MEET FOR THE FIRST DAY TO ESTABLISH ITS WORK PROGRAMME AND THE SUBGROUPS. THEN IT CONTINUES CONCURRENTLY WITH THE MEETING OF THE SUBGROUPS. THE LAST TWO DAYS OF THE SESSION WOULD BE DEVOTED TO A MEETING OF THE WORKING GROUP TO RECEIVE REPORTS OF THE SUBGROUPS AND ADOPT ITS OWN REPORT.

SUBJECTS FOR DISCUSSION

IT IS SUGGESTED THAT THIS PREPARATORY MEETING FOR THE NEGOTIATIONS SHOULD ADDRESS A SERIES OF QUESTIONS. THIS WOULD ALLOW THE SECRETARIATS OF WHO AND UNEP TO ELABORATE ELEMENTS OF A DRAFT LEGAL INSTRUMENT ON CLIMATE CHANGE TO BE CONSIDERED BY THE FIRST NEGOTIATING MEETING IN WASHINGTON EARLY NEXT YEAR. THESE QUESTIONS MIGHT INCLUDE THOSE LISTED IN ATTACHMENT II.

EACH SUBGROUP MAY ALSO NEED TO CONSIDER RELEVANT SCIENTIFIC AND TECHNICAL SUPPORT REQUIRED TO ENSURE IMPLEMENTATION OF EACH ELEMENT UNDER ITS CONSIDERATION. IF THESE SPECIFIC ELEMENTS WERE SUBSEQUENTLY TO BE DEALT WITH IN THE FORM OF SEPARATE PROTOCOLS, THEN THE APPROPRIATE SUPPORT MIGHT FORM AN ANNEX TO EACH PROTOCOL. SUCH SCIENTIFIC AND TECHNICAL SUPPORT MAY BE DRAWN FROM IPCC.

SOME ELEMENTS ARE COMMON FOR ANY LEGAL INSTRUMENT BE IT THE FRAMEWORK CONVENTION OR AN ASSOCIATED PROTOCOL. THEY MIGHT INCLUDE:

INSTITUTIONAL ARRANGEMENT (CONTRACTING PARTIES MEETING, SECRETARIAT, SUBSIDIARY BODIES);
NON-COMPLIANCE PROCEDURES; SETTLEMENT OF DISPUTES;
CONSULTATIVE MECHANISMS;
REPORTING OF DATA;
ASSESSMENT AND MONITORING;
EDUCATION AND PUBLIC AWARENESS;
TECHNICAL CO-OPERATION AND TECHNOLOGY TRANSFER.
EAGLEBURGER

**PHOTOCOPY
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DOCUMENT NO. AND TYPE	SUBJECT/TITLE	DATE	RESTRICTION
001. memo	re: Second World Climate Conference [Personally Identifiable Information] [partial] (1 page)	10/12/1990	b(6)

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FOLDER TITLE:

2nd World Climate Conference [1]

2017-1092-F
jm1858

RESTRICTION CODES

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

- P1 National Security Classified Information [(a)(1) of the PRA]
- P2 Relating to the appointment to Federal office [(a)(2) of the PRA]
- P3 Release would violate a Federal statute [(a)(3) of the PRA]
- P4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
- P5 Release would disclose confidential advice between the President and his advisors, or between such advisors [(a)(5) of the PRA]
- P6 Release would constitute a clearly unwarranted invasion of personal privacy [(a)(6) of the PRA]

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RR. Document will be reviewed upon request.

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

- b(1) National security classified information [(b)(1) of the FOIA]
- b(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
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- b(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
- b(6) Release would constitute a clearly unwarranted invasion of personal privacy [(b)(6) of the FOIA]
- b(7) Release would disclose information compiled for law enforcement purposes [(b)(7) of the FOIA]
- b(8) Release would disclose information concerning the regulation of financial institutions [(b)(8) of the FOIA]
- b(9) Release would disclose geological or geophysical information concerning wells [(b)(9) of the FOIA]

London

(b)(6)

→ Amsterdam -
- Germany -

[001]

Posted: Sun, Sep 30, 1990 3:03 AM EDT
From: I.MINTZER.SEI
To: whats.new (receipt)
CC: i.mintzer.sei
Subj: Second World climate Conference.
Hi Bob Park!

Msg: MGJA-4414-7711

PHOTOCOPY
PRESERVATION

Keep up the good work!

I have a quick question for you: Do you know anything about a deal going down between the US govt or US National Academy of Engineering and the World Meteorological Org to sever the reporting of scientific results presented at the Second World Climate Conference and the results of the Task Working Groups at the Scientific Meeting of the Second World Climate Conference, from the Ministerial Meeting of the Second World Climate Conference? I have heard a nasty rumor to that effect in Europe. Say it ain't so, Pleassssse!

env. ministers
- state dept.

US sponsor

IPECC

Thanks for your help on this.

in Geneva Switzerland
Oct 29 -
telemail?

Regards.

Irving Mintzer

Action?

[I.MINTZER.SEI]

MAIL/USA

100
23 contr.

ipacts

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MAIL/USA

esponse

[I.MINTZER.SEI/OMNET]

MAIL/USA

in
itainly

Rafe Komeran z

Sally Bullyguans
1 sponsor
1 sponsor
1 sponsor

1436
4 STNW

- Global warming
- the Greenpeace Report

dir. of suem in UK office in London

\$10.95

Jeremy Leggett

SENT BY:

;10-12-90 ; 10:54 ;

2023283729→

2240580;#13

10/12/90

10:15 am

DIRA FI

the saga continues....

SEN. GORE ACCUSES U.S. OF SABOTAGING GLOBAL CLIMATE NEGOTIATIONS.

In a hearing on Coral bleaching yesterday Sen. Al Gore of Tennessee grilled John Knauss of NOAA, who will represent the US at the upcoming 2nd World Climate Conference at the end of this month.

Prior to the preliminary ministerial drafting meeting (see last week) the U.S. [State department] prepared 160 amendments to what was to have been a two page ministerial statement. said Gore of this "that seems to create tremendous difficulty for the success of the ministerial

Knauss said "... I have just been recently informed that I was to head the U.S. delegation...and I concur (with the above)"

A 4 page summary of the resulting 30 page document was then sent to the White House which made 19 pages of comments.

Knauss said it was "not time to get into the details of timetables or limits for CO2 stabilization"

Gore wanted to know when it was time.

"This meeting has been two years in the You said wait till the IPCC report was complete. (the scientific portion was first presented last May)..."

" that was the excuse for not agreeing to do anything" now its complete

said Gore

" What are we waiting for before we agree to do something specific."

"It seems to me that Mr. Sununu is handling the climate negotiations the same way he handled the budget negotiations."

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Mr. Gore compared the draft of the ministerial statement proposed (by the SWCC Secretariat) with some suggested US changes:

BEFORE: Policy Targets for Urgent Action
AFTER: Policy Considerations

BEFORE: (PP 19) we agree that the ultimate global objective should be to stabilize and reduce green house gas concentrations.
AFTER: delete this section

Before: (PP20) we stress as a first step the need to stabilize, while ensuring development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol.
AFTER: we recognize that the most effective response strategies especially in the short term, are those which are economically efficient and cost effective, able to serve multiple social, economic and environmental purposes, justified for reasons other than climate change administratively practical and effective

Before (article 21) we agree that that stablization of CO2 emmisions should be achieved, jointly, by industrialized countries by the year 2000 and set at the lowest possible emission levels
AFTER: we recommend that limitation and adaption strategies be considered as an integrated package that completement each other to minimize net cost"

GORE

The pattern is real clea

weaken and dilite every proposal to actually do something.

He wondered why Knauss, a deputy administrator at NOAA, not Mr. Bill Rielly, head of EPA will be representing the US.

A top EPA administrator, commented after the hearing, that no one in EPA, was eager to have Rielly undergo such a grilling. Rielly, (a friend of Allan Bromley) like most scientists working on the problem, has personal views quite different from those of the administration.

Indeed, Gore alluded to this in his questioning....

Apparently a NOAA lawyer, J.R. Spradley, played the lead role ("he was the one who talked") in the U.S. delegation to the drafting meeting. Our Oliver North of Global Warming cause88888d an uproar in the meeting when he reassured the environment minister from low lying Bangladesh "before you had cows, now you'll have fish."

This seems to support the comment from international WMO officials (who were at the AGU reception last week) that the US government is not taking the global warming threat very seriously.

SENT BY:

;10-12-90 ; 10:56 ;

2023283729→

2240580;#15

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Said Gore (we implied this last week)

If the scientific portion were not attached to the ministerial it would make it easier to dilute the ministerial statement

less at action and more

In other news U.S. is rumored to have made a deal with Sec. Gen. Bossey of the WMO that if they maintained a strictly scientific posture(--no policy, no limits) that their U.S. funding (their main source) would be assured.

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WHAT'S NEW, Friday, 5 October 1990

Washington, DC

1. U.S. SIDES WITH DEVELOPING NATIONS ON GLOBAL CLIMATE POLICY.

Last week in Geneva, at an organizational meeting to prepare for upcoming Second World Climate Conference, the US led an effort to keep the scientific statement that will come out of the Conference from being annexed to the Ministerial Declaration. The SWCC was originally planned as a scientific conference, but it was decided that a Ministerial portion should be included. Now it seems that the US, together with such nations as Brazil and Saudi Arabia, want to leave off the scientific portion, arguing that it would be "confusing." Moreover, a State Department telegram backs the developing countries in opposing consideration of forestry issues. A spokesperson insisted that the State Department has no idea what conclusions might come from the scientific sessions, but the main item on the agenda is a report of the International Panel on Climate Change. That oft-cited report unequivocally concludes that "There is a natural greenhouse effect that already keeps Earth warmer than it would otherwise be. Human activities are substantially increasing atmospheric concentrations of greenhouse gases." The US steadfastly maintains its "Sununu stance," that any action should await more research (WN 20 Apr 90).

2. EXPORT CONTROLS CONTINUE TO THREATEN SCIENTIFIC COMMUNICATION.

The Export Administration Act, which has been used to deny Soviet bloc nations access to Western advances in technology since 1979, is due to expire this month. The law bans the export of technologies that appear on a control list and applies to scientific and technical information as well as goods. Now that the Soviet bloc has disintegrated, Congress is preparing to lift the ban on many items, such as advanced personal computers. The Optical Society has raised a new concern: a federal court ruled in 1988 that criminal penalties could be imposed under the export laws without proving that the technology exported is covered by the control list. The Optical Society argues that the decision puts American scientists at risk whenever they make a scientific presentation-- unless they first obtain an export license. The Optical Society stated its position in an amicus brief filed with the US Supreme Court, but the high court declined to reconsider the lower court decision. The Optical Society is now urging Congress to correct the situation in the reauthorized Export Administration Act.

3. CANDIDATES SOUGHT FOR APS CONGRESSIONAL SCIENTIST FELLOWSHIPS.

The program offers qualified physicists an opportunity to spend a year in Washington working in a congressional office. In the 17 years of the program, about half of the APS Congressional Scientist Fellows have elected to remain in Washington, where they continue to have an important influence on science policy issues. Fellows will receive a maximum stipend of \$40,000, plus allowance for relocation and travel, for the fellowship year beginning 1 Sept 91. The deadline for completed applications is 15 Feb 91. Anyone interested should contact Dr. Mary Shoaf at 212-682-7341.

Robert L. Park (202) 232-0189

The American Physical Society

MEETING OF GOVERNMENT REPRESENTATIVES TO
DRAFT MINISTERIAL DECLARATION FOR THE
SECOND WORLD CLIMATE CONFERENCE

PM/D.Decl./REPORT/1
29 September 1990

Geneva, 27-29 September 1990

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1. Introductory Remarks

The meeting of government representatives to prepare a draft Ministerial Declaration for consideration at the Ministerial portion of the Second World Climate Conference (Geneva, 29 October to 7 November 1990) was held 27-29 September 1990 at the International Conference Centre, Geneva.

Prof. G.O.P. Obasi, Secretary-General of the World Meteorological Organization (WMO), welcomed the delegates on behalf of WMO to this important "open-ended" meeting of government representatives. He noted the structure of the Second World Climate Conference (SWCC) with its two major components, (1) a scientific and technical conference, and (2) a Ministerial meeting. He indicated that the purpose of this meeting is to prepare a draft Ministerial Declaration. Prof. Obasi informed the meeting of the extensive consultations undertaken, to prepare an initial declaration which was sent to foreign ministries of all countries in July 1990. The informal meeting of some 20 representatives from developed and developing countries in May 1990 was of great value in this connection. He advised that the intention was that a second draft would be provided to all countries for their further consideration as a result of this meeting. A further meeting would be held before the Ministerial part of the SWCC to consider any remaining differences of view. He stressed the importance attached to this declaration as an input to the negotiation of a Framework Convention on Climate Change.

Dr. M.K. Tolba, the Executive Director of UNEP in his opening remarks noted the quickening pace of events relating to climate change drawing attention to the two recent important events, namely:

- (i) the release of the First Assessment Report of the Intergovernmental Panel on Climate Change (IPCC) and
- (ii) the immediately preceding Intergovernmental Group of Legal and Technical Experts preparing for the negotiations on a global framework convention on climate change.

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FM/D.Decl./REPORT/1, p. 2

He emphasized that the epicentre of negotiations will have to encompass greenhouse gas emissions, energy efficiency, afforestation, research and monitoring and the special situation of developing countries. He said that the Ministerial Declaration must infuse an urgency into the negotiations on a Framework Convention and take the past agreements a step forward.

Success in negotiations, Dr. Tolba pointed out, will depend on the fibre and flexibility of global partnership - on international resolve to guarantee access of the global south to new technologies and additional financial resources.

2. Officers of the Meeting and Organization of the Work

In introducing the question of organization of the work of the session Dr. Tolba advised that he and Prof. Obasi recommended to the meeting that the President of WMO, Mr. Zou Jingseng, and the President of the Governing Council of UNEP, Ambassador I. Topkov, be asked to co-chair the meeting, alternating as chairs of sessions. In addition to the involvement of Dr. Tolba and Prof. Obasi, they would be supported by the SWCC Co-ordinator, Mr. Ferguson and Mr. Clark. Dr. Tolba noted that the key documents available were the Draft Ministerial Declaration dated 13 July 1990, which is available in all working languages. All comments on this draft received from governments as of 27 September 1990 are provided in FM/D.Decl./1 of 20 September 1990 and its Add. 1. These comments were characterized by Dr. Tolba as dealing with (a) paragraph by paragraph comments, (b) the structure of the declaration and (c) the size of the document, with most believing that a Ministerial document should be short and brisk.

Mr. Zou Jingseng in accepting the chair initially, said that the declaration that will be developed by the meeting can be a milestone in human history.

In considering the adoption of the agenda it was agreed that in the provisional agenda, item 3 be amended and agenda item 4 be modified to read "Preparation of the Draft Ministerial Declaration", with the sub-heading deleted. The revised agenda was approved and is attached as Annex 1. Several delegates expressed the need for a Drafting Group. A decision on establishing such a group was deferred.

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FM/D.Decl./REPORT/1, p. 3

3. Background

Mr. H.L. Ferguson, the Co-ordinator of the Second World Climate Conference (SWCC) briefly recalled the history of the development of the SWCC. It was originally conceived by WMO's Executive Council in 1986 as a Scientific Conference. The sponsoring agencies subsequently decided that a Ministerial portion should be included. The scientific and technical portion will produce a Conference Statement at the end of its deliberations on 3 November 1990. As a supplement to the Co-ordinator's comments, Mr. Alain Clerc detailed the background and the evolution of the 13 July 1990 draft Ministerial Declaration. He pointed out that the text represented a synthesis of comments previously received from many countries, the informal meeting in May, and consultations with officials of government during some international conferences.

There was a general discussion on procedure. Some delegations made reference to the possible risks in confusing the results of the scientific/technical sessions and the Ministerial Declaration and noted that any such confusion must be avoided. It was agreed that the scientific statement should not be annexed to the Ministerial Declaration since governments were not officially represented at the scientific portion of the conference.

One proposal was made to the effect that there should be 3 short statements of a general nature prepared as part of the Scientific Conference Statement, designed for possible acceptance by Ministers, which should address:

- Concluded*
- (1) climate change and its impact (based on IPCC WG I Report);
 - (2) use of climatic information (data and analysis) in assisting social and economic development;
- and
- (3) priority areas for further scientific work.

4. Preparation of the Draft Declaration

Many delegations suggested that a draft proposal by Norway be the basis for discussions since it was short and succinct. However, a representative of the developing countries pointed out that considering that the Norwegian paper was only distributed that day, it should be considered alongside the draft from the Secretariat. This was agreed. Discussion then started section by section. Following discussion of the preambular paragraphs, it was agreed to have an open-ended Drafting Group prepare a revised text. Mexico and Norway agreed to co-chair the Drafting Group, to work simultaneously with the plenary consideration of other paragraphs.

US
Brazil
Saudi
Arabia

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FM/D.Decl./REPORT/1. p. 4

Subsequently, other sections were referred by the plenary to the Drafting Group, to assist with the work as a sub-group of plenary.

As a result of extensive discussions a revised draft Declaration was prepared, with some bracketed text and some alternative formulations. This compilation is annexed to this report.

It was agreed that the Secretariat would further edit the text with no substantive changes and would distribute this in all official languages as rapidly as possible.

5. Date and Place of Next Meeting

It was also agreed that a further consultation on the Ministerial Declaration will be required before the Ministerial part of the SWOC. It was agreed that such a meeting be convened in Geneva in November of second 1990 with a view to having as close as possible to an agreed text in official languages by Monday morning, 5 November 1990 for consideration by Ministers.

3-4
note
last
- copy
Topkov

6. Closure of the Session

Some del
Some extensive discussion
would all text w/bracket
not all discussed in plenary
Several have concern - not sufficient
attention to every section
largest section. new
would prefer on SWOC,
production: specific targets
should include of target
others opposed



**SECOND
WORLD CLIMATE CONFERENCE**
GENEVA — 29 OCTOBER - 7 NOVEMBER 1990

**REPORT OF THE MEETING OF GOVERNMENT REPRESENTATIVES TO
DRAFT MINISTERIAL DECLARATION FOR THE SECOND WORLD
CLIMATE CONFERENCE**

Geneva, 27-29 September 1990

SWCC Co-ordinator's Office
c/o World Meteorological Organization
P.O. Box No. 2300
CH 1211 Geneva 2, Switzerland
Telephone + 41 22 730 84 01
Fax + 41 22 740 14 39
Telex 23 260 OMM CH

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Subsequently, other sections were referred by the plenary to the Drafting Group, to assist with the work as a sub-group of plenary.

As a result of extensive discussions a revised draft declaration (Annex 2) was prepared with some bracketed text and some alternative formulations. It was stressed that many formulations, although not in brackets, do not reflect a consensus for there was not sufficient discussion in plenary on many important issues. Several delegations indicated their grave concern about the fact that the draft declaration does not give sufficient emphasis to the energy sector that is the single largest anthropogenic source of radiative forcing. Those delegations considered that the Ministerial Declaration should emphasize the need for the adoption of a World Protocol on the climate change aspects of energy production centred around the concepts of specific targets for a phased increase of energy efficiency. Others did not share this opinion.

It was agreed that the Secretariat would further edit the text with no substantive changes and would distribute this in all official languages as rapidly as possible.

The Brazilian delegation requested WMO and UNEP to circulate to all of their Members, and to delegates at the two meetings on climate held in Geneva the week of 24 to 29 September 1990, a short statement correcting the exaggeration of the rate of loss of tropical forests unfortunately contained in the document circulated by FAO at the first of these meetings, that of the Ad Hoc Working Group of Government Representatives to Prepare for Negotiations on a Framework Convention on Climate Change.

5. Date and Place of Next Meeting

It was also agreed that a further consultation on the Ministerial Declaration will be required before the Ministerial part of the SWCC. It was agreed that such a meeting be held in Geneva beginning with an informal session at 4.00 p.m. on Friday, 2 November and continuing with formal sessions for the full days of Saturday and Sunday, 3 and 4 November, under the Chairmanship of Mr. Zou Jingmeng, President of WMO and Mr. I. Topkov, President of the Governing Council of UNEP, with a view to having as close as possible to an agreed text in official languages by Monday morning, 5 November 1990 for consideration by Ministers. An official notification of the next meeting will be issued shortly.

6. Closure of the Session

The session closed at 5.25 p.m. on Saturday, 29 September 1990.

AGENDA

1. Introductory Remarks
 - Prof. G.O.P. Obasi, Secretary-General, WMO
 - Dr. M.K. Tolba, Executive Director, UNEP
 2. Officers of the Meeting and organization of the work
 3. Background
 - Review of actions to date on Declaration
 - Objective of this meeting
 - Discussion of the structure of the Declaration
 4. Preparation of the Draft Ministerial Declaration
 5. Date and place of next Meeting
 6. Closing of the Meeting
-

1 October 1990

Rev.2

DRAFT MINISTERIAL DECLARATION

PREAMBLE

1. We, the Ministers from countries [and the Commissioner for the Environment of the European Community] representing the world community met in Geneva, Switzerland, from 6 to 7 November 1990 at the Second World Climate Conference.
2. We note that while climate has varied in the past and there is still a large degree of scientific uncertainty, the rate of climate change predicted by the Intergovernmental Panel on Climate Change (IPCC) to occur over the next century is unprecedented. This is due mainly to the accumulation of greenhouse gases, resulting from a host of human activities since the industrial revolution, particularly in industrialised countries. Such climate change could pose an environmental threat of a magnitude hitherto unknown, and could severely jeopardize the social and economic development of some areas, and could in some cases even threaten habitability.
3. We appreciate the work of the World Climate Programme (WCP) during the past decade which has improved understanding of the causes, processes and effects of climate and climate change. We also congratulate the Intergovernmental Panel on Climate Change (IPCC), established by the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO) on its First Assessment Report on the causes and [possible] effects of climate change. It has identified strategies to limit and adapt to climate change, and in the light of the United Nations General Assembly resolutions, has identified possible elements for inclusion in a framework convention on climate change.
4. Recognising climate change as a common concern of mankind, we commit ourselves to take active and constructive steps in a global response.

(Cont'd)

Proposal para.2 line 9:

add [potential] after "such"

Proposal para.2 to delete "and could in some cases even threaten habitability" and replace by:

[Many believe that in some cases it even threatens survival, specially for small islands, low-lying, coastal, arid and semi-arid countries.]

Proposal para.4 add at the end:
[without prejudice to sovereignty of states.]

GLOBAL STRATEGY

5. Recognizing that climate change is a global problem of unique character, we consider that a global response [which ensures the stable development of the world economy] must be decided and implemented without further delay based on the best available knowledge such as that resulting from the IPCC assessment. Recognizing further that the principles of equity and the common but differentiated responsibility of countries should be the basis of any global response to climate change, industrialized countries must take the lead and commit themselves to immediate action and enter into and strengthen cooperation with developing countries to enable them to adequately address climate change without hindering their national development goals and objectives. Developing countries must, within the limits feasible, commit themselves to appropriate action in this regard. To this end, there is a need to contribute [new and] additional, adequate financial resources and transfer of technology on a [preferential] [fair and equitable] basis.
-

Alternative to the first sentence:

We recognize that climate change is a global problem of unique character, we also recognize that there exists many uncertainties in the fields of science, economics, plus the effectiveness of response options in limiting or averting Potential climate change.

Alternative to the second sentence:

Recognizing further that the principles of equity and the common but differentiated responsibility of countries should be the basis of any global response to climate change, industrialized countries must take the lead and commit themselves to immediate action by reducing their major contribution to the global net emissions resulting from environmentally unsustainable patterns of production and consumption

(Cont'd)

Suggestion

to be added as a new para.

"The consideration of climate change response strategies present formidable difficulties for policy makers because of: (A) remaining scientific uncertainties regarding climate change; (B) uncertain with respect to how effective specific response options or groups of options would be in actually limiting or averting potential climate change; and (C) uncertainty with respect to the costs, effects on economic growth, and other economic and social implications of specific response options or groups of options. There is an urgent need for continual national and international effort to resolve these uncertainties."

I. ROLE OF SCIENCE IN IMPROVING OUR UNDERSTANDING, CAPACITY OF PREDICTION AND OUR RESPONSE TO CLIMATE CHANGE

6. We reaffirm that, in order to reduce uncertainties, to increase our ability to predict climate and climate change on a global and regional basis, including early identification of as yet unknown climate-related issues, and to design sound response strategies, there is a need to strengthen both national and international, and if necessary regional activities in science. We recognize that commitments by governments are essential to sustain and strengthen the necessary research and monitoring programmes and the exchange of relevant data and information, with due respect to national sovereignty. We stress that special efforts must be directed to key areas of uncertainty.

We maintain that there is a need to intensify research on the social and economic implications of climate change. We commit ourselves to promoting the full participation of developing countries in these efforts. We pledge our full support to the needs of the World Climate Programme including contributions to the WMO Special Fund for Climate and Atmospheric Environmental Studies. The magnitude of the problem being addressed is such that no nation can tackle it alone and we stress the need to strengthen international cooperation. In particular, we ask the [World Climate Programme] [WMO] [and other international organisations] to take the lead internationally in coordinating climate and climate change related scientific studies.

Proposal to add at the beginning of the para.

We reaffirm the scientific consensus that global warming is taking place owing to the greenhouse effect; and that the continued emission of greenhouse gases, [especially carbon dioxide,] is committing the earth to significant future warming.

II. POLICY TARGETS FOR URGENT ACTION *

(Precautionary measures)

7. In order to achieve sustainable development, (1) in all countries and to meet the needs of present and future generations, environmental measures must anticipate, prevent and attack the causes of environmental degradations. We must [may][will] base ourselves on the precautionary principle. Environmental measures must anticipate, prevent and attack the causes of environmental degradation. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation [which are justified in their own right]. The measures adopted should take into account the different socio-economic contexts.

*Alternative title:
[POLICY CONSIDERATIONS]

1) Definition of sustainable development as agreed at the 15th session of UNEP Governing Council (Annex II UNEP/GC 15/L.37).

Proposal to delete two last sentences and reference to precautionary principle.

Proposal

"Where there are threats of serious or irreversible damage, measures to prevent environmental degradation should be taken on the basis of full scientific certainty."

8. The potentially serious consequences of climate change give sufficient reasons to begin by adopting response strategies that can be justified (1) immediately [for other reasons] even in the face of significant uncertainties: [including] [phasing out of [production] and use of CFC emissions], efficiency improvements and conservation in energy supply and use, sustainable forest management, afforestation schemes, proper land use planning, use of cleaner and more efficient energy sources, review of agricultural practices. Further actions should be pursued in a phased and flexible manner on the basis of, in the long-term goals and strategies, at the national, regional or global level taking advantage of scientific advance and technological development to meet both environmental and economic objectives.

Alternative

We note that a mechanism is being set up by WMO and UNEP to undertake the necessary intergovernmental negotiations on global warming.

Proposal to add after "uncertainties" line 5

and in view of the potential risks of survival especially for small islands, low-lying, coastal, arid and semi-arid countries.

1) Proposal after "justified" in the third line to add

[in their own right]

(Stabilization and reduction of greenhouse gases) [not controlled by the Montreal Protocol]

9. We agree that the ultimate global objective should be to stabilize [and reduce] greenhouse gas concentrations [emissions]. We agree that the ultimate global objective should be to stabilize greenhouse gas concentration at a level that would prevent anthropogenic interference with climate. [Noting that following the IPCC Report the long-lived gases such as CO₂, N₂O, and CFC could require immediate reductions in emissions from human activities of over 60% to stabilize their concentrations at today's levels; methane would require a 15-20% reduction.]

Proposal to delete para.9

Remark: Ministers are reminded of the analytical work of the IPCC on greenhouse gas emission targets as recommended by the Noordwijk Ministerial Declaration in November 1989.

10. We stress, as a first step, the need to stabilize, while ensuring sustainable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol. Obligations should be equitably differentiated according to countries' respective responsibilities for causing and combatting climate change and their level of development.

Alternative

We recognize that the most effective response strategies, especially in the short-term, are those which are:

- . Justified for reasons other than climate change and also provide beneficial impacts on potential climate change;
- . Economically efficient and cost effective;
- . Able to serve multiple social, economic, and environmental purposes;
- . Easily modified to respond to increased scientific and economic understanding of climate change;
- . Compatible with the concept of sustainable economic growth and development;
- . Compatible with the concept of a comprehensive approach that deals with all sources and sinks of greenhouse gases;
- . Administratively practical and effective in terms of applications, monitoring, and enforcement; and
- . Inclusive of obligations by both industrialized and developing countries.

11.

We agree that stabilization of [in particular CO₂ emissions] [greenhouse gas emissions] [not controlled by the Montreal Protocol] [the global warming potential of greenhouse gases] should be achieved [jointly] by industrialized countries by the year [2000]* and should be set at [lowest possible] [present]** emission levels. We urge all countries to set achievable national targets and programmes to achieve those targets.

Alternative

We recommend that limitation and adaption strategies be considered as an integrated package that complement each other to minimize net costs. These strategies should include measures which limit emissions from greenhouse gas sources as well as those which increase the ability of natural systems to utilize greenhouse gases. A comprehensive approach is needed which considers the costs of reducing emissions of different greenhouse gases and the effects of those reductions on potential climate change.

*Proposal to delete the brackets

**Proposal to delete the brackets

Proposal to delete the para.

12. We urge industrialized countries to establish greenhouse gases [especially CO₂] [reduction programmes aiming at achieving at least 20% reduction of] [their current contribution to global warming potential], [its contribution to actual global warming potential] [possibly by the year 2005] and in [any case not later than the year 2010] [and appeal to all developing countries to establish their programmes equivalent to their status of development.]

Alternative

We stress, [in establishing emissions reduction targets, the need for a sound and equitable basis for setting such targets and the need for cost-effective measures to reach the targets.] [that if emissions reduction targets were to be established.] [We note the differences today within the industrialized countries in the per capita emissions and urge the countries which have the highest rate to reduce these differences due to account being taken of their specificities.]

Alternative

We urge industrialized countries to establish greenhouse gas reduction programmes to reduce their current contribution to global warming and aiming at a 20% reduction of CO₂-emissions of 1988 levels by the year 2005 and in any case not later than the year 2010, and appeal to all developing countries to establish programmes equivalent to their status of development.

Proposal to delete.

13. We recognize that countries with, as yet, relatively low energy requirements, and which can be reasonably expected to grow in step with their development, may have targets that accommodate that development. Countries should, within the limit feasible, take measures to suitably adapt their economies.

14. We recommend that [any] [the] specification[s] of the obligation[s] [if any] to stabilize and [or] reduce [net] greenhouse gas[es] emissions [may] be realized in the form of [a] separate Protocols to the Climate Convention. [Some of these protocol[s] could be [negotiated [[concurrently with the [framework] convention.]] [as expeditiously as possible.]] [developed on the basis of consensus decisions by the negotiating body.]

Proposal to delete the last sentence:
"Some ... convention."

14 bis We urge industrialized countries to establish greenhouse gases reduction programmes aiming at achieving [at least 20%] reduction of their current contribution to global warming potential, [possibly by the year 2005] and in any case not later than the year 2010.

Proposal to retain this para. if new para.12 is not retained in the form proposed by the Secretariat.

Proposal para. should be put in brackets.

(Diverse situation of individual countries)*

14. ter

*Proposal to add a new para. with the following wording

We stress that any response will have to take into account the great diversity of different countries' situations and their responsibility for and negative impacts on different countries consequently would require a wide variety of responses.

(Economic situation of certain countries)

15. We recognize that [net] emissions from developing countries with their, as yet, relatively low energy requirements will need to grow in step with their development [and these countries may have targets to accommodate that development.] Narrowing the gap between the industrialized and the developing world would facilitate the developing countries dealing with the climate change issue. Recognizing the priorities of developing countries of alleviating poverty and achieving social and economic development, we recommend that [new] adequate [and additional] financial resources should be mobilized and environmentally sound technologies transferred [on a preferential/fair and equitable basis] to enable developing countries to take the necessary measures to address climate change and sea-level rise consistent with their development needs. Developing countries also should, within the limits feasible, take action in this regard.

[The particular difficulties of the developing countries whose economies are highly dependent on fossil fuel production and exportation, as a consequence of the action taken on limiting greenhouse gas emissions, should be taken into account.]

Proposal The alternative to the above would be the language that has been approved by consensus in the IPCC report.

(Funding)

16. We recommend that consideration should be given to the need for funding facilities [including the proposed World Bank/UNEP/UNDP "Global Environmental Facility"] [a clearing house mechanism] [and a possible new international fund] composed of [new and] additional financial resources for developing countries taking into account existing multilateral and bilateral mechanisms. Such funding should be related to the implementation of the framework climate convention. In the meantime, industrialized countries are urged to co-operate with developing countries to support immediate action addressing climate change and sea-level rise without imposing any new conditionality on developing countries.

17.

We recommend further that the scope of needed resources be assessed. Such assessments to be conducted as soon as possible should include inter alia country studies and mechanisms to meet the financing needs identified [[similar to] [taking note of] the approaches developed under the Montreal Protocol.]

18. International funding should be directed in priority to the sectors identified by the IPCC report, in particular:

- (i) promoting efficient use of energy
- (ii) arranging rapid transfer of technology on a [preferential] [fair and equitable] basis to developing countries and technology development in these countries
- (iii) co-operating with developing countries to enable their full participation in international meetings on climate change
- (iv) enhancing observational network, particularly in developing countries, to facilitate conducting research, monitoring and assessment of climate change.

Funding should also be directed to the creation of regional centres to organize information networks on climate change in developing countries.

(Economic instruments)

19. [Economic or market-based instruments frequently offer the potential of achieving environmental improvements at lower costs than through regulatory mechanisms.] [We recommend that policies at the national, regional and international level make extensive use of economic instruments] [appropriate to each country's socio-economic conditions] in conjunction with a balanced mix of regulatory approaches. [Such instruments could include taxes and charges, emission trading (tradeable permits/allowances), [subsidies], [elimination of subsidies to activities that induce climate change] and other measures such as fees and deposit refund systems.]

Proposal: to add a new sentence

It is evident that the question of adoption of any form of economic instrument raises many complex and difficult issues. Careful and substantive analyses of all implications of such instruments are needed.

"(Energy)"

20. We note that energy production and use account for nearly half of the enhanced radiative forcing resulting from human activities and is expected to increase its contribution in the absence of appropriate response actions. We recognize the promotion of energy efficiency as the most cost-effective immediate measures, in many countries, for reducing energy-related emissions of greenhouse gases, in particular CO₂, while other options such as no or lower greenhouse gas emitting energy sources should be pursued. Transport energy use attracts special attention of many of us in the light of its role in many industrialised countries and of its expected importance in many developing countries.

(Role of the Energy and Transport Sector)

Alternative

We note that the energy and transport sector presently accounts for nearly half of the man-made greenhouse effect and is projected to increase substantially. We recognize that an environmentally-sound development must include policies which will achieve an environmentally-sustainable energy system [and take the environmental costs and benefits of energy fully into account.] We urge the promotion of energy conservation and of energy efficiency demand management and [fuel switching as the most cost-effective immediate measure for reducing energy-related emissions of atmospheric pollutants, [in particular CO₂.]]

(Cont'd)

Alternative

The single largest anthropogenic source of radioactive forcing is energy production and use. The consumption of energy from fossil fuels for industrial, commercial, residential, transportation and other purposes results in large emissions of greenhouse gases. The energy sector accounts for an estimated 46% (with an uncertainty range of 38-54%) of the enhanced radioactive forcing resulting from human activities. [p.3 - WG-III/IPCC-final Report.] We note that emissions due to fossil fuel combustion amounts to about 70-90% of the total anthropogenic emissions of CO₂ into the atmosphere, whereas the remaining 10-30% is due to human use of terrestrial eco-systems. A major decrease of the rate of deforestation as well as an increase in afforestation would contribute significantly to slowing the rate of CO₂ concentration increases in the atmosphere. (IPCC-Overview-p.11.)

(Technology development and transfer of technology)

21. We recognize that there is no single quick-fix technological option for limiting greenhouse gas emissions. However, we are convinced that technological innovation as well as social behaviour and institutional adaptations is a key element of any long-term strategy that deals with climate change in a way that meets the goal of sustainable development. Therefore, we urge all countries, the industrialized countries in particular, to intensify their efforts and international cooperation in [technological research] development and dissemination of [deployment, including improvement and reassessment of existing technologies.] [environmental favourable] "new" and ["green"] [renewable energy] technologies.]

22. We urge that [environmentally-sound] technology be utilized by all sectors in all countries to the full extent possible and further urge all countries, industrialized, and developing, and least developed to identify and take effective measures to remove barriers to the dissemination of the best environmentally-safe technology. There is a need for the effective transfer to the developing countries, [on a preferential and non-commercial basis] [on a preferential and affordable basis] [on favourable terms], of technologies for addressing climate change.

Proposal to add at the end

To this end, we also urge all industrialised countries and international organisations concerned to contribute towards financing the transfer of appropriate technology to the developing countries.

(Forestry)

23. We recognize that the conservation of the world's forests in their role as reservoirs and sinks of greenhouse gases along with other measures are/is of [crucial] [significant] importance for global climatic stability, [as well as the state of the environment in general] particularly having regard to the important contribution of forest destruction to global warming through the emission of carbon-dioxide, methane and other trace gases.

We stress the need to reduce the rate of deforestation [in consonance with the objective of sustained yield development] and to enhance the potential of the world's forests as a sink for greenhouse gases, [through vigorous programmes of reforestation and afforestation.] [through improved management of existing forests and vigorous programmes of reforestation and afforestation.]

[We endorse the target included] [We urge the earliest completion of the feasibility assessment called for] in the Noordwijk Declaration of achieving net global forest growth of 12 million hectares per year, through conservation of existing forests and through aggressive programmes of reforestation and afforestation.

We call for the development of a World Forest Conservation Protocol or Convention, covering boreal temperate subtropical and tropical forests in the context of or in association with a Climate Convention.

We call on all countries to strengthen [and reform] [support and extend] the Tropical Forests Action Plan [to enable it to tackle forestry programmes effectively,] [process to all countries with tropical forests,] to strengthen the role of the [Food and Agriculture Organization and] International Tropical Timber Organisations and to support the countries concerned to implement sustainable management of forests through enhanced and well-coordinated international cooperation.

We also recognize that forests and forest products play a key social and economic role in many nations and communities.

(Cont'd)

We acknowledge that increasing population and economic growth would result in greater conversion of forest lands to other uses, unless offset by increased productivity in activities sustained by current land uses.

We affirm and recognize the sovereign rights of all countries to make use of their natural resources.

Alternative to sub-para.1

"We recognize that the conservation of the world's forests is of crucial importance for global climatic stability, as well as the conservation of biological diversity, and the protection of soil stability and of the hydrological system. Forest destruction contributes to global warming through the emission of carbon-dioxide, methane and other trace gases."

Alternative for the three last lines of sub-para.1

"...of forest as a sink for carbon-dioxide, and other trace gases."

Proposal to delete sub-paras. 4 to 8 in order to balance with para.20 (Energy)

24.

We call finally for the development of a World Forest Conservation [Protocol or Convention,] [Convention or Agreement] covering temperate, boreal, subtropical and tropical forests, in the context of or in association with a Climate Convention which also addresses energy-related and other greenhouse gas emissions. The specific elements of such a protocol or convention are a matter for international negotiations which should begin at an early date. These elements may include: fundamental research, tropical and subtropical forest planning, measures to use, protect and reforest, international trade, financial assistance and possible national, regional and international targets for conservation, reforestation and afforestation.

Alternative

We recommend that discussions on the protection and management of boreal, temperate, subtropical and tropical forest ecosystems must be well-coordinated and compatible with other possible types of action related to reduction of emission of greenhouse gases, rational utilisation of biological diversity, financial assistance and the need for more favourable market conditions for timber and timber products that might be taken up by the Food and Agriculture Organisation, the United Nations Environment Programme, the World Meteorological Organisation and the International Tropical Timber Organisation.

(Cont'd)

Alternative

We recommend a forest protocol to be developed in parallel to the Framework Convention on climate change, dealing especially with the role of forests as reservoirs and sinks for greenhouse gases. We further note with interest the initiative to develop a legal instrument on the protection and management of forests to stimulate positive forest actions and address threats to the world's forests. These considerations should take into account the work of IPCC but not delay or complicate ongoing negotiations of a Framework Convention on climate change and related legal instruments.

(Desertification, drought and land degradation)

25. We recommend that [precautionary] [appropriate] measures be [adopted] [developed] by the countries concerned in collaboration with donors [i.e. through stepped-up financial contributions,] scientific contribution to counter the increasing degradation of water resources as well as the productive resource base in areas affected by drought, desertification and land degradation.

We also recommend that similar measures be adopted to address the funding needs of low-lying coastal and small vulnerable island countries, some of whose very existence is placed at risk by the rise in sea levels resulting from climate change

Alternative

We recommend that precautionary measures be adopted by the countries concerned in collaboration with donors to counter...

Alternative

We recommend that regional and/or sub-regional studies on these subjects be undertaken to cover the impacts of climate change in the following fields:

- (i) Drought;
- (ii) Desertification;
- (iii) Water resources and their evolution;
- (iv) Agriculture (positive and negative impacts);
- (v) [Energy]; [Salinization]
- (vi) [Forests]
[Reforestation]
- (vii) Socio-economic aspects

These studies should lead to the development of scenarios and short-, medium- and long-term measures for mitigation of drought and stopping and reversing desertification for the attention of economic and political decision-makers.

(Cont'd)

Proposal to add after subpara. 1

Observatories on climate and climatic change and observatories on ecosystems should be encouraged to work together on drought risks consequences.

Proposal to add at the end of the para.

Financial support must be given for rural development programmes in countries already suffering from desertification and those which will be in the event of widespread climate change.

Station networks and observatories must be established to measure climate change indices and environmental impacts, and to monitor continuously those ecosystems which are sensitive to desertification.

(Population)

26. We note that a large, projected increase in world population will be a major factor in causing the projected increase in global greenhouse gases. We recognise that global climate change strategies should take into account the need to deal with this issue.

Alternative: to add a new sentence after the first one

We also note that another major factor which contributes to the projected increase in global greenhouse gases will be the maintenance of environmentally unsustainable patterns of production and consumption in industrialized countries.

Alternative

We note that extravagant and unsustainable consumption patterns in certain parts of the world resulting in high per-capita greenhouse emissions along with a projected increase in world population are contributory factors in the projected increase in global greenhouse gases. Global climate change should take into account the need to deal with these issues.

III. GLOBAL FRAMEWORK CONVENTION ON CLIMATE CHANGE

27. We take note of the recommendations adopted 26 September 1990 by the Ad hoc-working group of government representatives and regional economic organizations to prepare for negotiations on a framework convention on climate change. We call for such negotiations to begin [without delay] after a decision is taken by the 45th Session of the UNGA recommending ways, means and modalities for further pursuing these negotiations. We urge all countries and regional economic integration organizations to join in these negotiations and recognize that it is highly desirable that an effective framework convention on climate change, containing appropriate commitments, and any related instruments as might be agreed upon, on the basis of consensus be ready for signing in conjunction with UNCED, in Brazil, in June 1992. We welcome the offer of the Government of the USA to host the first negotiating meeting.

Proposal to add para.39 of the Declaration of 13 July

39. We welcome the offer of the Government of the United States to host the first negotiating meeting of a Working Group on the elaboration of a Climate Convention. We also welcome the possible invitation of Italy to host the first meeting of the Working Group for the elaboration of an Energy Protocol. We urge that these two meetings be convened at the beginning of 1991.

28.

We recommend that such negotiations take account [inter alia] of the possible elements compiled by the IPCC, and that the framework Convention on climate change be framed in such a way as to gain the support of the largest possible number of countries while allowing timely action to be taken. [We reaffirm our wish that this convention contain real commitments by the international community.] We stress, given the complex and multi-faceted nature of the problem of climate change, the need for new and innovative solutions including to meet the special needs of developing countries.

IV. INFORMATION ON PUBLIC AWARENESS

29. We believe that a well-informed public is essential for addressing and coping with as complex an issue as climate change, and the resultant sea-level rise, and urge countries, in particular, to promote the active participation at the national and when appropriate, regional levels of all sectors of the population in addressing climate change issues and developing appropriate responses and relevant United Nations organizations and programmes to disseminate relevant information with a view to encouraging as wide a participation as possible.

29 September

Add.1

The following paragraphs were submitted by several delegations to the Secretariat but were not discussed in plenary, neither in the drafting group:

USSR

para.19 We agree that continued emissions of greenhouse gases at present rates would commit us to increase concentration for centuries ahead.

We recognize that for various scenarios of future emissions developed by IPCC as assumptions, there will be a projected doubling of equivalent carbon dioxide concentrations from pre-industrial levels in 2025-2050.

We further recognize that there exists an IPCC scenario under stabilization of equivalent carbon dioxide concentrations at about twice pre-industrial levels which would occur towards the end of the next century.

Therefore we note that any future decisions to limit the adverse affect of human-induced greenhouse gas emissions will have to consider the ultimate need to stabilize greenhouse gas concentrations.

BRAZIL

20 bis We therefore call for the development of a world protocol on the climate change aspects of energy production and use, centred on the concepts of specific targets for a phased increase of energy efficiency, reduction of fossil fuel emissions, associated with specific mechanisms towards the adaptation of economies.

USA

- Para.2 Second sentence, insert: [prediction] after "This";
Delete "particularly" substitute with "historically"
Insert [continuing] before "accumulation"
Sentence would read:
This [prediction] is due mainly to the [continuing]
accumulation of greenhouse gases resulting from a
host of human activities, [particularly]
[historically] in the industrialized countries.
- Para.5 Bracket [additional] in last sentence.
- Para.6 Second sentence, insert: [free and unrestricted]
before "exchange of relevant data". In second sub-
para. last sentence, insert new text in brackets:

[WHO to take the lead and coordinate, through the
World Climate Programme, international scientific
activities related to climate and climate change.]
- Para.9 Bracket entire para.9.
- Para.10 Insert [net] before "emissions of greenhouse gases"
bracket [not controlled by the Montreal Protocol].
Bracket entire last sentence beginning with
["Obligations should be..."]
- Para.11 Bracket last sentence.
- Para.15 Bracket [additional financial resources] in second
sentence of Secretariat text.
- Para.23 Fourth sub-para., line 2 Bracket [conservation
Protocol or] insert [or Agreement] after convention]

First sentence would then read:

"We call for the development of a World Forest
[Conservation Protocol or] convention [or Agreement]"

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Proposal by the chairman at the end of this discussion

Title POLICY TARGETS FOR URGENT ACTION *

17. In order to achieve sustainable development, (1) [in all countries] [and to meet the needs of present and future generations, environmental measures must anticipate, prevent and attack the causes of environmental degradations] we must [may][will] base ourselves on the precautionary principle. (2) Environmental measures must anticipate, prevent and attack the causes of environmental degradation. (3) [Where there are threats of serious or irreversible damage,] lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation [which are justified in their own right.] [The measures adopted should take into account the different socio-economic contexts.]
18. The potentially serious consequences of climate change give sufficient reasons to begin [by] adopting response strategies that can be justified [in their own right] immediately [for other reasons] even in the face of significant uncertainties: [including] [phasing out of [[production and use of]] CFC-[[use]] emissions], efficiency improvements and conservation in energy supply, [and use] sustainable forest management, [afforestation schemes, proper land use planning,] use of cleaner and more efficient energy sources, review of agricultural practices. [Further actions should be pursued in a phased and flexible manner on the basis of, in the long-term goals and strategies, [at the national, regional or global level] taking advantage of scientific advance and technological development to meet both environmental and economic objectives.]
18. SAUDI ARABIA [alternative]
- [We note that a mechanism is being set up by WMO and UNEP to undertake the necessary intergovernmental negotiations on global warming.]

* Alternative title by USA: [POLICY CONSIDERATIONS]

- 1) Definition of sustainable development as agreed at the 15th session of UNEP Governing Council (Annex II UNEP/GC 15/L.37).
- 2) Saudi Arabia proposes to delete two last sentences and reference to precautionary principle.
- 3) Bangladesh proposes:
"Where there are threats of serious or irreversible damage, measures to prevent environmental degradation should be taken on the basis of full scientific certainty."

Secretariat compilation of Article 19
after discussion in plenary

(Stabilization and reduction of greenhouse gases) [not
controlled by the Montreal Protocol]

Para.19 We agree that the ultimate global objective should be to stabilize and reduce greenhouse gas concentrations [emissions] [noting that following the IPCC Report the long-lived gases such as CO₂, N₂O, and CFC could require immediate reductions in emissions from human activities of over 60% to stabilize their concentrations at today's levels; methane would require a 15-20% reduction.]

SWITZERLAND [Alternative]

[We agree that the ultimate global objective should be to stabilize greenhouse gas concentration at a level that would prevent anthropogenic interference with climate.]

USA Delete para.19.

UK Delete "reduce greenhouse gas concentrations".

Secretariat compilation of Article 20
after discussion in plenary

We stress, as a first step, the need to stabilize, while ensuring [stable] [sustainable] development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol. [Obligations should be equitably differentiated according to countries' respective responsibilities for causing and combatting climate change and their level of development.]

USA [Alternative]

[We recognize that the most effective response strategies, especially in the short-term, are those which are:

- . Justified for reasons other than climate change and also provide beneficial impacts on potential climate change;
- . Economically efficient and cost effective;
- . Able to serve multiple social, economic, and environmental purposes;
- . Easily modified to respond to increased scientific and economic understanding of climate change;
- . Compatible with the concept of sustainable economic growth and development;
- . Compatible with the concept of a comprehensive approach that deals with all sources and sinks of greenhouse gases;
- . Administratively practical and effective in terms of applications, monitoring, and enforcement; and
- . inclusive of obligations by both industrialized and developing countries.]

Secretariat compilation of Article 21
after discussion in plenary

Para.21 We agree that stabilization of [CO2 emissions]
[greenhouse gas emissions] [in particular CO₂
emissions] [not controlled by the Montreal Protocol]
should be achieved [jointly] by industrialized
countries by the year [2000]* and should be set at
[lowest possible] [present]** emission levels. [We
urge all countries to set achievable national targets
and programs to achieve those targets.]

USA [Alternative]

[We recommend that limitation and adaption strategies
be considered as an integrated package that
complement each other to minimize net costs. These
strategies should include measures which limit
emissions from greenhouse gas sources as well as
those which increase the ability of natural systems
to utilize greenhouse gases. A comprehensive
approach is needed which considers the costs of
reducing emissions of different greenhouse gases and
the effects of those reductions on potential climate
change.]

UK [Alternative]

We agree that stabilization of the global warming
potential of greenhouse gases should be achieved by
industrialised by the year [2000] and should be set
at [present] emission levels.

* Uruguay, Austria, Japan and Denmark propose to delete the
brackets.

** Uruguay, Austria, Denmark delete the brackets

USSR Delete the para. although USSR can agree with the
paras.19-23 proposed by Norway.

EARLIER HARM SEEN IN GLOBAL WARMING

Severe Damage in First Years
of Next Century Forecast
by Study for the U.N.

By WILLIAM K. STEVENS

After two years of study, an international group of scientists working under United Nations auspices has found that global warming could cause serious environmental damage starting in the early years of the next century, long before the maximum temperature levels predicted by many scientists are reached.

And for the first time, they recommended establishing limits beyond which the average global temperature and sea level should not be permitted to rise, lest the world be subjected to serious and ever-increasing risks.

These limits are well below the levels that another international scientific panel said last June will ultimately result if heat-trapping gases, mainly carbon dioxide, continue to pour into the atmosphere at the present rate.

A report issued yesterday also includes a detailed analysis of measures that might bring the expected warming under control and concludes that if the measures are aggressively pursued, the limits can be achieved.

Steps Toward Formal Treaty

The conclusions, recommendations and supporting analyses will furnish grist for the Second World Climate Conference starting in Geneva on Oct. 29, a gathering sponsored by the United Nations at which governments from around the world expect to take the first steps toward what they hope will be a formal treaty aimed at controlling global warming.

Two international groups of scientists have been studying the problem, both with United Nations sponsorship. One, operating as part of the Intergovernmental Panel on Climate Change, was formed in late 1988 to advise the governments attending the World Climate Conference. The other, which was formed in 1986 and was the progenitor of the intergovernmental panel, has no government affiliation but rather is an association of independent scientists called the Advisory Group on Greenhouse Gases.

The independent group's report, issued yesterday in London, Stockholm and New York, goes beyond the scientific assessment of the intergovernmental panel, made public last June, in attempting to set targets for the control of global warming.

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The independent group's report, issued yesterday in London, Stockholm and New York, goes beyond the scientific assessment of the intergovernmental panel, made public last June, in attempting to set targets for the control of global warming.

Among the practical measures that the scientists said might be taken to limit the warming were improved energy efficiency, greater reliance on natural gas, reforestation and the adoption of alternative energy sources that are both technologically and economically feasible. The sources include solar, wind, geothermal and biomass technologies. "Limiting emissions so we can stay below the minimums should be attainable," said Michael Oppenheimer, senior scientist for the Environmental Defense Fund, who was the chairman of the working group on control measures.

Rate of Increase Forecast

In June, the scientists advising the intergovernmental group predicted that under what it called the "business as usual" scenario, the average global temperature would rise by nearly two degrees Fahrenheit by the year 2025 and by more than five degrees by the end of the next century. The rate of increase, which scientists say is as important as the absolute increase because of the difficulty of adjusting to rapid climatic change, was predicted at about half a degree per decade.

In the report issued yesterday, the independent scientists said that to minimize the risk of environmental damage, the rate of increase should be held below one-fifth of a degree per decade.

An absolute increase beyond 1990 of more than about two degrees above pre-industrial levels, it said, "may elicit rapid, unpredictable and non-linear responses that could lead to extensive ecosystem damage." Non-linear responses refer, for example, to sudden jumps in global temperature rather than even, gradual increases.

The report last June of the intergovernmental scientific panel said that the world has already warmed by about half a degree to one degree since the industrial age began, but scientists do not know whether this rise was caused by greenhouse gases emitted as a result of human activity or whether it is attributable to natural climatic variability and therefore, possibly, is temporary.

'Severe Impacts' Without Action

The report said that the atmosphere may already contain enough heat-trapping gases to push the global temperature above the two-degree target. "This means that unless we take very prompt and significant actions to re-



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'Severe Impacts' Without Action

The report said that the atmosphere may already contain enough heat-trapping gases to push the global temperature above the two-degree target. "This means that unless we take very prompt and significant actions to reduce greenhouse emissions, we're very likely to experience severe impacts," said Peter Gleick, a co-chairman of the working group dealing with targets. He directs the global environmental programs of the Pacific Institute in Berkeley, Calif., a non-profit research institute.

The report established an "upper limit" of about 3.5 degrees in temperature increase since the start of the industrial age "beyond which the risks of grave damage to ecosystems, and of non-linear responses, are expected to increase rapidly."

While the voluminous study was reviewed in detail by other scientists before it was issued, not all authorities were initially prepared to give it unqualified endorsement.

"It sounds as if they've taken the worst-case scenarios and tried to make the case for a maximum effort," said William D. Nordhaus, a Yale University economist who cautioned that he had not yet had a chance to read the report. He has been the chairman or co-chairman of a number of National Academy of Sciences panels looking into global warming.



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WHAT'S NEW, Friday, 12 October 1990

Washington, DC

1. GORE ACCUSES WHITE HOUSE OF SABOTAGING CLIMATE NEGOTIATION!

In a hearing on coral bleaching yesterday, Sen. Albert Gore (D-TN) grilled John Knauss of NOAA, who will represent the US at the upcoming Second World Climate Conference (WN 5 Oct 90). Gore charged the US delegation with attempting to "weaken and dilute every proposal to actually do something." Knauss argued that it's too soon to get into details of CO2 stabilization. Gore complained that "Mr. Sununu is handling the climate negotiations the same way he handled the budget negotiations." He wondered why Knauss, a deputy administrator at NOAA, and not EPA head William Reilly, will be representing the US. A top EPA official commented privately that no one at EPA was eager to have Reilly undergo such a grilling. Like most scientists working on the problem, he said, Reilly's personal views differ from White House policy. Officials from the World Meteorological Organization feel the US government is not taking global warming seriously. A NOAA lawyer caused an uproar in Geneva when he answered the concerns of the minister of environment from low-lying Bangladesh about a rise in sea level: "Before you had cows, now you'll have fish."

2. SEMI-TOUGH COMMITTEE SANCTIONED SALE OF SEMI-GAS SYSTEMS. The Committee on Foreign Investment in the United States (CFIUS), is charged with reviewing proposed foreign takeovers for the President, who has authority to block such sales on national security grounds. CFIUS does not seem unduly alarmed; of 460 takeovers reviewed so far, only one was ever blocked. But in a hearing on Wednesday, Sen. Gore (he had a busy week) questioned approval of the acquisition of Semi-Gas Systems by Nippon Sanso. Semi-Gas has been an active participant in Sematech, a research consortium funded by US tax-payers and the semiconductor industry to compete with Japan; since 1988 the selling price of Semi-Gas rose from \$5M to \$23M. Sematech claims a confidentiality agreement, which was not in place prior to the sale, does not adequately protect their technology. Sematech was not consulted about the agreement, and first heard about it from the Wall Street Journal. "You've been taken to the cleaners," Gore declared to CFIUS officials.

3. AN OFFICE OF TECHNOLOGY ASSESSMENT REPORT ON SPACE DEBRIS, released yesterday, dampened jubilation at NASA over its first shuttle flight in over five months. Discovery sent the Ulysses spacecraft on a mission to investigate the polar regions of the Sun. According to OTA, the low-Earth orbits reached by the shuttle may be too cluttered with space junk to use in another decade. It's more bad news for Freedom, NASA's proposed orbiting pork barrel. A GAO report last April (WN 27 Apr 90) warned that the space debris model NASA used to design Freedom underestimated the hazard. Spy satellites also populate low-Earth orbits, and SDI envisions putting up 4,600 Brilliant Pebbles, exacerbating the problem of debris from space-weapons tests. The OTA report calls for international agreements to curb additional littering.

Robert L. Park (202) 232-0189

The American Physical Society

DRAFT MINISTERIAL DECLARATION

NORWAY

PREAMBLE

1. We, the Ministers from countries representing the world community met in Geneva, Switzerland, from 6 to 7 November 1990 at the Second World Climate Conference.
2. Being deeply concerned by the global climate change issue, we commit ourselves to take active and constructive steps in a global response.
7. We appreciate the work of the Intergovernmental Panel on Climate Change (IPCC) established by U.N.E.P. and W.M.O. and its First Assessment Report on the causes and effects of climate change. It has identified strategies to delay, limit or mitigate the impact of climate change, and at the request of United Nations General Assembly has proposed possible elements for inclusion in a convention on climate.

DEFINITION OF PROBLEM AND RISKS

8. From the IPCC report we note that global climate change poses environmental threat of a magnitude the world has never known before. Human activities which have lead to the emissions of greenhouse gases into the atmosphere have so far committed the Global Commons to an irreversible warming.

GLOBAL STRATEGY

9. Recognizing that climate change is a global problem of unique character, we consider that a global response must be decided and implemented without further delay based on the best available knowledge such as those resulting from the IPCC assessment. Recognizing further that the principle of equity should be the basis of any global response to climate change and the common but differentiated responsibility of countries, industrialized countries, which are responsible for most of the observed increase in the greenhouse gases' concentration in the atmosphere must take the lead, commit themselves to immediate action and provide resources and assistance to developing countries to help them in addressing climate change in a way compatible with their development needs. To this end there is a need to provide the necessary support, including new, additional and specific financial assistance to the developing countries.

I. ROLE OF SCIENCE IN IMPROVING OUR UNDERSTANDING, CAPACITY OF PREDICTION AND OUR RESPONSE TO CLIMATE CHANGE

12. We reaffirm that, in order to reduce uncertainties, to increase our ability to predict (including early

identification of as yet unknown climate-related problems) and to design scientifically sound response strategies, there is a need to strengthen both national and international activities in research, monitoring, and data and information exchange related to climate change. We stress that special efforts be directed to key areas of uncertainty.

II. TARGETS FOR URGENT POLICY ACTION

(Precautionary measures)

17. In order to achieve sustainable development, we must base ourselves on the precautionary principle. Environmental measures must anticipate, prevent and attack the causes of environmental degradation. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation.
18. The potentially serious consequences of climate change give sufficient reasons to begin adopting response strategies that can be justified immediately even in the face of significant uncertainties: phasing out of CFC-emissions, efficiency improvements and conservation in energy supply, sustainable forest management, use of clearer and more efficient energy sources, review of agricultural practices.

(Stabilization and reduction of greenhouse gases)

19. We agree that the ultimate global objective should be to stabilize and reduce greenhouse gas concentrations.
20. We stress, as a first step, the need to stabilize, while ensuring stable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol.
21. We agree that stabilization of greenhouse gas emissions should be achieved by industrialized countries by the year [2000] and should be set at [present] emission levels.
22. We stress, in establishing emissions reduction targets, the need for a sound and equitable basis for setting such targets and the need for cost-effective measures to reach the targets.
23. We recommend that the specifications of the obligation to stabilize and reduce greenhouse gases emissions be realized in the form of separate Protocols to the Climate Convention. Some of these protocols could be negotiated concurrently with the framework convention.

(Special Situation of Developing countries)

24. We recognize that emissions from developing countries with, their as yet, relatively low energy requirements, and which can reasonably be expected to grow in step with their development may have targets that accommodate that development. Developing countries should, within the limits feasible, take measures to suitably adopt their economies. Recognizing the poverty that prevails among the populations of developing countries, it is natural that achieving economic growth is

given priority by them. We recommend that new and additional resources should progressively be mobilized to help developing countries take the necessary measures to address climate change consistent with their development needs.

26. We further recommend that consideration should be given to the need for funding facilities including the proposed World Bank/UNEP/UNDP "Global Environmental Facility". Such funding should eventually be related to the implementation of the climate convention and associated protocols.

(Economic instruments)

31. Economic or market based instruments frequently offer the potential of achieving environmental improvements at lower costs than through regulatory mechanisms. We recommend that new policies at both the national and international level be established making extensive use of economic instruments in conjunction with a balanced mix of regulatory approaches in order to increase efficiency.

Such instruments could include:

- (i) taxes on environmentally damaging activities and energy inefficient product
- (ii) emission trading (tradeable permits/allowances)
- (iii) reduction or, wherever possible, elimination of subsidies to energy intensive and other activities that induce climate change
- (iv) other measures such as emission charges and fees deposit refund systems and fiscal incentive

(Role of the Energy and Transport Sector)

We note that the energy sector presently accounts for nearly half of the man-made greenhouse effect and is projected to increase substantially. We recognize that an environmentally sound development must include policies which will achieve a sustainable energy system and take the environmental costs and benefits of energy fully into account. We urge the promotion of energy efficiency as the most cost effective immediate measure for reducing energy-related emissions of atmospheric pollutants, in particular CO₂.

(Technology development)

We recognize that there is no single quick-fix technological option for limiting greenhouse gas emissions. However, we are convinced that technological breakthrough is a key element of any long-term strategy that deals with climate change in a way that meets the goal of sustainable development. Therefore, we urge all countries, the industrialized countries in particular, to intensify their efforts and international cooperation in development of "new" and "green" technologies.

(Transfer of technology)

33. We urge that relevant technology be utilized by all sectors in all countries to the full extent possible and further urge all countries, industrialized and developing, to identify and take effective measures to remove barriers to the dissemination of the best available technology. There is a need for the rapid transfer to the developing countries, on a preferential basis, of technologies for addressing climate change.

(Forestry)

34. We recognize that the conservation of the world's forests is of crucial importance for global climatic stability, particularly having regard to the important contribution of forest destruction to global warming through the emission of carbon-dioxide, methane and other trace gases.

We stress the need to reduce the rate of deforestation and to enhance the potential of the world's forests as a sink for greenhouse gases, through vigorous programmes of reforestation and afforestation.

We endorse the target included in the Noordwijk Declaration of achieving net global forest growth of 12 million hectares per year, through conservation of existing forests and through aggressive programmes of reforestation and afforestation.

(Desertification)

36. We recommend that precautionary measures be adopted by donors in collaboration with the countries concerned, i.a. through stepped-up financial contributions, to counter the increasing degradation of the productive resource base in areas affected by drought and desertification.

III. GLOBAL FRAMEWORK CONVENTION ON CLIMATE CHANGE

37. We endorse the recommendations adopted 26 September 1990 by the Ad hoc-working group of government representatives to prepare for negotiations on a framework convention on climate change. We call for such negotiations to begin without delay after a decision is taken by the 45th Session of the UNGA recommending ways, means and modalities for further pursuing these negotiations. We urge all countries to join in these negotiations, with the aim of completing negotiations to ensure adoption of a Climate Convention and other relevant legal instruments by the time of the UN Conference on Environment and Development in 1992. We welcome the offer of the Government of the US to host the first negotiating meeting.
38. We recommend that such negotiations take account of the possible elements compiled by the IPCC, and that the Climate Convention be framed in such a way as to gain the support of the largest possible number of countries while allowing timely action to be taken. We stress, given the complex and multi-faceted nature of the problem of climate change, the need for new and innovative solutions.

IV. INFORMATION AND PUBLIC AWARENESS

41. We believe that a well informed public is essential for addressing and coping with as complex an issue as climate change and urge countries, in particular, to encourage wide participation of all sectors of the population in addressing climate change issues and developing appropriate responses.



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* The oceans are at once the
victim of and the
global climatic change.
death of corals.

2nd ACC

10/9/90

2 sets of Negs. Richard Hott Conf
Law
D&Hk

24-60 → let key up for
the convention negs for
next yr

7-8-9 → draft mandated
deleg

Bob Rhenishes w/ State headed
delegation

J.R. Spradley here for Commerce
his involvement re Bangladesh



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Very slow / tedious

*Spindley = a U.S. Embassy of
an personal agenda.*

*Things to pursue
official policy / procedural*

① *US has come out as the
record will not complete*

*any legal agreement to formal
at best will support*

*development of a formal
convention but avoid of
any agent.*

*Since 29th - 6 days in Washington
name on 1st then ministerial
draft.*



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- ② Brazil has moved to have
conventions conducted at
in UN Gen Assembly -
political orientation
US didn't go on the
road for this
Brazil plans to be
alone; most of other LDC's
& Africans want UNCTAMO
forum
- ③ Saudi Arabia - "51st State"?!
- exclusion of the U.S. delegates.
unusually alliance.
- ④ Leadership Council on Climate Policy -
primary grp. at ABC House - in
ambitious communication at US deleg.
*



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Annex ^{Bonnin-}
Rouéret

Climate Network Europe -
Brussels

3-2-2-5129360

6673 = fax

EC - good likelihood of stabilizing by 2005 at
European Free Trade Area ¹⁹⁹⁰ levels.
Cook - Sweden has backed
Germany committed to reduce 25%
to allow ^{work} legis power
before end of yr. Will be
marginalized.

4th. conf. of
S. H. Hojas
-- EDF --
10. 5. 90



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17 WMO & ONTP work provide
the forum for negotiations
conf. I's in aspect of Secretary
handle - fundations, spec.
assessment of available capacity
of these orgs - do they have the
resources / people.

What plans making to ensure
resources avail?

US will control by Reserve



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Scott Higgins

NOAA -- Caribb. & S. Pacific
— UNOP Regional Seas Program
development of a
regional plan of action
Mediterranean Project

* develop treaties.

Karibbean Coments are
a participant

S. Pacific Regional Program
+ we a participant

* is that NOAA doing there



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Tom Doughty } 377 8196
Art Patterson } NOAA.
Regional Seas Program &
NOAA's involvement.

Geneva - see World Climate Day
What is US's intention

heads of states @ mtg
Matscher

Why is US downplayer?

Ministry policy side -
doesn't want to negotiate.

EC + some form of common
CO₂ by then.

CFMA (Switzerland, etc.) will
probably follow suit.



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oppy for good blueprint
for climate convention &
for industrialized countries
as more for a treaty plan
also / kill trees not being

J.R. Spradley - Kansas delegate
US was helpful at NGO's
getting into planning
sessions.

* Bangladesh → "Come now;
you'll have fish later!"

Developing countries - Ask
Nixon forest agreement & Energy
Ministerial Agreement -- Botswana/India →



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Can't make this just a
policy issue → steep slope of
coal / fossil fuels.

Procedural concerns not
reported

Does not proceed to Climate
Conference.

Deliberation

- What kind of US members
on first round with Climate

A - Energy issues ^{mining} _{abroad}
- Role of ag. issues



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role of WTO WTO
enhanced coord
monetary & GATT → implications
of these programs on climate
change.

* Parade of US in proposed
framework & tech. issues.
Does the US have a special
interest in global climate
& protection. Act.
What is it going to do.



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Other countries are taking seriously; develop options.

* Rec

Swiss - off. & collaboration
Coop. member in
Switz.

New Zealand on hd
Island nations.

Bangladesh, Pacific Is.

India, Canada.

Various { Brazil, Mexico, China
Stm

US + Saudi Arabia.

* describe Admin. decisions -
making apparatus in this.
Feb 4-11 - ad will host 1st



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Specific tasks / further role
for the IPCC.
to put adequate legal instruments

take Vienna Convention & Δ
the words.

job administration for 1992
preparatory conf.
is there a ~~task~~.

Didn't ministers say really
important to be productive
how use energy - focus on
Renewables.

just Nordvik - just word AD??



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view of US as to what the
General Assembly
who shall chair the negotiations
Congressional participation

NGO community not briefed
before any of the meetings.
what is your view of how shall
involve public & Congress
→ decision-making
process.

P.L.S. quantify precisely what
you mean.
* econ. analysis
* competitive -- Germans & Japanese

of Global Climate & ad-
vance policy through EPA
→ but no due date →

**PHOTOCOPY
PRESERVATION**

been agreed in the plenary

Adams

PREAMBLE

1. We, the Ministers from countries representing the world community met in Geneva, Switzerland, from 6 to 7 November 1990 at the Second World Climate Conference.
2. We note that while climate has varied in the past and there is still a large degree of scientific uncertainty, the rate of climate change predicted by the Intergovernmental Panel on Climate Change (IPCC) to occur over the next century is unprecedented. This is due mainly to the accumulation of greenhouse gases, resulting from a host of human activities since the industrial revolution, particularly in industrialised countries. Such climate change could pose an environmental threat of a magnitude hitherto unknown, and could severely jeopardize the social and economic development of some areas, and could in some cases even threaten habitability.
3. We appreciate the work of the World Climate Programme (WCP) during the past decade which has improved understanding of the causes, processes and effects of climate and climate change. We also congratulate the Intergovernmental Panel on Climate Change (IPCC), established by the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO) on its First Assessment Report on the causes and [possible] effects of climate change. It has identified strategies to limit and adapt to climate change, and in the light of the United Nations General Assembly resolutions, has identified possible elements for inclusion in a framework convention on climate change.
4. Recognising climate change as a common concern of mankind, we commit ourselves to take active and constructive steps in a global response.

Meet
 Fri Sat - Sun
 4-7 on Min
 Dec

Proposal para.2 line 9: include [potential] after "such"
 Proposal para.2 to delete "and could in some cases even threaten habitability" and replace by: [Many believe that in some cases it even threatens survival, specially for small islands, low-lying, coastal, arid and semi-arid countries.]
 Proposal para.4 add at the end: [without prejudice to sovereignty of states.]

209 (China) / Topkop Bulgaria
 ↓ continue for consultation
 209 summit chair drafting group
 Can chair in Moscow have meeting with us re used business

GLOBAL STRATEGY

5. Recognizing that climate change is a global problem of unique character, we consider that a global response [which ensures the stable development of the world economy] must be decided and implemented without further delay based on the best available knowledge such as that resulting from the IPCC Assessment. Recognizing further that the principles of equity and the common but differentiated responsibility of countries should be the basis of any global response to climate change, industrialized countries must take the lead and commit themselves to immediate action and enter into and strengthen cooperation with developing countries to enable them to adequately address climate change without hindering their national development goals and objectives. Developing countries must, within the limits feasible, commit themselves to appropriate action in this regard. To this end there is a need to contribute [new and] additional, adequate financial resources and transfer of technology on a [preferential] [fair and equitable] basis.

alternative

We recognize that climate change is a global problem of unique character, we also recognize that these exists many uncertainties in the fields of science, economics, plus the effecativeness at response options in limiting or averting Potential climate change.

I. ROLE OF SCIENCE IN IMPROVING OUR UNDERSTANDING, CAPACITY OF PREDICTION AND OUR RESPONSE TO CLIMATE CHANGE

6. We reaffirm that, in order to reduce uncertainties, to increase our ability to predict climate and climate change on a global and regional basis, including early identification of as yet unknown climate-related issues, and to design sound response strategies, there is a need to strengthen both national and international, and if necessary regional activities in science. We recognize that commitments by governments are essential to sustain and strengthen the necessary research and monitoring programmes and the exchange of relevant data and information, with due respect to national sovereignty. We stress that special efforts must be directed to key areas of uncertainty.

We maintain that there is a need to intensify research on the social and economic implications of climate change. We commit ourselves to promoting the full participation of developing countries in these efforts. We pledge our full support to the needs of the World Climate Programme including contributions to the WMO Special Fund for Climate and Atmospheric Environmental Studies. The magnitude of the problem being addressed is such that no nation can tackle it alone and we stress the need to strengthen international cooperation. In particular, we ask the [World Climate Programme] [WMO] [**and other international organisations**] to take the lead internationally in coordinating climate and climate change related scientific studies.

alternative: to add at the beginning of the para.

We reaffirm the scientific consensus that global warming is taking place owing to the greenhouse effect; and that the continued emission of greenhouse gases, [especially carbon dioxide,] is committing the earth to significant future warming.

II. POLICY TARGETS FOR URGENT ACTION *

(Precautionary measures)

7. In order to achieve sustainable development, (1) in all countries and to meet the needs of present and future generations, environmental measures must anticipate, prevent and attack the causes of environmental degradations. we must [may][will] base ourselves on the precautionary principle. (2) Environmental measures must anticipate, prevent and attack the causes of environmental degradation. (3) Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation [which are justified in their own right]. The measures adopted should take into account the different socio-economic contexts.

-
- * Alternative title:
[POLICY CONSIDERATIONS]
- 1) Definition of sustainable development as agreed at the 15th session of UNEP Governing Council (Annex II UNEP/GC 15/L.37).
 - 2) Proposal to delete two last sentences and reference to precautionary principle.
 - 3) Proposal:
"Where there are threats of serious or irreversible damage, measures to prevent environmental degradation should be taken on the basis of full scientific certainty."

8. The potentially serious consequences of climate change give sufficient reasons to begin by adopting response strategies that can be justified (1) immediately [for other reasons] even in the face of significant uncertainties: [including] [phasing out of [production] and use of CFC emissions], efficiency improvements and conservation in energy supply and use, sustainable forest management, afforestation schemes, proper land use planning, use of cleaner and more efficient energy sources, review of agricultural practices. Further actions should be pursued in a phased and flexible manner on the basis of, in the long-term goals and strategies, at the national, regional or global level taking advantage of scientific advance and technological development to meet both environmental and economic objectives.

alternative

We note that a mechanism is being set up by WMO and UNEP to undertake the necessary intergovernmental negotiations on global warming.

alternative: after "uncertainties" line 4

and in view of the potential risks of survival especially for small islands, low-lying, coastal, arid and semi-arid countries.

-
- 1) Proposal after "justified" in the third line to insert: [in their own right]

(Stabilization and reduction of greenhouse gases [not controlled by the Montreal Protocol]) (1)

9. We agree that the ultimate global objective should be to stabilize [and reduce] greenhouse gas concentrations [emissions]. We agree that the ultimate global objective should be to stabilize greenhouse gas concentration at a level that would prevent anthropogenic interference with climate. [noting that following the IPCC Report the long-lived gases such as CO₂, N₂O, and CFC could require immediate reductions in emissions from human activities of over 60% to stabilize their concentrations at today's levels; methane would require a 15-20% reduction.]

Ref: 11/1/89

-
- .
1) Proposal to delete para.9
Remark: Ministers are reminded of the analytical work of the IPCC on greenhouse gas emission targets as recommended by the Noordwijk Ministerial Declaration in November 1989.

10.

We stress, as a first step, the need to stabilize, while ensuring sustainable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol. Obligations should be equitably differentiated according to countries' respective responsibilities for causing and combatting climate change and their level of development.

alternative

We recognize that the most effective response strategies, especially in the short-term, are those which are:

- . Justified for reasons other than climate change and also provide beneficial impacts on potential climate change;
- . Economically efficient and cost effective;
- . Able to serve multiple social, economic, and environmental purposes;
- . Easily modified to respond to increased scientific and economic understanding of climate change;
- . Compatible with the concept of sustainable economic growth and development;
- . Compatible with the concept of a comprehensive approach that deals with all sources and sinks of greenhouse gases;
- . Administratively practical and effective in terms of applications, monitoring, and enforcement; and
- . inclusive of obligations by both industrialized and developing countries.

11. We agree that stabilization of [in particular CO₂ emissions] [greenhouse gas emissions] [not controlled by the Montreal Protocol] [the global warming potential of greenhouse gases] should be achieved [jointly] by industrialized countries by the year [2000]* and should be set at [lowest possible] [present]** emission levels. We urge all countries to set achievable national targets and programs to achieve those targets.

alternative

We recommend that limitation and adaption strategies be considered as an integrated package that complement each other to minimize net costs. These strategies should include measures which limit emissions from greenhouse gas sources as well as those which increase the ability of natural systems to utilize greenhouse gases. A comprehensive approach is needed which considers the costs of reducing emissions of different greenhouse gases and the effects of those reductions on potential climate change.

* Proposal to delete the brackets.
** Proposal to delete the brackets
Proposal to delete the para.

12.

We urge industrialized countries to establish greenhouse gases [especially CO₂] [reduction programmes aiming at achieving at least 20% reduction of] [their current contribution to global warming potential], [its contribution to actual global warming potential] [possibly by the year 2005] and in [any case not later than the year 2010] [and appeal to all developing countries to establish their programmes equivalent to their status of development.]

alternative

We stress, [in establishing emissions reduction targets, the need for a sound and equitable basis for setting such targets and the need for cost-effective measures to reach the targets.] [that if emissions reduction target were to be established.] [We note the differences today within the industrialized countries in the per capita emissions and urge the countries which have the highest rate to reduce these differences due to account being taken of their specificities.]

alternative

We urge industrialized countries to establish greenhouse gas reduction programmes to reduce their current contribution to global warming and aiming at a 20% reduction of CO₂-emissions of 1988 levels by the year 2005 and in any case not later than the year 2010, and appeal to all developing countries to establish programmes equivalent to their status of development.

Proposal to delete

13.

[We recognize that countries with, as yet, relatively low energy requirements, and which can be reasonably expected to grow in step with their development, may have targets that accommodate that development.]

countries should, within the limits feasible, take measures to suitably adapt their economies. >

14. We recommend that [any] [the] specification[s] of the obligation[s] [if any] to stabilize and [or] reduce [net] greenhouse gas[es] emissions [may] be realized in the form of [a] separate Protocols to the Climate Convention. [Some of these protocol[s] could be [negotiated [[concurrently with the [framework] convention.]](1)[as expeditiously as possible.]] [developed on the basis of consensus decisions by the negotiating body.]

1) Proposal to delete the last sentence: "Some ... convention"

14 bis We urge industrialized countries to establish greenhouse gases reduction programmes aiming at achieving [at least 20%] reduction of their current contribution to global warming potential, [possibly by the year 2005] and in any case not later than the year 2010.

Proposal to retain this para. if new para.12 is not retained in the form proposed by the Secretariat.
Proposal: para. should be put in brackets

(Economic situation of certain countries)

SECRETARIAT TEXT

15. We recognize that developing countries with, as yet, relatively low energy requirements, which can reasonably be expected to grow in step with their development, may have targets that accommodate that development. We also recognize that additional financial resources [will] [may] have to be made available to developing countries to enable them to limit their net emissions of greenhouse gases while ensuring a steady development of their economies;

NORWAY [alternative]

We recognize that emissions from developing countries with, their as yet, relatively low energy requirements, and which can reasonably be expected to grow in step with their development may have targets that accommodate that development. Developing countries should, within the limits feasible, take measures to suitably adopt their economies. Recognizing the poverty that prevails among the populations of developing countries, it is natural that achieving economic growth is given priority by them. We recommend that new and additional resources should progressively be mobilized to help developing countries take the necessary measures to address climate change consistent with their development needs.

(Funding)

16. We recommend that consideration should be given to the need for funding facilities [including the proposed World Bank/UNEP/UNDP "Global Environmental Facility"] [a clearing house mechanism] [and a possible new international fund] composed of [new and] additional financial resources for developing countries taking into account existing multilateral and bilateral mechanisms. Such funding should be related to the implementation of the framework climate convention. In the meantime industrialized countries are urged to co-operate with developing countries to support immediate action addressing climate change and sea level rise without imposing any new conditionality on developing countries.

17. "We recommend further that the scope of needed resources be assessed. Such assessments to be conducted as soon as possible should include inter alia country studies and mechanisms to meet the financing needs identified [similar to the approaches developed under the Montreal Protocol.]

18. International funding should be directed in priority to the sectors identified by the IPCC report, in particular:

- (i) promoting efficient use of energy
- (ii) arranging rapid transfer of technology on a [preferential] [fair and equitable] basis to, developing countries and technology development in these countries
- (iii) co-operating with developing countries to enable their full participation in international meetings on climate change.
- (iv) enhancing observational network, particularly in developing countries, to facilitate conducting research, monitoring and assessment of climate change.

Funding should also be directed to the creation of regional centers to organize information networks on climate change in developing countries.

(Economic instruments)

19. Economic or market based instruments frequently offer the potential of achieving environmental improvements at lower costs than through regulatory mechanisms. [We recommend that policies at the national and international level make extensive use of economic instruments] [appropriate to each country's socio-economic conditions] in conjunction with a balanced mix of regulatory approaches. [Such instruments could include taxes and charges, emission trading (tradeable permits/allowances), [subsidies], [elimination of subsidies to activities that induce climate change] and other measures such as fees and, deposit refund systems.]

alternative: add a new sentence

It is evident that the question of adoption of any form of Economic instrument raises many complex and difficult issues. Careful and substantive analyses of all implications of such instruments are needed.

"Energy"

20. We note that energy production and use account for nearly half of the enhanced radiative forcing resulting from human activities and is expected to increase its contribution in the absence of appropriate response actions. We recognize the promotion of energy efficiency as the most cost effective immediate measures, in many countries, for reducing energy-related emissions of greenhouse gases, in particular CO₂ while other options such as no or lower greenhouse gas emitting energy sources should be pursued. Transport energy use attracts special attention of many of us in the light of its role in many industrialised countries and of its expected importance in many developing countries.

(Role of the Energy and Transport Sector)

alternative

We note that the energy and transport sector presently accounts for nearly half of the man-made greenhouse effect and is projected to increase substantially. We recognize that an environmentally sound development must include policies which will achieve environmentally sustainable energy system [and take the environmental costs and benefits of energy fully into account.] We urge the promotion of energy conservation and of energy efficiency demand management and fuel switching as the most cost effective immediate measure for reducing energy-related emissions of atmospheric pollutants, [in particular CO₂.]

(Cont'd)

(Technology development and transfer of technology)

21. We recognize that there is no single quick-fix technological option for limiting greenhouse gas emissions. However, we are convinced that technological innovation as well as social behaviour and institutional adaptations is a key element of any long-term strategy that deals with climate change in a way that meets the goal of sustainable development. Therefore, we urge all countries, the industrialized countries in particular, to intensify their efforts and international cooperation in [technological research] development and dissemination of [deployment, including improvement and reassessment of existing technologies.] [environmental favourable] "new" and ["green"] [renewable energy] technologies.]

22.

We urge that [environmentally sound] technology be utilized by all sectors in all countries to the full extent possible and further urge all countries, industrialized, and developing, and least developed to identify and take effective measures to remove barriers to the dissemination of the best environmentally safe technology. There is a need for the effective transfer to the developing countries, [on a preferential and non-commercial basis] [on a preferential and affordable basis] [on favourable terms], of technologies for addressing climate change.

(Forestry)

23. We recognize that the conservation of the world's forests in their role as reservoirs and sinks of greenhouse gases along with other measures are/is of [crucial] [significant] importance for global climatic stability, [as well as the state of the environment in general] particularly having regard to the important contribution of forest destruction to global warming through the emission of carbon-dioxide, methane and other trace gases.

We stress the need to reduce the rate of deforestation [in consonance with the objective of sustained yield development] and to enhance the potential of the world's forests as a sink for greenhouse bases, [through vigorous programmes of reforestation and afforestation.] [through improved management of existing forests and vigorous programmes of reforestation and afforestation.]

[We endorse the target included] [We urge the earliest completion of the feasibility assessment called for] in the Noordwijk Declaration of achieving net global forest growth of 12 million hectares per year, through conservation of existing forests and through aggressive programmes of reforestation and afforestation.

We call for the development of a World Forest Conservation Protocol or Convention, covering boreal temperate subtropical and tropical forests in the context of or in association with a Climate Convention.

We call on all countries to strengthen [and reform] [support and extend] the Tropical Forests Action Plan [to enable it to tackle forestry programmes effectively,] [process to all countries with tropical forests,] to strengthen the role of the [Food and Agriculture Organization and] International Tropical Timber Organisations and to support the countries concerned to implement sustainable management of forests through enhanced and well coordinated international cooperation.

We also recognize that forests and forest products play a key social and economic role in many nations and communities.

We acknowledge that increasing population and economic growth would result in greater conversion of forest lands to other uses, unless offset by increased productivity in activities sustained by current land uses.

We affirm and recognize the sovereign rights of all countries to make use of their natural resources.

alternative to sub-para.1

"We recognize that the conservation of the world's forests is of crucial importance for global climatic stability, as well as the conservation of biological diversity, and the protection of soil stability and of the hydrological system. Forest destruction contributes to global warming through the emission of carbon-dioxide, methane and other trace gases.

alternative for the three last lines of sub-para.1

"...of forest as a sink for carbon-dioxide, and other trace gases."

Proposal to delete sub-paras. 4 to 8
in order to get balance with para.20
(Energy)

24.

We call finally for the development of a World Forest Conservation [Protocol or Convention,] [Convention or Agreement] covering temperate, boreal, subtropical and tropical forests, in the context of or in association with a Climate Convention which also addresses energy-related and other greenhouse gas emissions. The specific elements of such a protocol or convention are a matter for international negotiations which should begin at an early date. These elements may include: fundamental research, tropical and subtropical forest planning, measures to use, protect and reforest, international trade, financial assistance and possible national, regional and international targets for conservation, reforestation and afforestation.

alternative

We recommend that discussions on the protection and management of boreal, temperate, sub-tropical and tropical forest ecosystems must be well coordinated and compatible with other possible types of action related to reduction of emission of greenhouse gases, rational utilisation of biological diversity, financial assistance and the need for more favourable market conditions for timber and timber products that might be taken up by the Food and Agriculture rganisation, the United Nations Environment Programme, the World Meteorological Organisation and the International Tropical Timber Organisation.

alternative

We recommend a forest protocol to be developed in parallel to the Framework Convention on climate change, dealing especially with the role of forests as reservoirs and sinks for greenhouse gases. We further note with interest the initiative to develop a legal instrument on the protection and management of forests to stimulate positive forest actions and address threats to the world's forest. These considerations should take into account the work of IPCC but not delay or complicate ongoing negotiations of a Framework Convention on climate change and related legal instruments.

(Desertification, drought and land degradation)

25. We recommend that [precautionary] [appropriate] measures be [adopted] [developed] by the countries concerned in collaboration with donors [i.e. through stepped-up financial contributions,] **scientific contribution** to counter the increasing degradation of **water resources as well as the productive resource base** in areas affected by drought, desertification and land degradation.

We also recommend that similar measures be adopted to address the funding needs of low-lying coastal and small vulnerable island countries, some of whose very existence is placed at risk by to rise in sea levels resulting from climate change

alternative

We recommend that precautionary measures be adopted by the countries concerned in collaboration with donors to counter...

alternative

We recommend that regional and/or sub-regional studies on these subjects be undertaken to cover the impacts of climate change in the following fields:

- (i) Drought;
- (ii) Desertification;
- (iii) Water resources and their evolution;
- (iv) Agriculture (positive and negative impacts);
- (v) [Energy]; [Salinization]
- (vi) [Forests] [Reforestation]
- (vii) **Socio-economic aspects**

These studies should lead to the development of scenarios and short-, medium- and long-term measures for mitigation of drought and stopping and reversing desertification for the attention of economic and political decision makers.

Population

26. We note that a large, projected increase in world population will be a major factor in causing the projected increase in global greenhouse gases. We recognise that global climate change strategies should take into account the need to deal with this issue.

DRAFT MINISTERIAL DECLARATION

NORWAY

PREAMBLE

1. We, the Ministers from countries representing the world community met in Geneva, Switzerland, from 6 to 7 November 1990 at the Second World Climate Conference.
2. Being deeply concerned by the global climate change issue, we commit ourselves to take active and constructive steps in a global response.
7. We appreciate the work of the Intergovernmental Panel on Climate Change (IPCC) established by U.N.E.P. and W.M.O. and its First Assessment Report on the causes and effects of climate change. It has identified strategies to delay, limit or mitigate the impact of climate change, and at the request of United Nations General Assembly has proposed possible elements for inclusion in a convention on climate.

DEFINITION OF PROBLEM AND RISKS

8. From the IPCC report we note that global climate change poses environmental threat of a magnitude the world has never known before. Human activities which have lead to the emissions of greenhouse gases into the atmosphere have so far committed the Global Commons to an irreversible warming.

GLOBAL STRATEGY

9. Recognizing that climate change is a global problem of unique character, we consider that a global response must be decided and implemented without further delay based on the best available knowledge such as those resulting from the IPCC assessment. Recognizing further that the principle of equity should be the basis of any global response to climate change and the common but differentiated responsibility of countries, industrialized countries, which are responsible for most of the observed increase in the greenhouse gases' concentration in the atmosphere must take the lead, commit themselves to immediate action and provide resources and assistance to developing countries to help them in addressing climate change in a way compatible with their development needs. To this end there is a need to provide the necessary support, including new, additional and specific financial assistance to the developing countries.

I. ROLE OF SCIENCE IN IMPROVING OUR UNDERSTANDING, CAPACITY OF PREDICTION AND OUR RESPONSE TO CLIMATE CHANGE

12. We reaffirm that, in order to reduce uncertainties, to increase our ability to predict (including early

identification of as yet unknown climate-related problems) and to design scientifically sound response strategies, there is a need to strengthen both national and international activities in research, monitoring, and data and information exchange related to climate change. We stress that special efforts be directed to key areas of uncertainty.

II. TARGETS FOR URGENT POLICY ACTION

(Precautionary measures)

17. In order to achieve sustainable development, we must base ourselves on the precautionary principle. Environmental measures must anticipate, prevent and attack the causes of environmental degradation. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation.
18. The potentially serious consequences of climate change give sufficient reasons to begin adopting response strategies that can be justified immediately even in the face of significant uncertainties: phasing out of CFC-emissions, efficiency improvements and conservation in energy supply, sustainable forest management, use of clearer and more efficient energy sources, review of agricultural practices.

(Stabilization and reduction of greenhouse gases)

19. We agree that the ultimate global objective should be to stabilize and reduce greenhouse gas concentrations.
20. We stress, as a first step, the need to stabilize, while ensuring stable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol.
21. We agree that stabilization of greenhouse gas emissions should be achieved by industrialized countries by the year [2000] and should be set at [present] emission levels.
22. We stress, in establishing emissions reduction targets, the need for a sound and equitable basis for setting such targets and the need for cost-effective measures to reach the targets.
23. We recommend that the specifications of the obligation to stabilize and reduce greenhouse gases emissions be realized in the form of separate Protocols to the Climate Convention. Some of these protocols could be negotiated concurrently with the framework convention.

(Special Situation of Developing countries)

24. We recognize that emissions from developing countries with, their as yet, relatively low energy requirements, and which can reasonably be expected to grow in step with their development may have targets that accommodate that development. Developing countries should, within the limits feasible, take measures to suitably adopt their economies. Recognizing the poverty that prevails among the populations of developing countries, it is natural that achieving economic growth is

given priority by them. We recommend that new and additional resources should progressively be mobilized to help developing countries take the necessary measures to address climate change consistent with their development needs.

26. We further recommend that consideration should be given to the need for funding facilities including the proposed World Bank/UNEP/UNDP "Global Environmental Facility". Such funding should eventually be related to the implementation of the climate convention and associated protocols.

(Economic instruments)

31. Economic or market based instruments frequently offer the potential of achieving environmental improvements at lower costs than through regulatory mechanisms. We recommend that new policies at both the national and international level be established making extensive use of economic instruments in conjunction with a balanced mix of regulatory approaches in order to increase efficiency.

Such instruments could include:

- (i) taxes on environmentally damaging activities and energy inefficient product
- (ii) emission trading (tradeable permits/allowances)
- (iii) reduction or, wherever possible, elimination of subsidies to energy intensive and other activities that induce climate change
- (iv) other measures such as emission changes and fees deposit refund systems and fiscal incentive

(Role of the Energy and Transport Sector)

We note that the energy sector presently accounts for nearly half of the man-made greenhouse effect and is projected to increase substantially. We recognize that an environmentally sound development must include policies which will achieve a sustainable energy system and take the environmental costs and benefits of energy fully into account. We urge the promotion of energy efficiency as the most cost effective immediate measure for reducing energy-related emissions of atmospheric pollutants, in particular CO₂.

(Technology development)

We recognize that there is no single quick-fix technological option for limiting greenhouse gas emissions. However, we are convinced that technological breakthrough is a key element of any long-term strategy that deals with climate change in a way that meets the goal of sustainable development. Therefore, we urge all countries, the industrialized countries in particular, to intensify their efforts and international cooperation in development of "new" and "green" technologies.

(Transfer of technology)

33. We urge that relevant technology be utilized by all sectors in all countries to the full extent possible and further urge all countries, industrialized and developing, to identify and take effective measures to remove barriers to the dissemination of the best available technology. There is a need for the rapid transfer to the developing countries, on a preferential basis, of technologies for addressing climate change.

(Forestry)

34. We recognize that the conservation of the world's forests is of crucial importance for global climatic stability, particularly having regard to the important contribution of forest destruction to global warming through the emission of carbon-dioxide, methane and other trace gases.

We stress the need to reduce the rate of deforestation and to enhance the potential of the world's forests as a sink for greenhouse gases, through vigorous programmes of reforestation and afforestation.

We endorse the target included in the Noordwijk Declaration of achieving net global forest growth of 12 million hectares per year, through conservation of existing forests and through aggressive programmes of reforestation and afforestation.

(Desertification)

36. We recommend that precautionary measures be adopted by donors in collaboration with the countries concerned, i.a. through stepped-up financial contributions, to counter the increasing degradation of the productive resource base in areas affected by drought and desertification.

III. GLOBAL FRAMEWORK CONVENTION ON CLIMATE CHANGE

37. We endorse the recommendations adopted 26 September 1990 by the Ad hoc-working group of government representatives to prepare for negotiations on a framework convention on climate change. We call for such negotiations to begin without delay after a decision is taken by the 45th Session of the UNGA recommending ways, means and modalities for further pursuing these negotiations. We urge all countries to join in these negotiations, with the aim of completing negotiations to ensure adoption of a Climate Convention and other relevant legal instruments by the time of the UN Conference on Environment and Development in 1992. We welcome the offer of the Government of the US to host the first negotiating meeting.
38. We recommend that such negotiations take account of the possible elements compiled by the IPCC, and that the Climate Convention be framed in such a way as to gain the support of the largest possible number of countries while allowing timely action to be taken. We stress, given the complex and multi-faceted nature of the problem of climate change, the need for new and innovative solutions.

IV. INFORMATION AND PUBLIC AWARENESS

41. We believe that a well informed public is essential for addressing and coping with as complex an issue as climate change and urge countries, in particular, to encourage wide participation of all sectors of the population in addressing climate change issues and developing appropriate responses.