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Climate Change, White House Conference on Global (1990) [5] Global Change

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THE WHITE HOUSE
WASHINGTON

Date:

May 12,

TO:

The Chief of Staff

FROM:

JAMES W. CICONI

**Assistant to the President and
Deputy to the Chief of Staff**



Information



Action



Let's Discuss



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY

WASHINGTON, D.C. 20460

MAY 11 1989

1989 MAY 11 PM 7:40

THE ADMINISTRATOR

Memorandum for the President:

I appreciate very much your close reading of my remarks to the National Press Club. David Bates passed along the question you raised about the potential for an aggressive tree planting program, such as the one being sponsored by North Dakota as part of its Centennial observance, to assist in responding to the prospect of Global Climate Change. There is indeed a great opportunity for US leadership in reforestation efforts as well as other aspects of what must ultimately be a multi-faceted, long-term global response to the threat of climate change.

North Dakota's 100 million tree planting project could be an early and visible element of a broader reforestation effort. The program involves planting about 150 trees per person in the State. We estimate that planting 30 billion trees nationally (120/person) on 22 million or more acres would offset added carbon dioxide (CO₂) emissions from increases in electricity derived from fossil fuels as projected over the next decade.

Current forested acres in the contiguous 48 states are estimated to be in excess of 600 million acres. For comparison, 986 million acres were classified as farmland in 1982. The USDA Conservation Reserve Program provides one means to stimulate large scale tree planting, as well as to reduce erosion on marginal farmland. (Planted acreage in major crops declined by 30 million acres or 8% from 1982 to 1986.) Highway corridors probably offer more than 20 million acres of land suitable for tree planting.

Forests represent a major "sink" for CO₂ emissions which would otherwise reach the upper atmosphere and contribute to the greenhouse effect. We have examined the use of reforestation as one of several techniques to offset and reduce emissions. We are at an early stage in evaluating the costs, relative effectiveness, and other important aspects of strategies to reduce greenhouse gas emissions. Reforestation appears to be a very promising strategy, however, with relatively low planting costs (less than \$200/acre), and substantial additional benefits in timber and biomass energy production, improved water quality, reduced soil erosion, wildlife habitat creation, recreational amenities, and the like. Moreover, tree planting in urban areas may be especially attractive since it helps reduce the "heat island" effect, and thus energy demand.

Internationally, forest resources have been depleted at an alarming rate (equivalent to clearing the land area of Tennessee each year). Most of this clearing occurs without a program for replacement, and is undertaken for relatively inefficient agricultural, energy, and timber uses. To cite a fairly typical case, forest clearing in Central America results in destruction of more than 95% of standing timber. Virtually no effort is made to harvest, process or transport even the mature trees. They all go up in smoke.

Deforestation both removes a "sink" for CO₂, and releases to the upper atmosphere CO₂ from the clearing and burning of trees. Globally, the CO₂ emissions from deforestation are equal to 10 to 30% of those from fossil fuel combustion. The United States can undertake a major reforestation effort of its own, and exercise leadership by identifying means to protect and restore forest resources world-wide. Opportunities available to the public and private sectors include:

- *Providing technical and financial assistance to developing countries to protect or restore forest resources, including debt-for-nature swaps.*
- *Promoting sustainable development land uses as a substitute for destruction of virgin forests.*
- *Developing and marketing new techniques for expanding the use of forests as bioenergy plantations.*
- *Promoting faster growing forests through the use of short rotation and intensive culture*
- *Protecting genetic diversity and breeding and planting species which are fast growing and heat and drought resistant.*
- *Adjusting forest management practices to account for the possibility of increased fire, pest and other disturbances.*
- *Facilitating the migration of plant and animal species which might otherwise not keep pace with climate change.*

I would be pleased to provide additional information or brief you on this and other aspects of the climate change issue. Reforestation may well be an initiative that our Administration can spark -- within our country and abroad through A.I.D. and our influence with the World Bank and other multi-lateral lending institutions. It may also be an initiative you could flag at the G-7 Meeting in July.



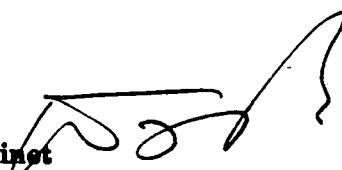
William K. Reilly

THE WHITE HOUSE
WASHINGTON

DATE: 5/2/89

TO: BILL REILLY

FROM: DAVID Q. BATES
Assistant to the President
and Secretary to the Cabinet



Please see the President's question
on page 4 of the copy of your
speech that you recently sent him.

Thanks for responding to him
in writing through me.



UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

THE ADMINISTRATOR

**ENVIRONMENTAL PROTECTION IN
THE BUSH ADMINISTRATION:
MEASURES BY WHICH TO JUDGE US**

William K. Reilly
Administrator
U.S. Environmental Protection Agency

Remarks before
the National Press Club
Washington, D.C.

April 20, 1989

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Before I begin my more formal remarks, I'd like to take this opportunity to announce the results of a recent EPA study. Based on measurements taken in 3000 schoolrooms in 16 states, it appears that elevated levels of radon gas can be found in schools throughout the United States. This finding is particularly troublesome because of the nature of the radon risk, and the potential vulnerability of children exposed.

Therefore, I am recommending that schools nationwide be tested for radon, and that schools prepare to take remedial actions depending on the levels of radon found. As a first step to help the nation's schools address this problem, EPA has published guidance on how schools can measure radon, and how they can reduce exposures. This guidance is now available from the Agency.

I wanted to make this announcement personally, because it is important that school administrators nationwide understand both the seriousness of the risk, and the relative simplicity of testing for and fixing the problem. The risks posed by radon gas are very real. But with a little thoughtful effort, we can solve this problem with relative ease.

As you know, radon is a well-recognized health risk. We estimate that lifelong exposure to a radon concentration of 4 picocuries per liter of air has a risk equal to smoking half a pack of cigarettes a day. Studies indicate that indoor exposure to radon may cause up to 20,000 lung cancer deaths a year -- second only to smoking.

During its survey of 130 different schools, EPA found that about half of them had at least one room with radon concentrations about 4 picocuries. And radon levels over 20 picocuries were found in about 3 percent of the rooms. Although the small number of test schools was not selected randomly -- and I want to emphasize that point -- we believe that elevated levels of radon may be as prevalent in schools nationwide as in homes.

Fortunately, this problem is much more tractable than most. Concentrations of radon can be measured reliably and at low cost. If problems are found, they can be fixed -- in most cases -- with relatively simple, inexpensive steps like better ventilation and better maintenance.

So it's important that school systems begin planning to test for radon next winter. And it's important that they begin planning to take action if radon levels are unacceptably high.

I chose to make this announcement at the National Press Club for two reasons. First, the radon problem, like so many others, is going to be solved through actions taken in every community across the country. So every community needs to hear about the problem and understand it. And there's no better way to talk to communities from coast to coast than through the national press.

But I also wanted to announce it here because, for better or worse, you pronounce the public judgement on EPA's efforts to protect the environment. You not only write the news, you also evaluate it.

In fact, one of the interesting things I have noticed in my 10 weeks as EPA Administrator is how often the press conducts "tests" to determine whether this is really going to be an environmentalist Administration. Each week I seem to read of yet another test. How will we handle a pesticide named Alar and the great apple scare? Where will we come out on a dam called Two Forks in Colorado? Will we propose a ban on ozone-destroying chlorofluorocarbons? Will we tighten automobile fuel efficiency standards? Will the federal environmental budget grow faster than expenditures in other areas? Will we federalize the Alaskan oil cleanup? Will we abandon oil exploration in the Arctic National Wildlife Refuge? Will we stop shipping hazardous waste to developing countries? Will we propose a tough new Clean Air Act? Will we act to stop the destruction of wetlands in America?

Even as we resolve one issue, another is added. Inexplicably, the pending decision frequently is described as "the first big test of the Bush Administration," irrespective of the results of the last "big test."

I sometimes feel as though I'm back in school in a period of perpetual final exams.

Yet I find all this somewhat encouraging. It suggests that the people -- or at least the press -- are ready to believe we really may mean what we say. It indicates that even demanding critics like environmentalists believe the President may have meant it when he promised leadership on the environment, and when he called himself an environmentalist.

I appreciate your openness in setting the standards against which you propose to measure us. But I do not believe these early tests are the ultimate measure of our success. And so I would like to use this occasion to suggest some of my own measures of success. I would like to lay before you a set of propositions to which we can all return some years from now and ask: how did we do? Did we achieve our goals? Did we succeed?

First, let me paint in the background. The United States has come a long way since President Nixon signed the National Environmental Policy Act of 1969 and proclaimed the 1970s "the decade of the environment." As a society we made numerous commitments and huge investments in bringing pollution under control, in reducing the assaults on our air and water and land. Our cities today are subject to less air pollution. Our lakes and rivers are holding their own, and many are again swimmable and fishable. The improved environment was a genuine if unsung success story of American life in the 1970s.

Nevertheless, we now face a crisis of accumulating waste here at home, and an accelerating devastation of nature abroad.

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Together they threaten not only to cancel the gains we have made, but to destabilize the very planet we live on. The 1990s will be a decade of decision for the environment. We must decide whether we will arrest the wasteful and destructive practices that threaten to alter the climate, wreak havoc with natural systems, wipe out countless species of plants and animals, and render much of this earth a poisoned, impoverished, and forbidding place.

Consider the global realities. Five of the 10 warmest years on record occurred in this decade. A temporary warming cycle? Maybe. But carbon dioxide in the atmosphere has increased 25 percent in 100 years. Something significant may be occurring. We dare not ignore it. EPA scientists estimate that if we don't act to reduce greenhouse gases, worldwide temperatures will rise at least 2 to 3 degrees centigrade by the year 2050. Such an increase would bring enormous changes in climate, rainfall, agricultural productivity, and sea level.

A second global reality is this: barring some dramatic reversal in current trends, the next decade will witness the extreme contraction of most of this earth's remaining tropical forests. Gone with them will be the rich abundance of plants and animals they harbour. It seems astonishing that 6 percent of the planet's land area could be home to almost half the earth's species, but such is the incomparable richness of tropical forests, these vast libraries of medicinal plants and useful genetic materials, so many likely to vanish before they even have names. And deforestation also accounts for about a fifth of the climate-altering greenhouse gases.

The more urbanized areas of the developing world, including much of Eastern Europe, are increasingly awash in pollution and waste. Many great cities face dangerously unhealthy air, toxic substances accumulating in their groundwater, and the prospect of catastrophic accidents involving hazardous materials.

How about
a Nat'l
program
like
No. Dakota's
100 mill
trees per
state
by 2000.

These three international issues -- climate change, destruction of tropical forests, and toxic pollution in developing countries -- these are issues of the utmost seriousness. The degree to which the United States contributes to ameliorating these three problems will be, I believe, a demanding yet plausible test of the Bush Administration's environmental record.

Obviously, we cannot solve these problems in 4 years, or even 10. We cannot solve them alone. But we can lead the world community down a new path toward peace with nature. By our example and with our encouragement, I believe this nation can lead the campaign to restabilize the planet.

We have already begun. Secretary of State Baker, in the first speech of his tenure, unequivocally stated this country's intentions to cooperate with other nations to assess and manage human-induced alterations in climate. President Bush then committed the United States to a full phaseout of ozone-destroying CFCs and halons by the end of the century, provided safe substitutes are available.

There is a fortunate and persuasive coincidence between the policies we need to undertake to address global warming and the policies desirable in and of themselves for our domestic environmental and economic good. These include phasing out CFCs, which account for almost a fifth of all greenhouse gases. They include promoting energy efficiency; saving energy also reduces carbon dioxide emissions. And they include using our influence with the World Bank and other multilateral aid and lending institutions to give a higher priority to environmental values like reforestation.

We can also increase our help to other countries facing severe pollution problems. They want our help. They know we have made great progress in reducing pollution, and they need our

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expertise. One of the most welcome and least expensive objects of our foreign policy is the help, the information, and advice we provide developing countries in better managing their wastes and reducing their pollution.

But if we are to play a major role in the great cause of restoring the natural systems of this earth, if we are to aspire to lead this effort, we must set a shining example here at home. To be a beacon to the world we will have to do better ourselves.

We in the United States produce twice the solid waste per capita that West Germany does, and three times that of Italy. We use twice as much energy per capita as Switzerland and nearly three times that of Japan. And the energy we use and the waste we generate make this nation the source of a fifth of all greenhouse gases.

We must do better. We can do better. We must learn not just to control pollution but to prevent it, not just to dispose of waste more safely but to eliminate it altogether.

Here I must confess that more of the same -- more controls, tighter standards, better enforcement -- will not be enough to get us there. Regulations closing off waste disposal options will help, have helped. Greatly increased costs of waste disposal are creating incentives to reduce waste. Did you know that a third of the landfills in this country will be obsolete in 5 years? Ten years ago the cost of solid waste disposal was \$5 to \$10 per ton. Now in some places it is \$125 per ton and rising.

When costs rise like this, so must our ingenuity and resourcefulness. We must learn to generate less waste in the first place, to make products that are recyclable or reusable.

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And we will. We will make pollution prevention a hallmark of our environmental efforts. The people of this country are, I believe, ready to participate in this effort. It is an area that demands education more than regulation, and information more than enforcement. We will help meet the coming crisis in waste management by significantly reducing the amount of waste per capita generated in our country. Recycling, reuse, reduction at the source -- these will be our watchwords.

Just as we hope to contribute to protecting and restoring natural ecosystems worldwide, so we will work to protect the productivity of natural systems here at home: the estuaries and coastal environments, the groundwater and the wetlands. We will reduce by millions of tons the emissions of sulfur oxides that are threatening the lakes and rivers of both the United States and Canada. And we will do it in this century.

We will respect the vital role of wetlands in nurturing marine life and waterfowl and filtering pollutants and buffering floodwaters. We will give policy expression to the goal of "no net loss of wetlands."

We will work to break the long, contentious, and dispiriting stalemate over clean air and send to the Congress -- for the first time in 10 years -- a Presidential proposal to reauthorize the Clean Air Act. This Administration will offer new legislation to ease the burden of air toxics cut back acidic air emissions, and reduce the smog that so bedeviled our cities last summer.

I hope that our approach to the Clean Air Act, on which we have consulted closely with the Congress and other interests, can usher in a new era of cooperation in the field of the environment. Cooperation between the Administration and the Congress. Cooperation between the regulated community and EPA. Cooperation between environmentalists and EPA. Cooperation between government and the people.

More than any other single achievement, the most meaningful measure of our progress, I believe, may be the degree to which we establish a relationship of trust on the part of the many interests touched by EPA. Whether the task is fixing Superfund or communicating about the risks posed by pesticide residues in food, we must have the confidence of the public.

As I try to master the information necessary to run EPA's programs, I am reminded how specialized and arcane much of our work has become. The public, so prone to worrying about risks of cancer, is easily led to panic in the wake of an apple scare. It is difficult in the throes of a full-scale pesticide panic to communicate sensibly about risk, to put it in perspective, or to reassure distraught mothers. At such a time no one wants to have to learn about risk assessment. What people want to know is that the regulators -- the protectors of their health -- share their values, that they are people of integrity and competence who can be trusted.

It sometimes seems to me as though the nation has behaved with a kind of schizophrenia toward EPA. On the one hand the agency has been policed, constrained, and restricted. On the other hand the agency has been asked to undertake the impossibly ambitious tasks of controlling smog in Los Angeles and Chicago, and making federal departments far larger than itself -- such as the Defense Department -- clean up their facilities. And I have recently observed agencies at both the state and federal levels sign off on controversial development projects because they are confident EPA could be counted on to stop them.

In this Administration we have a vision. We see a nation moving steadily to provide a greater measure of protection for human health and for natural systems. We see a public entitled to the truth about the realistic choices open to a highly

industrialized, economically developed society. We see people working to ensure that nature remains productive and unimpaired as we improve our economic prospects.

We are enthusiastic advocates of economic growth. Among other things growth is what pays for environmental protection. We want to infuse the country with an ethic of environmental stewardship so that our economic progress is more durable and better grounded in productive natural resources.

So judge us on our aim, and we are aiming high. Judge us on how well we cooperate with other nations in solving problems of truly global proportions. Judge us by the actions we take to protect fragile and unique ecosystems here at home. Judge us on how well we reduce the per capita waste stream in this country.

Above all, judge us not in the light of a politically volatile moment. Environmental protection is about sustaining life on earth. For the long term. We at EPA are the long distance runners of government. The real test is not in the regulatory decisions that are made in March or April or May. The real test will be the health of our people and the quality of our environment at the turn of the century and beyond. And that is a test we dare not fail.

Thank you.

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01. Cable	From John Sununu to Assistant Secretary of State Bernthal Re: Global Climate Change Response Issues (2 pp.)	5/12/89	P5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

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 By SP (NLGB) on 5/12/05

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PRT: GANTT ROGERSE SUNUNU

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FM THE WHITE HOUSE//SITUATION ROOM//

TO RUEHGV/USMISSION GENEVA

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PLEASE DELIVER THE FOLLOWING MESSAGE TO U.S. MISSION GENEVA
FOR IMMEDIATE ATTENTION OF ASSISTANT SECRETARY OF STATE
BERNTHAL, HEAD OF U.S. DELEGATION TO THE STEERING GROUP
OF THE RESPONSE STRATEGIES WORKING GROUP. FROM CHIEF OF STAFF,
JOHN SUNUNU.

1. THE PRESIDENT APPRECIATES YOUR EFFORTS AND IS
ENCOURAGED BY THE REPORTS OF PROGRESS THUS FAR. WE CONSIDER THE
REPORTED EMERGING AGREEMENT ON AN ADVANCED PREPARATORY PROGRAM TO
ADDRESS GLOBAL CLIMATE RESPONSE ISSUES COMPREHENSIVELY TO BE
EXTREMELY POSITIVE. TO FURTHER THIS PROCESS, PLEASE MAKE EVERY
EFFORT TO OBTAIN AGREEMENT ON A GLOBAL WARMING WORKSHOP THIS FALL,
HOSTED BY THE UNITED STATES. THIS WORKSHOP SHOULD BE DESIGNED TO
IDENTIFY THE SCIENTIFIC, LEGAL, TECHNICAL AND ECONOMIC ISSUES

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CRITICAL TO FURTHER PROGRESS ON BEGINNING NEGOTIATIONS ON AN
INTERNATIONAL CONVENTION ON GLOBAL CLIMATE CHANGE.

2. WE WOULD ENCOURAGE STRONGEST EFFORTS BY U.S. DELEGATION TO
ATTAIN APPROVAL OF THIS PREPARATORY PROGRAM. THE SCOPE AND
IMPORTANCE OF THIS ISSUE ARE SO GREAT THAT IT IS ESSENTIAL FOR
THE U.S. TO EXERCISE LEADERSHIP ROLE. WE SHOULD SEEK TO DEVELOP
FULL INTERNATIONAL CONSENSUS ON NECESSARY STEPS TO PREPARE FOR A
FORMAL TREATY NEGOTIATING PROCESS. HOWEVER, BECAUSE THE SIZE OF
THE POTENTIAL PROBLEM IS SO LARGE, IMPROPER OR ILL-ADVISED
ACTIONS COULD HAVE ENORMOUS UNINTENDED ENVIRONMENTAL, ECONOMIC

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AND SOCIAL CONSEQUENCES. AT THE SAME TIME WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN CONSIDERING RESPONSES TO CLIMATE CHANGE.

3. SERIOUS AND SUSTAINED SCIENTIFIC TECHNICAL, ECONOMIC AND LEGAL ANALYSIS WILL BE CRITICAL TO SUCCESSFUL COMPLETION OF ANY GLOBAL CLIMATE CONVENTION NEGOTIATIONS. IN ADDITION TO PROMPT
PAGE 03 RUEADWW0102 UNCLAS

DEVELOPMENT OF THESE ANALYSES, THE WORKSHOP, UNDER THE AUSPICES OF THE RSWG, SHOULD BE STRUCTURED TO HELP IDENTIFY THE ELEMENTS THAT SHOULD BE INCLUDED IN A FRAMEWORK CONVENTION ON GLOBAL CLIMATE, AS WELL AS IDENTIFYING KEY DOMESTIC AND ECONOMIC POLICIES OF ALL COUNTRIES THAT MUST BE INCLUDED IN ANY COMPREHENSIVE PROCESS.

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PRESIDENTIAL STATEMENT

1. THE UNITED STATES DELEGATION TO THE STEERING GROUP OF THE RESPONSE STRATEGIES WORKING GROUP ON CLIMATE CHANGE CARRIED INSTRUCTIONS TO MOVE THE INTERNATIONAL COMMUNITY FORWARD IN ESTABLISHING A PROCESS FOR CONSIDERING HOW TO RESPOND TO CLIMATE CHANGE. I AM PLEASED TO NOTE THAT THE NATIONS MEETING IN GENEVA HAVE AGREED TO A WORKSHOP THIS FALL LOOKING AT THE RANGE OF FINANCIAL, ECONOMIC, TECHNICAL AND LEGAL ISSUES FOR RESPONDING TO CLIMATE CHANGE.

2. THE UNITED STATES LOOKS FORWARD TO PLAYING A SIGNIFICANT ROLE IN EFFORTS TO ASSESS AND RESPOND TO GLOBAL CLIMATE CHANGE.

3. I EXPECT THAT THESE EFFORTS WILL LEAD TO FORMAL NEGOTIATIONS ON THE ESTABLISHMENT OF A FRAMEWORK CONVENTION ON GLOBAL CLIMATE. IT IS IMPORTANT THAT THIS PROCESS LEAD TO INTERNATIONAL SCIENTIFIC CONSENSUS ON THE SERIOUSNESS OF THE ISSUE FOR THE ENVIRONMENT AND FOR THE WORLD ECONOMY. AT THE SAME TIME, WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN THIS PROCESS.

4. THE UNITED STATES WILL HOST A MEETING UNDER THE AUSPICES OF THE RESPONSE STRATEGIES WORKING GROUP THIS FALL THAT IS INTENDED TO ADVANCE OUR UNDERSTANDING AND PROMOTE CONSENSUS. I LOOK FORWARD PERSONALLY TO REVIEWING ITS RESULTS.

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PAGE 01 OF 02

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FM THE WHITE HOUSE

TO USMISSION GENEVA

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PLEASE DELIVER THE FOLLOWING MESSAGE TO U.S. MISSION GENEVA
FOR IMMEDIATE ATTENTION OF ASSISTANT SECRETARY OF STATE
BERNTHAL, HEAD OF U.S. DELEGATION TO THE STEERING GROUP
OF THE RESPONSE STRATEGIES WORKING GROUP, FROM CHIEF OF STAFF,
JOHN SUNUNU.

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REFERENCE WHITE HOUSE MESSAGE 120056Z MAY 89
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PRESIDENTIAL STATEMENT
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1. THE UNITED STATES DELEGATION TO THE STEERING GROUP OF THE
RESPONSE STRATEGIES WORKING GROUP ON CLIMATE CHANGE
CARRIED INSTRUCTIONS TO MOVE THE INTERNATIONAL COMMUNITY
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PAGE 02 RUEADWW0112 UNCLAS

RESPOND TO CLIMATE CHANGE. I AM PLEASED TO NOTE THAT THE
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CHANGE.

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ON THE ESTABLISHMENT OF A FRAMEWORK CONVENTION ON GLOBAL CLIMATE. IT IS IMPORTANT THAT THIS PROCESS LEAD TO INTERNATIONAL SCIENTIFIC CONSENSUS ON THE SERIOUSNESS OF THE ISSUE FOR THE ENVIRONMENT AND FOR THE WORLD ECONOMY. AT THE SAME TIME, WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN THIS PROCESS.

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FORWARD PERSONALLY TO REVIEWING ITS RESULTS.

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PAGE 02 RUEADWW0112 UNCLAS

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WHITE HOUSE SITUATION ROOM

PAGE 02 OF 02

ON THE ESTABLISHMENT OF A FRAMEWORK CONVENTION ON GLOBAL CLIMATE. IT IS IMPORTANT THAT THIS PROCESS LEAD TO INTERNATIONAL SCIENTIFIC CONSENSUS ON THE SERIOUSNESS OF THE ISSUE FOR THE ENVIRONMENT AND FOR THE WORLD ECONOMY. AT THE SAME TIME, WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN THIS PROCESS.

4. THE UNITED STATES WILL HOST A MEETING UNDER THE AUSPICES OF THE RESPONSE STRATEGIES WORKING GROUP THIS FALL THAT IS INTENDED TO ADVANCE OUR UNDERSTANDING AND PROMOTE CONSENSUS. I LOOK
PAGE 03 RUEADWW0112 UNCLAS
FORWARD PERSONALLY TO REVIEWING ITS RESULTS.

BT

#0112

PRESIDENTIAL STATEMENT

1. THE UNITED STATES DELEGATION TO THE STEERING GROUP OF THE RESPONSE STRATEGIES WORKING GROUP ON CLIMATE CHANGE CARRIED INSTRUCTIONS TO MOVE THE INTERNATIONAL COMMUNITY FORWARD IN ESTABLISHING A PROCESS FOR CONSIDERING HOW TO RESPOND TO CLIMATE CHANGE. I AM PLEASED TO NOTE THAT THE NATIONS MEETING IN GENEVA HAVE AGREED TO A WORKSHOP THIS FALL LOOKING AT THE RANGE OF FINANCIAL, ECONOMIC, TECHNICAL AND LEGAL ISSUES FOR RESPONDING TO CLIMATE CHANGE.
2. THE UNITED STATES LOOKS FORWARD TO PLAYING A SIGNIFICANT ROLE IN EFFORTS TO ASSESS AND RESPOND TO GLOBAL CLIMATE CHANGE.
3. I EXPECT THAT THESE EFFORTS WILL LEAD TO FORMAL NEGOTIATIONS ON THE ESTABLISHMENT OF A FRAMEWORK CONVENTION ON GLOBAL CLIMATE. IT IS IMPORTANT THAT THIS PROCESS LEAD TO INTERNATIONAL SCIENTIFIC CONSENSUS ON THE SERIOUSNESS OF THE ISSUE FOR THE ENVIRONMENT AND FOR THE WORLD ECONOMY. AT THE SAME TIME, WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN THIS PROCESS.
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THE WHITE HOUSE
WASHINGTON



Date: 5/4/89

FOR: *David Bates*

FROM: **ANDY CARD** *Andy*

- ☒ Action
- ☐ Your Comment
- ☐ Let's Talk
- ☐ FYI

*Please get results of
global climate studies ASAP*

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
02. Memo	From David Bates to John Sununu Re: Framework Convention on Global Climate Change (1 pp.)	5/3/89	P/5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files

WHORM Cat.:

File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Open on Expiration of PRA
(Document Follows)

By SP (NLGB) on 5/12/05

Date Closed:	12/8/2004	OA/ID Number:	29150-006
FOIA/SYS Case #:	1998-0004-F[1]	Appeal Case #:	
Re-review Case #:	2005-0426-S	Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

RESTRICTION CODES

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

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

P-1 National Security Classified Information [(a)(1) of the PRA]
P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]
P-3 Release would violate a Federal statute [(a)(3) of the PRA]
P-4 Release would disclose trade secrets or confidential commercial or financial information [(a)(4) of the PRA]
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C. Closed in accordance with restrictions contained in donor's deed of gift.

PRM. Removed as a personal record misfile.

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THE WHITE HOUSE

WASHINGTON

May 3, 1989

5.4.89
DQB
RBP
per JHS
Please respond
ASAP with follow-up.
AHC

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: DAVID Q. BATES 
ROGER B. PORTER RBP

SUBJECT: Framework Convention on Global Climate Change

Several departments and agencies have contacted the White House for direction on how to approach the issue of a framework global climate convention at the May 5-12, U.N. International Programme on Climate Change/Response Strategies Working Group (RSWG) meeting. The U.S. chairs the RSWG.

There is considerable interest at both State and EPA to begin discussions immediately on a framework convention. On the other hand, several other agencies favor a more cautious approach due to the great uncertainties in climate change science and the large potential impact of the commitments that might flow from such a convention.

Moreover, it is important for any action at the RSWG not to conflict with the Administration's larger strategy on environmental issues.

For these reasons, we recommend delaying discussion of a framework convention in the RSWG next week, and taking the following positive steps:

- Obtain results of global climate studies, currently undergoing final review in the Department of Energy.
- Consider the framework convention issue in the Domestic Policy Council, so the President can make a fully staffed and fully informed decision. A working group will soon have an options paper completed.
- Possibly announce our position on a framework convention on global climate as part of a major Presidential address on the environment.

We believe this strategy will maintain the Administration's leadership on environmental issues, and give the credit for these initiatives to the President. Furthermore, it would allow for an informed change in policy, based on scientific data and the views of all the agencies concerned about the issue.

OK
ASAP!!!

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
03a. Draft Cable	From John Sununu to Head of U.S. Delegation Re: Global Climate Change Response Issues (1 pp.)	5/11/89	P-5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Open on Expiration of PRA
(Document Follows)
By JP **(NLGB) on** 5/12/05

Date Closed:	12/8/2004	OA/ID Number:	29150-006
FOIA/SYS Case #:	1998-0004-F[1]	Appeal Case #:	
Re-review Case #:	2005-0426-S	Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

RESTRICTION CODES

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

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

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THE WHITE HOUSE

WASHINGTON

Draft Cable

May 11, 1989

TO: [Head of U.S. Delegation]
FROM: CHIEF OF STAFF JOHN SUNUNU

We consider the reported emerging agreement on an advanced preparatory program to address global climate issues comprehensively to be extremely positive. To further this process, you should make every effort to obtain agreement on a global warming conference this fall, hosted by the United States. This conference should be designed to identify the scientific and economic issues critical to further progress on beginning a formal international convention on global climate change.

We would encourage strongest efforts by U.S. delegation to attain approval of this preparatory program. The scope and importance of this issue are so great that it is essential for the U.S. to exercise leadership role. We should seek to develop full international consensus on necessary steps to prepare for a formal negotiating process. However, because the size of the potential problem is so large, improper or ill-advised actions could have enormous unintended environmental, economic and social consequences.

Serious and sustained scientific analysis will be critical to successful completion of any global climate negotiations. In addition to prompt development of these analyses, the conference should be structured to help identify the elements that should be included in a global climate convention process, as well as identifying key domestic and economic policies of all countries that must be included in any comprehensive process.

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
03b. Draft Cable	From John Sununu to Head of U.S. Delegation Re: Global Climate Change Response Issues (w/ handwritten notes) (1 pp.)	5/11/89	P5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Open on Expiration of PRA
 (Document Follows)
 By JF (NLGB) on 5/12/05

Date Closed:	12/8/2004	OA/ID Number:	29150-006
FOIA/SYS Case #:	1998-0004-F[1]	Appeal Case #:	
Re-review Case #:	2005-0426-S	Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

RESTRICTION CODES

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

P-1 National Security Classified Information [(a)(1) of the PRA]
 P-2 Relating to the appointment to Federal office [(a)(2) of the PRA]
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PRM. Removed as a personal record misfile.

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

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THE WHITE HOUSE

WASHINGTON

Draft Cable

May 11, 1989

TO: [Head of U.S. Delegation]
FROM: CHIEF OF STAFF JOHN SUNUNU

Pres. asked me to thank you

developing We consider the reported emerging agreement on an advanced preparatory program to address global climate issues comprehensively to be extremely positive. To further this process, you should make every effort to obtain agreement on a global warming conference this fall, hosted by the United States. This conference should be designed to identify the scientific and economic issues critical to further progress on *addressing the problem* beginning a formal international convention on global climate change. *framework*

We would encourage strongest efforts by U.S. delegation to attain approval of this preparatory program. The scope and importance of this issue are so great that it is essential for the U.S. to exercise leadership role. We should seek to develop full international consensus on necessary steps to prepare for a formal negotiating process. However, because the size of the potential problem is so large, improper or ill-advised actions could have enormous unintended environmental, economic and social consequences.

Serious and sustained scientific analysis will be critical to successful completion of any global climate negotiations. In addition to prompt development of these analyses, the conference should be structured to help identify the elements that should be included in a global climate convention process, as well as identifying key domestic and economic policies of all countries that must be included in any comprehensive process.

We fully recognize that the process we have entered into should lead to formal negotiations on a Framework Convention on Global Climate ~~case~~

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
04. Memo	From John Sununu to Assistant Secretary of State Bernthal Re: Global Climate Change Response Issues (2 pp.)	5/11/89	P B	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Open on Expiration of PRA
 (Document Follows)
 By JP (NLGB) on 5/12/05

Date Closed: 12/8/2004	OA/ID Number: 29150-006
FOIA/SYS Case #: 1998-0004-F[1]	Appeal Case #:
Re-review Case #: 2005-0426-S	Appeal Disposition:
P-2/P-5 Review Case #:	Disposition Date:
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RESTRICTION CODES

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May 11, 1989

TO: U.S. MISSION GENEVA FOR IMMEDIATE ATTENTION OF
ASSISTANT SECRETARY OF STATE BERNTHAL, HEAD OF U.S.
DELEGATION TO THE STEERING GROUP OF THE RESPONSE
STRATEGIES WORKING GROUP

FROM: CHIEF OF STAFF JOHN SUNUNU

1. THE PRESIDENT APPRECIATES YOUR EFFORTS AND IS ENCOURAGED BY THE REPORTS OF PROGRESS THUS FAR. WE CONSIDER THE REPORTED EMERGING AGREEMENT ON AN ADVANCED PREPARATORY PROGRAM TO ADDRESS GLOBAL CLIMATE RESPONSE ISSUES COMPREHENSIVELY TO BE EXTREMELY POSITIVE. TO FURTHER THIS PROCESS, PLEASE MAKE EVERY EFFORT TO OBTAIN AGREEMENT ON A GLOBAL WARMING WORKSHOP THIS FALL, HOSTED BY THE UNITED STATES. THIS WORKSHOP SHOULD BE DESIGNED TO IDENTIFY THE SCIENTIFIC, LEGAL, TECHNICAL AND ECONOMIC ISSUES CRITICAL TO FURTHER PROGRESS ON BEGINNING NEGOTIATIONS ON AN INTERNATIONAL CONVENTION ON GLOBAL CLIMATE CHANGE.

2. WE WOULD ENCOURAGE STRONGEST EFFORTS BY U.S. DELEGATION TO ATTAIN APPROVAL OF THIS PREPARATORY PROGRAM. THE SCOPE AND IMPORTANCE OF THIS ISSUE ARE SO GREAT THAT IT IS ESSENTIAL FOR THE U.S. TO EXERCISE LEADERSHIP ROLE. WE SHOULD SEEK TO DEVELOP FULL INTERNATIONAL CONSENSUS ON NECESSARY STEPS TO PREPARE FOR A FORMAL TREATY NEGOTIATING PROCESS. HOWEVER, BECAUSE THE SIZE OF THE POTENTIAL PROBLEM IS SO LARGE, IMPROPER OR ILL-ADVISED ACTIONS COULD HAVE ENORMOUS UNINTENDED ENVIRONMENTAL, ECONOMIC AND SOCIAL CONSEQUENCES. AT THE SAME TIME WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN CONSIDERING RESPONSES TO CLIMATE CHANGE.

3. SERIOUS AND SUSTAINED SCIENTIFIC TECHNICAL, ECONOMIC AND LEGAL ANALYSIS WILL BE CRITICAL TO SUCCESSFUL COMPLETION OF ANY GLOBAL CLIMATE CONVENTION NEGOTIATIONS. IN ADDITION TO PROMPT DEVELOPMENT OF THESE ANALYSES, THE WORKSHOP, UNDER THE AUSPICES OF THE RSWG, SHOULD BE STRUCTURED TO HELP IDENTIFY THE ELEMENTS THAT SHOULD BE INCLUDED IN A FRAMEWORK CONVENTION ON GLOBAL CLIMATE, AS WELL AS IDENTIFYING KEY DOMESTIC AND ECONOMIC POLICIES OF ALL COUNTRIES THAT MUST BE INCLUDED IN ANY COMPREHENSIVE PROCESS.

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
05a. Cable	From John Sununu to Assistant Secretary of State Bernthal Re: Global Climate Change Response Issues [Copy on SF 14 w/ handwritten notes] (3 pp.)	5/11/89	B5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

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 By JP (NLGB) on 5/12/05

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TELEGRAPHIC MESSAGE

NAME OF AGENCY	PRECEDENCE ACTION INFO.	SECURITY CLASSIFICATION
ACCOUNTING CLASSIFICATION	DATE PREPARED	FILE
FOR INFORMATION CALL		
NAME	PHONE NUMBER	TYPE OF MESSAGE ☐ SINGLE ☐ BOOK ☐ MULTIPLE ADDRESS

THIS SPACE FOR USE OF COMMUNICATION UNIT

MESSAGE TO BE TRANSMITTED (Use double spacing and all capital letters)

TO:

TELEX # 22103 USMIO CH

11 MAY 1989

TO: U.S. MISSION GENEVA FOR IMMEDIATE ATTENTION,
OF ASSISTANT SECRETARY OF STATE BERNTHAL,
HEAD OF U.S. DELEGATION TO THE STEERING
GROUP OF THE RESPONSE STRATEGIES WORKING
GROUP

FROM: CHIEF OF STAFF JOHN SUNUNU

1. WE CONSIDER THE REPORTED EMERGING AGREEMENT ON

AN ADVANCED PREPARATORY PROGRAM TO ADDRESS GLOBAL
CLIMATE RESPONSE ISSUES COMPREHENSIVELY TO BE
EXTREMELY POSITIVE. TO FURTHER THIS PROCESS,
PLEASE MAKE EVERY EFFORT TO OBTAIN AGREEMENT ON
A GLOBAL WARMING WORKSHOP THIS FALL, HOSTED BY THE
UNITED STATES. THIS WORKSHOP SHOULD BE DESIGNED
TO IDENTIFY THE SCIENTIFIC, LEGAL, TECHNICAL AND
ECONOMIC ISSUES CRITICAL TO FURTHER PROGRESS ON
BEGINNING NEGOTIATIONS ON AN INTERNATIONAL
CONVENTION ON GLOBAL CLIMATE CHANGE.

SECURITY CLASSIFICATION

PAGE NO. 1

NO. OF PGS. 2

UNCLASSIFIED

TELEGRAPHIC MESSAGE

NAME OF AGENCY	PRECEDENCE ACTION INFO	SECURITY CLASSIFICATION
ACCOUNTING CLASSIFICATION	DATE PREPARED	FILE
FOR INFORMATION CALL		
NAME	PHONE NUMBER	TYPE OF MESSAGE ☐ SINGLE ☐ BOOK ☐ MULTIPLE-ADDRESS

THIS SPACE FOR USE OF COMMUNICATION UNIT

MESSAGE TO BE TRANSMITTED (Use double spacing and all capital letters)

TO:

2. WE WOULD ENCOURAGE STRONGEST EFFORTS BY U.S. DELEGATION TO ATTAIN APPROVAL OF THIS PREPARATORY PROGRAM. THE SCOPE AND IMPORTANCE OF THIS ISSUE ARE SO GREAT THAT IT IS ESSENTIAL FOR THE U.S. TO EXERCISE LEADERSHIP ROLE. WE SHOULD SEEK TO DEVELOP FULL INTERNATIONAL CONSENSUS ON NECESSARY STEPS TO PREPARE FOR A FORMAL TREATY NEGOTIATING PROCESS. HOWEVER, BECAUSE THE SIZE OF THE POTENTIAL PROBLEM IS SO LARGE, IMPROPER OR ILL-ADVISED ACTIONS COULD HAVE ENORMOUS UNINTENDED ENVIRONMENTAL, ECONOMIC AND SOCIAL CONSEQUENCES. AT THE SAME TIME WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN CONSIDERING RESPONSES TO CLIMATE CHANGE.

3. SERIOUS AND SUSTAINED SCIENTIFIC TECHNICAL, ECONOMIC AND LEGAL ANALYSIS WILL BE CRITICAL TO SUCCESSFUL COMPLETION OF ANY GLOBAL CLIMATE

SECURITY CLASSIFICATION

PAGE NO.
2NO. OF PGS.
3

UNCLASSIFIED

TELEGRAPHIC MESSAGE

NAME OF AGENCY	PRECEDENCE ACTION INFO	SECURITY CLASSIFICATION
ACCOUNTING CLASSIFICATION	DATE PREPARED	FILE
FOR INFORMATION CALL		
NAME	PHONE NUMBER	TYPE OF MESSAGE ☐ SINGLE ☐ BOOK ☐ MULTIPLE ADDRESS

THIS SPACE FOR USE OF COMMUNICATION UNIT

MESSAGE TO BE TRANSMITTED (Use double spacing and all capital letters)

TO:

CONVENTION NEGOTIATIONS. IN ADDITION TO PROMPT
DEVELOPMENT OF THESE ANALYSES, THE WORKSHOP, UNDER
THE AUSPICES OF THE RSWG, SHOULD BE STRUCTURED TO
HELP IDENTIFY THE ELEMENTS THAT SHOULD BE INCLUDED
From the ~~Environment~~ on Global Climate
IN A ~~GLOBAL~~ CLIMATE CONVENTION, AS WELL AS
IDENTIFYING KEY DOMESTIC AND ECONOMIC POLICIES
OF ALL COUNTRIES THAT MUST BE INCLUDED IN ANY
COMPREHENSIVE PROCESS.

SECURITY CLASSIFICATION

PAGE NO.
3NO. OF PGS.
3

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
05b. Cable	From John Sununu to Assistant Secretary of State Bernthal Re: Global Climate Change Response Issues [Copy of 05a w/ handwritten notes] (3 pp.)	5/11/89	P6	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Open on Expiration of PRA

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By JP (NLGB) on 5/12/05

Date Closed: 12/8/2004	OA/ID Number: 29150-006
FOIA/SYS Case #: 1998-0004-F[1]	Appeal Case #:
Re-review Case #: 2005-0426-S	Appeal Disposition:
P-2/P-5 Review Case #:	Disposition Date:
AR Case #:	MR Case #:
AR Disposition:	MR Disposition:
AR Disposition Date:	MR Disposition Date:

RESTRICTION CODES

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MAY 11 89 18:16

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P. 2

TELEGRAPHIC MESSAGE

NAME OF AGENCY	PRECEDENCE ACTION INFO.	SECURITY CLASSIFICATION
ACCOUNTING CLASSIFICATION	DATE PREPARED	FILE
FOR INFORMATION CALL		
NAME	PHONE NUMBER	TYPE OF MESSAGE ☐ SINGLE ☐ BOOK ☐ MAIL
THIS SPACE FOR USE OF COMMUNICATION UNIT		

MESSAGE TO BE TRANSMITTED (Use double spacing and all capital letters)

TO:

TELEX # 22103 USMIO CH

11 MAY 1989

TO: U.S. MISSION GENEVA FOR IMMEDIATE ATTENTION,
OF ASSISTANT SECRETARY OF STATE BERNTHAL,
HEAD OF U.S. DELEGATION TO THE STEERING
GROUP OF THE RESPONSE STRATEGIES WORKING
GROUP

FROM: CHIEF OF STAFF JOHN SUNUNU

The President appreciates your efforts and is encouraged by the progress of the reports of the steering group.

1. WE CONSIDER THE REPORTED EMERGING AGREEMENT ON
AN ADVANCED PREPARATORY PROGRAM TO ADDRESS GLOBAL
CLIMATE RESPONSE ISSUES COMPREHENSIVELY TO BE
EXTREMELY POSITIVE. TO FURTHER THIS PROCESS,
PLEASE MAKE EVERY EFFORT TO OBTAIN AGREEMENT ON
A GLOBAL WARMING WORKSHOP THIS FALL, HOSTED BY THE
UNITED STATES. THIS WORKSHOP SHOULD BE DESIGNED
TO IDENTIFY THE SCIENTIFIC, LEGAL, TECHNICAL AND
ECONOMIC ISSUES CRITICAL TO FURTHER PROGRESS ON
BEGINNING NEGOTIATIONS ON AN INTERNATIONAL
CONVENTION ON GLOBAL CLIMATE CHANGE.

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PAGE NO. 1 NO. OF PGS. 2

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P. 3

TELEGRAPHIC MESSAGE

NAME OF AGENCY	PRIORITY ACTION INFO.	SECURITY CLASSIFICATION
ACCOUNTING CLASSIFICATION	DATE PREPARED	FILE
FOR INFORMATION CALL		
NAME	PHONE NUMBER	TYPE OF MESSAGE ☐ SINGLE ☐ BOOK ☐ M

THIS SPACE FOR USE OF COMMUNICATION UNIT

MESSAGE TO BE TRANSMITTED (Use double spacing and all capital letters)

TO:

2. WE WOULD ENCOURAGE STRONGEST EFFORTS BY U.S. DELEGATION TO ATTAIN APPROVAL OF THIS PREPARATORY PROGRAM. THE SCOPE AND IMPORTANCE OF THIS ISSUE ARE SO GREAT THAT IT IS ESSENTIAL FOR THE U.S. TO EXERCISE LEADERSHIP ROLE. WE SHOULD SEEK TO DEVELOP FULL INTERNATIONAL CONSENSUS ON NECESSARY STEPS TO PREPARE FOR A FORMAL TREATY NEGOTIATING PROCESS. HOWEVER, BECAUSE THE SIZE OF THE POTENTIAL PROBLEM IS SO LARGE, IMPROPER OR ILL-ADVISED ACTIONS COULD HAVE ENORMOUS UNINTENDED ENVIRONMENTAL, ECONOMIC AND SOCIAL CONSEQUENCES. AT THE SAME TIME WE SHOULD ENSURE THAT THE INTERESTS OF DEVELOPING COUNTRIES ARE TAKEN INTO ACCOUNT IN CONSIDERING RESPONSES TO CLIMATE CHANGE.

3. SERIOUS AND SUSTAINED SCIENTIFIC TECHNICAL, ECONOMIC AND LEGAL ANALYSIS WILL BE CRITICAL TO SUCCESSFUL COMPLETION OF ANY GLOBAL CLIMATE

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P. 4

TELEGRAPHIC MESSAGE

NAME OF AGENCY	PRIORITY ACTION INFO	SECURITY CLASSIFICATION
ACCOUNTING CLASSIFICATION	DATE PREPARED	FILE
FOR INFORMATION CALL		
NAME	PHONE NUMBER	TYPE OF MESSAGE ☐ SINGLE ☐ BOOK ☐

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MESSAGE TO BE TRANSMITTED (Use double spacing and all capital letters)

TO:

CONVENTION NEGOTIATIONS. IN ADDITION TO PROMPT
DEVELOPMENT OF THESE ANALYSES, THE WORKSHOP, UNDER
THE AUSPICES OF THE RSWG, SHOULD BE STRUCTURED TO
HELP IDENTIFY THE ELEMENTS THAT SHOULD BE INCLUDED
IN A ~~GLOBAL CLIMATE~~ ^{Framework on Global Climate} CONVENTION, AS WELL AS
IDENTIFYING KEY DOMESTIC AND ECONOMIC POLICIES
OF ALL COUNTRIES THAT MUST BE INCLUDED IN ANY
COMPREHENSIVE PROCESS.

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Global Warming
Papers.

See clipped papers
Starred ^(*) items.

Ken Yale
glb. Warming group
Ken Yale

Withdrawal/Redaction Sheet

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
06. Memo	From Scott Hajost to The Administrator Re: Global Climate Change Convention (5 pp.)	4/21/89	P5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

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 By JP (NLGB) on 5/12/05

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UNITED STATES ENVIRONMENTAL PROTECTION AGENCY
WASHINGTON, D.C. 20460

park

APR 21 1989

OFFICE OF
INTERNATIONAL ACTIVITIES

MEMORANDUM

TO: The Administrator

FROM: Scott A. Hajost *Scott A. Hajost*
Acting Associate Administrator

SUBJECT: Global Climate Convention

There is now a strong argument in favor of a U.S. proposal to begin negotiation of a framework climate convention modeled after the Vienna Convention for the Protection of the Ozone Layer. An initiative of this kind is likely in the next few months from any of several countries in any number of fora, including the UNEP Governing Council meeting and the Paris Economic Summit.

The major benefits of such a proposal are that it would:

- 1) increase the status of the issue and bring home to other nations that the U.S. takes the problem seriously;
- 2) provide a mechanism for increased cooperation on the exchange of data and other matters; and
- 3) create a process for cooperative analysis of measures to reduce greenhouse gas emissions, and facilitate later adoption of protocols on other action measures.

Objections that might be posed are: a) from one side, that it would be inadequate because of the absence of control measures; and b) from the other side, that it would put us on the slippery slope to premature action.

Internationally, the U.S. is in the middle of the pack. The heads of government of France, the FRG, Canada, Norway and Sweden signed the Declaration of the Hague which, inter alia, urges all states to join "in developing framework conventions and other legal instruments necessary to establish institutional authority . . . to counter climate change, particularly global warming." Senior representatives from 19 other countries, including Australia, Brazil, India, Indonesia and Japan, also signed. More recently, reports from the last Economic Summit "Sherpa" Meeting indicate that the FRG has clearly joined Canada, the Netherlands and Norway in support of a convention. The position of the U.K. is unclear. Recent statements by the USSR suggest they may be unenthusiastic about such a convention. Finally, much of the developing world may be very suspicious of "environmental imperialism."

- 2 -

In conclusion, if the President wishes to be out front on this issue then the U.S. should formally support development of a framework convention. Attached are suggested paragraphs for your letter to the President.

Attachment

This past year has heard many of the leaders of the Western Alliance speaking seriously of the ecological threats posed by the possibility of global warming. While the scientific evidence is not as established as that of the ozone layer hole, there is growing scientific opinion that we may already be experiencing a mild foretaste of a profound warming trend to come. Scientists state that a change of even 1-2 degrees Celsius could produce significant flooding of our coastal population centers by the rise in ocean levels secondary to the expansion of the oceans and partial melting of the polar ice caps. Additionally, droughts similar to that experienced in the U.S. last year could plague many currently fertile agricultural areas.

The greenhouse effect is linked to the build-up of carbon dioxide from the burning of carbon-based fuels and deforestation as well as to "trace" greenhouse gases such as CFCs and methane. Since the production of these gases is universal, any effective attempt to mitigate this global warming trend will require international agreement.

A number of our major allies, including Canada, France, the Netherlands and the Federal Republic of Germany, favor or tend to favor beginning formal negotiations of an international agreement on climate change. The positions of the United Kingdom and Italy are unclear. Japan is silent but will probably follow us. Thus far, the U.S. has not even agreed to consider the advisability of an international agreement, arguing that first priority should be given to resolving scientific uncertainties surrounding the issue and to developing options for responding to climate change. Having used this argument for eight years on acid rain, it is viewed by many with skepticism.

You may expect that Prime Ministers Brundtland and Mulroney will raise climate change, including a possible convention, in their meetings with you this May. The question of a climate change convention is also arising in the preparations for the July Paris Economic Summit.

I believe that in order for the United States to maintain a leadership role on this issue, we need to come out in support of a climate change convention. Acknowledging that the details need to be fleshed out, I would envision a broad framework convention calling for cooperation on research and information exchange and providing a basis for later substantive control measures. Based on a discussion with Admiral Watkins, I believe he too is supportive of such an approach.

(Original)

TABLE OF CONTENTS

Tab A	An introductory memorandum.	
Tab B	A joint EPA/State paper outlining the pros and cons of a U.S. proposal to begin negotiation of a framework climate convention modeled after the Vienna Convention.	*
Tab C	An earlier draft of the EPA/State paper containing options for proceeding, including amendment of the Vienna Convention.	*
Tab D	An internal State Department memorandum covering much of the same ground as in the joint paper but understating some of the external pressures for a convention and overstating the leadership position to be achieved by proposing discussion of the "advisability" of a framework convention in the IPCC Response Group.	*
Tab E	The Hague Declaration, with a list of signatories.	
Tab F	The 1988 United Nations General Assembly resolution on climate change.	
Tab G	The Statement of the Meeting of Legal and Policy Experts (February 22, 1989, Ottawa).	
Tab H	The Statement of the International Conference on Global Warming and Climate Change: Perspectives From Developing Countries.	
Tab I	An issue paper on the environment prepared for the upcoming economic summit.	
Tab J	A background paper on climate change prepared for the economic summit.	
Tab K	A paper submitted by the FRG to the last "Sherpa Meeting" calling, inter alia, for a climate convention.	
Tab L	The Vienna Convention for the Protection of the Ozone Layer, preceded by a summary of its provisions.	
Tab M	A closely held draft framework Convention for the Protection of the Global Climate, prepared by State's legal division.	

Tab N Secretary Baker's remarks to the IPCC Response Strategies Working Group (RSWG).

Tab O The Report of the First Meeting of the RSWG, see pages 23 and 24.

Tab P The Report of the First Session of the IPCC.

Tab Q The Global Climate Protection Act of 1987.

Withdrawal/Redaction Sheet

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
07. Paper	Steering Group of the Response Strategies Working Group Scope Paper (5 pp.)	5/89	P5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files

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 By JP (NLGB) on 5/12/05

WHORM Cat.:

File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Date Closed: 12/8/2004	OA/ID Number: 29150-006
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Steering Group

of the

Response Strategies Working Group

Geneva, May 10-12, 1989

SCOPE PAPER

The Steering Group of the Response Strategies Working Group (RSWG) will meet at WMO headquarters in Geneva May 10-12, 1989. The Agenda for the meeting is at Tab A.

Our objectives at the meeting are to:

1. Update members on activities of the four sub-groups;
2. Discuss the status of Steering Group Task A (emissions scenarios) and Task B (implementation mechanisms).
3. Decide how developing countries can be encouraged to participate as fully as possible in the RSWG process;
4. Coordinate positions on climate change issues -- and particularly a possible climate convention -- for the upcoming UNEP Governing Council and WMO Executive Council meetings;
5. Draft a report to the UNEP Governing Council, WMO Executive Council, and to the IPCC session in June;
6. Set a date for the next RSWG Steering Group meeting.

Our strategy with respect to these objectives:

1. The co-chairs of each of the four sub-groups will report to the Steering Group on efforts to implement their respective work programs. The Steering Group will want to give impetus to The Resource Use and Agriculture working groups that appear to be lagging behind.

- o The Energy and Industry sub-group has made considerable progress and this sub-group session has been carefully prepared. A framework for analyzing the consequences of various response strategies will be proposed by the U.S. to other EIS sub-group members. The Steering Group chair should commend this analytical framework approach to the members of the other subgroups, particularly Agriculture, Forestry, and Other Human Activities. Position Paper at Tab C.
- o The Resource Use and Management sub-group. This sub-group is committed to preparation of seven topic papers for this meeting. The U.S. has completed its assigned tasks. Others may not have their papers ready in Trio for review in Geneva. It will be difficult to include topic papers not prepared on schedule in the interim report to the IPCC in June, a point the Steering Group chairman should stress. Position Paper at Tab D.
- o The Coastal Zone Management sub-group will report at this meeting on its efforts to conclude 1) an inventory of techniques and practices for adopting to sea level rise, 2) a strategic overview of coastal areas and activities at risk, and 3) a schedule of topical workshops. The Steering Group chair should stress the importance of establishing coordinators for each key element of this comprehensive work plan and confirm that deadlines for completion of assigned tasks are agreed by all concerned. Position Paper at Tab E.
- o The Agriculture, Forestry and Other Human Activities sub-group appears to be somewhat lagging behind the other sub-groups. This sub-group appears somewhat lagging behind the other sub-groups in elaborating and implementing a work-program. If the report to the Steering Group by the co-chairs of this sub-group is as tentative as anticipated, the draft report to the IPCC in June will have little to say on this important element of the overall climate change response strategy. The Steering Group should discuss, formally or informally, how to get this sub-group moving. Position Paper at Tab F.

2. The Chairman of the Steering Group can look to the U.S. and Dutch representative to report on the status of Steering Group Task A and should seek their recommendations as to how to incorporate their results into the overall RSWG process. Memorandum at Tab G. Similarly, the U.S. delegation can report on Task B. The Steering Group chair should commend the U.S. paper to the four sub-groups as a guide to their identification of response options. We should also ask for comments/criticism on the U.S. paper. U.S. Paper at Tab H.
3. The developing country participation issue needs further discussion. The Steering Group chair should solicit the advice of other participants, particularly, the French and Brazilians. An Experts Meeting to discuss this issue might be in order. Possibly, a team drawn from Steering Group participants could travel to key LDC capitals to make the pitch for a direct engagement in this key issue.
4. The Steering Group chair should note the importance of IPCC members expressing a coordinated view on climate change issues -- and particularly the sensitive climate convention issue -- at the upcoming UNEP Governing Council and WMO Executive Committee meetings where the mandate and status of the IPCC will be reviewed. U.S. draft resolutions for discussion and hopefully adoption at the UNEP and WMO sessions are at Tab I. These should be circulated by USDel to Steering Group members prior to the Steering Group meeting if possible.

We should urge consistent positions also be taken:

- o In discussions on follow-up to the March 11 Declaration of The Hague;
 - o At the Conference on the Global Environment in Tokyo in September;
 - o At the November Conference on the Environment to be hosted by the Dutch government; and
 - o In elaborating plans for the Second World Climate Conference in Geneva in 1990.
5. The chair should call for a drafting group to meet on Thursday afternoon (5/11) to draft a report to the IPCC. Presentations by the sub-groups and by those

responsible for Tasks A and B will form an important part of this report. The draft should be considered and adopted by the full Steering Group on Friday morning (5/12). The chair should seek agreement to the report being passed through IPCC Chairman Bert Bolin to the UNEP, and WMO meetings.

6. The Chair should propose that Steering Group meet again on November 1-3, just prior to the November 6-7 Conference on the Environment in the Netherlands.

U.S. participants in the Steering Group meeting are:

Department of State

Frederick M. Bernthal, Assistant Secretary, RSWG Chairman
William A. Nitze, Dept. Assistant Secretary, Chairman
U.S. Delegation

Environmental Protection Agency

Linda Fisher, Assistant Administrator

Department of Energy

Tom Clarke, Executive Director, Climate Activities

Up to three U.S. participants may be able to sit behind the front table. No government will have more than five officials in the room which has a maximum capacity of 100 people.



The U.S. delegation should seek to include the following paragraph in the report of the RSWG Steering Committee meeting:

"The RSWG Steering Committee decided to establish a task group to contribute to the implementation of Task B. The so-called "legal and institutional mechanisms task group" is charged with examining a range of legal and institutional mechanisms, drawing on all the categories set forth in Task B, that could be used to implement response options. In addition to examining existing legal and institutional mechanisms relevant to climate change, the group should, in the context of considering new legal and institutional mechanisms, provide recommendations on the advisability of, and possible elements of, a framework climate change convention, along the lines of the Vienna Convention on the Protection of the Ozone Layer. The task group is to report back to the Steering Committee by _____."

The delegation to the RSWG meeting in Geneva took this with them as the ultimate fallback position.

Withdrawal/Redaction Sheet

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
08. Paper	Options Paper on Global Climate Change Convention (3 pp.)	5/9/89	5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
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*

GLOBAL CLIMATE CHANGE

ISSUE: How should the United States respond within RSWG to international pressure for immediate consideration of a climate change convention?

BACKGROUND: The U.S. has urged that the Intergovernmental Panel on Climate Change (IPCC), jointly established last year by the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO), serve as the central policy forum for the climate change issue. Three working groups, chaired by the U.K., USSR, and the U.S., respectively, were established under the IPCC to consider: 1) the science, 2) the environmental and socioeconomic impacts; and 3) response strategies.

Considered to be an unprecedented example of rapid international cooperation on an environmental problem, the IPCC is to submit an interim report of its findings in time for the Second World Climate Conference scheduled for Geneva in late 1990.

Secretary Baker echoed the President's stated commitment to addressing global environmental concerns by opening the Response Strategies Working Group (RSWG) January meeting in Washington with a strong statement of Administration support for the overall effort. The meeting was designed to be largely procedural and was considered to be an overall success.

We are witnessing, however, a rapid growth of international interest in the quick advancement toward development of a global climate change convention:

-- On December 8, 1988, the UN General Assembly adopted a resolution (which the U.S. did not oppose) calling upon UNEP and WMO, acting through the IPCC, to recommend "elements of a future climate convention".

-- On March 11, France and the Netherlands convened heads of governments representing 24 nations (the U.S. was not invited until the last minute and did not attend) on the climate change issue. The resulting "Declaration of The Hague" stated that global warming is the world's top environmental problem and called for new international authority to combat it. This group will meet again in May to follow up and discuss a convention proposal.

-- The RSWG holds its second meeting on May 8-12 in Geneva. A key issue is expected to be how discussion of the convention issue will be handled within RSWG. The terms of reference of the IPCC call for consideration of "legal matters". The 18-month workplan adopted at the RSWG's first meeting mandate consideration of "new legal and institutional mechanisms that could be used to implement options to limit or adapt to climate change".

-2-

The U.S. has succeeded to date in avoiding 1) the creation of a distinct group within RSWG to consider legal and institutional mechanisms and 2) explicit discussion within RSWG of the convention concept. However, given the UNGA resolution's call for the IPCC to recommend "elements of a future climate convention" and the RSWG's mandate to consider "new legal and institutional mechanisms", it is inevitable and, in fact, required, that the convention issue be discussed within RSWG at some point before it issues its report in late 1990. In light of the growing international pressure for early elaboration of a framework convention, the U.S. must decide how best to manage the RSWG process and its responsibilities as RSWG Chairman.

Option 1: The US should seek to postpone discussions of a framework convention until the end of the RSWG process.

Pros:

Would be consistent with USG expressed belief to date that it is premature to begin discussing a framework convention.

Could provide the USG with more time to develop a comprehensive global climate change policy with all options still intact.

Cons:

Faced with U.S. intransigence on early consideration of the convention concept, international activity may move from RSWG to a less desirable forum.

It is unclear whether the US could succeed in postponing the discussion, given that such discussion is consistent with the UNGA and RSWG mandates.

The US would appear to the world to be dragging its feet on a major international environmental issue.

Option 2: The US should acquiesce in, but not propose, discussions now of a framework convention within the RSWG. The US should seek to focus discussion on the Vienna Convention model (i.e., general principles of cooperation, monitoring, and research with no targets/timetables) within a subgroup of the RSWG Steering Committee in the context of elaborating a range of implementation mechanisms.

Pros:

Discussions on a convention would remain within RSWG where the US can influence the outcome.

Discussions on a convention would remain within RSWG, which would strengthen the IPCC by giving it more political visibility -- a U.S. policy objective to date.

-3-

Early consideration of a convention within RSWG might forestall consideration of the issue in other less desirable forums.

The US would not be perceived as dragging its feet on the convention issue.

Because the US had not itself proposed early consideration of a convention, it could not be tagged later with having impliedly endorsed the need for or contents of a convention.

Cons:

Would require us to acquiesce in discussions that the US might believe are premature.

Only acquiescing now to consider elements of a framework convention would be a lost opportunity for the President to exert international leadership on this issue.

Option 3: The US should itself propose discussions now of a framework convention within the RSWG. The US would seek to focus discussion on the Vienna Convention model within a subgroup of the RSWG Steering Committee in the context of elaborating a range of implementation mechanisms.

Pros:

first four pros of Option 2

Such a US proposal would attract substantial international attention, resulting in political credit for the President.

Cons:

first con of Option 2

A US proposal for consideration now of a convention could later be interpreted as implied US endorsement of the need for a convention, thus limiting the President's options should he later decide not to begin actual negotiations.

THE WHITE HOUSE
WASHINGTON

April 26, 1989

MEMORANDUM FOR MEMBERS OF THE EENR WORKING GROUP

FROM: NANCY A. MALOLEY *NAM*

SUBJECT: Global Warming

Attached is the paper concerning discussions on a global convention. Please provide comments by 4:00 P.M. tomorrow, Thursday, April 27.

Please FAX as available, as it appears to be the most expedient.

Attachment

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
09. Paper	Options Paper on Global Climate Change Convention (5 pp.)	5/9/89	B5	

Collection:

Record Group: Bush Presidential Records
Office: Chief of Staff, White House Office of
Series: Sununu, John, Files
Subseries: Issues Files
WHORM Cat.:
File Location: Climate Change, White House Conference on Global (1990) [5] Global Change

Open on Expiration of PRA
 (Document Follows)
 By JP (NLGB) on 5/12/05

Date Closed:	12/8/2004	OA/ID Number:	29150-006
FOIA/SYS Case #:	1998-0004-F[1]	Appeal Case #:	
Re-review Case #:	2005-0426-S	Appeal Disposition:	
P-2/P-5 Review Case #:		Disposition Date:	
AR Case #:		MR Case #:	
AR Disposition:		MR Disposition:	
AR Disposition Date:		MR Disposition Date:	

RESTRICTION CODES

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

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

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

PRM. Removed as a personal record misfile.

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

(b)(1) National security classified information [(b)(1) of the FOIA]
 (b)(2) Release would disclose internal personnel rules and practices of an agency [(b)(2) of the FOIA]
 (b)(3) Release would violate a Federal statute [(b)(3) of the FOIA]
 (b)(4) Release would disclose trade secrets or confidential or financial information [(b)(4) of the FOIA]
 (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

GLOBAL CLIMATE CHANGE

ISSUE: How should the United States respond to growing international pressure for a climate change convention?

BACKGROUND:

The U.S. has urged that the International Panel on Climate Change (IPCC), jointly established by the United Nations Environment Program (UNEP) and the World Meteorological Organization (WMO) in November 1988, serve as the central policy forum for the climate change issue. Three working groups, chaired by the U.K., U.S.S.R. and the U.S., respectively, were established under the IPCC to consider 1) the science, 2) environmental and socioeconomic impacts and 3) response strategies.

Considered to be an unprecedented example of rapid international cooperation on environmental problems, the IPCC project aims to submit an interim report of its findings in time for the Second World Climate Conference scheduled for Geneva in November 1990.

Secretary Baker echoed the President's stated commitment to addressing global environmental concerns by opening the Response Strategies Working Group (RSWG) January meeting in Washington with a strong statement of Administration support for the overall effort. The meeting was designed to be largely procedural and was considered to be an overall success.

We are witnessing, however, a rapid growth of international interest in the quick advancement toward a global climate change convention.

-- On March 11, France and Netherlands convened ministers representing 24 nations (the U.S. was not invited until the last minute) on the global warming issue. At the meeting, the ministers signed the Declaration of The Hague stating global warming is the world's top environmental problem and calling for a new UN authority to combat it. The organizers will meet again in May to address a convention proposal with timetables, emission reduction targets, and new international regulatory authority.

-- The RSWG holds its second meeting on May 8-12 in Geneva. A key issue is expected to be the concept of a convention on global warming. The terms of reference adopted by WMO and UNEP for the RSWG include consideration of "legal matters." The 18-month workplan adopted at the group's first meeting in January 1989 embraced consideration of "new legal and institutional mechanisms that could be used to implement options to limit or adapt to climate change." The U.S. has, however, succeeded to date in preventing either (1) creation of a separate group within RSWG to consider legal or institutional measures or (2) explicit discussion within RSWG of the global climate convention concept or of what such a convention might contain.

- 2 -

-- The Governing Council of the UNEP meeting in Nairobi on May 15-26 is expected to discuss a global climate change framework convention, which is favored by its executive director, Mostafa Tolba.

-- At the IPCC meeting in Nairobi on June 28-30 a climate change convention is also expected to be discussed.

-- A number of leaders attending the July seven-nation Economic Summit in Paris are likely to force discussions concerning a climate change convention.

The U.S., the Soviet Union, and China together produce over 50% of man's contribution to greenhouse gases. Although any serious international effort toward a response to climate change must include these nations, to date the three have not participated in any discussions calling for a climate change convention.

DISCUSSION:

ARGUMENTS FAVORING CONVENTION DISCUSSIONS

The U.S. may want to modify its past position by initiating discussions at the May 8-12 RSWG meeting that would lead to the formation of a separate group within RSWG mandated with the authority to discuss the advisability and possible elements of a framework convention. Those in favor of modifying U.S. policy make the following arguments.

-- The need for early discussions is predicated on the belief that the U.S. chaired RSWG is a more favorable forum for international discussion on a global climate change convention. The convention approach is seen as inevitable, so it would be better to guide international activity toward a convention containing general principles of cooperation, monitoring mechanisms, and research programs. With strong U.S. leadership this approach may be able to stop movements -- such as the Hague Declaration -- toward a convention with targets, timetables, and UN authority.

-- A framework convention could follow the general approach of the 1985 Vienna Convention for the Protection of the Ozone Layer, providing an institutional framework for continuing assessment of the issue and discussion of possible responses. It would also provide a legal framework under which specific measures could be subsequently agreed, possibly through the adoption of protocols, as with the ozone convention. However, a framework convention would not impose any obligation on the parties to agree to specific response measures or join any protocol.

-- A call for discussions to consider formalizing and expanding existing international cooperation on climate change by some form of climate treaty -- even one limited to scientific cooperation -- would be a significant step beyond the current IPCC process.

- 3 -

Such an U.S. proposal could attract substantial international attention and would represent a serious governmental response. Depending on its timing, content, and presentation, a treaty proposal could afford the U.S. an opportunity to reassert a leadership position on the issue of global climate change. For example, the President could propose an international legal initiative in some highly visible form.

ARGUMENTS AGAINST CONVENTION DISCUSSIONS

The U.S. may not want to modify its past position by initiating discussions on the advisability and possible elements of a framework convention. Those against early modification of U.S. policy make the following arguments.

-- It is vitally important that any potential U.S. response to climate change be based on sound scientific evidence. Toward this end, our efforts must accentuate research. The U.S. is making the world's largest contribution to overall global climate change research and our representatives may want to impress on other nations the importance of this leadership role. The process leading to the Montreal Protocol is an example of international cooperation on a known environmental problem. There was considerably more science available on CFCs and their effect on the ozone layer at the beginning stages of that process, however, than is known about global climate change today.

-- The Hague Declaration should not be viewed as a process with which we must catch up. We were not invited to the meeting (until the last minute), nor did the other significant greenhouse gas producers (U.S.S.R. and China) take part in the proceedings. Any serious international effort on global climate change must include these three nations.

-- The IPCC is the major international effort in regard to climate change and its agenda, correctly, reflects the need for scientific data collection and analysis. The three IPCC working groups are progressing and at the present time there is no need for further negotiations leading toward a mechanism for developing potential future responses. The early participation in such negotiations will likely lead to an early convention, early protocols, and poor policy which is based on emotion, political expediency, and the motivations of nations not destined to be economically damaged by immature climate change responses.

-- The U.S. should decide if a convention on climate change is in its best interest. This decision should be considered within the context of a comprehensive U.S. approach to the climate change issue. Until the President has had an opportunity to develop his overall policy, the Administration should defer taking positions at international meetings which will limit his later options. Joining in such an international process may imply the adoption by the U.S. of certain domestic policies,

including all or a combination of the following: (1) energy taxes; (2) tightened CAFE standards for automobiles; (3) improvements in the efficiency of utilities; (4) increased reliance on nuclear power; and (5) reforestation programs. The called for modification of U.S. policy is a major threshold step in the direction toward a climate change convention. This mechanism may ultimately end with intense international pressure on the U.S. to sign a protocol which is not based on sound science and which has the potential of imparting a severe negative impact on our economy.

OPTIONS:

OPTION #1:

The U.S. delegation continues to insist that no separate group be established within RSWG to consider legal and institutional measures and that no separate process for considering possible elements of a framework convention be established and uses the power of the chair to prevail.

Pros:

- o Provides the President the opportunity to develop a comprehensive global climate change policy with all options still intact.
- o The development of science will remain the focus of the IPCC and the concept of a convention will remain a future option.

Cons:

- o With U.S. intransigence on the convention concept, international activity may be moved from RSWG to a less desirable forum.
- o The U.S. would appear to the world to be dragging its feet on a major international issue.

OPTION #2:

The U.S. delegation takes the initiative in proposing that a separate group be established within RSWG to consider legal and institutional measures and that it immediately begin to discuss what might be included in a framework convention.

Pros:

- o The discussions concerning the advisability and possible elements of a framework convention would remain within RSWG where the U.S. can guide them to a reasonable conclusion.
- o The U.S. would reassert its position as a bold leader on an important international issue.

Cons:

- o The present IPCC process, which emphasizes the development of science, may take a back seat to discussions over a convention and ensuing protocols.
- o Financial markets may be jolted by the appearance of U.S. movement toward international treaties mandating the reduction of greenhouse gas emissions.
- o The early maturation of international policy may preempt the President's development of a comprehensive climate change policy.

OPTION#3:

The U.S. delegation takes the initiative in proposing that a separate group be established within the RSWG Steering Committee with the purpose of drafting a report on possible institutional mechanisms for addressing the climate change issue expressly including, but not limited to, possible elements of a framework convention. The group would be given a specific timetable such as an annotated outline of report to Steering Committee for discussion at Steering Committee meeting in Fall 1989, a full draft report for review by Steering Committee in Spring 1990 and inclusion in the RSWG section of the IPCC report in Fall 1990. The head of the U.S. delegation would have discretion to seek the chair of the group or to support another country.

Pros:

- o The discussions concerning the advisability and possible elements of a framework convention would remain within RSWG where the U.S. can guide them to a reasonable conclusion.
- o The U.S. would reassert, to a lesser degree than option #2, its position as a leader on an important international issue.

Cons:

- o The present IPCC process, which emphasizes the development of science, may take a back seat, to a lesser degree than option #2, to discussions over a convention and ensuing protocols.
- o Financial markets may be jolted, to a lesser degree than option #2, by the appearance of U.S. movement toward international treaties mandating the reduction of greenhouse gas emissions.
- o The movement toward maturation of international policy may preempt the President's development of a comprehensive climate change policy.



BRITISH INFORMATION SERVICES

POLICY STATEMENT
33/89

MONDAY, 8 MAY 1989

GLOBAL CLIMATE CHANGE

"The atmosphere knows no boundaries and the winds carry no passports".

Attached is a statement to the UN Economic and Social Council by the Permanent Representative of the United Kingdom to the United Nations, Sir Crispin Tickell, .

SUMMARY

- * The effect of "greenhouse gases" is comparable in its scale and complexity to the problems which arose from the discovery of nuclear energy, fifty years ago.
- * On 26 April 1989 the British Prime Minister held a seminar of scientists, industrialists, politicians and academics. Their consensus was that despite great uncertainties there was no time to wait.
- * There are three areas in which international work is required - a framework in which to operate, a review of institutions and a basis for action to manage the consequences of a warmer world.
- * The framework has two main aspects: an umbrella convention which would set out general principles or guidelines. This task falls to the Intergovernmental Panel on Climate Change. Secondly, as scientific evidence requires, specific protocols should be fitted into the framework.
- * There are enough international institutions already. The challenge we face is how to make best use of them and, if necessary, adapt them to changing circumstances. Are the problems of global warming sufficiently taken into account by the many UN and international institutions working in this area?
- * We may need to consider whether UNEP might be promoted to a specialized agency. An intergovernmental commission to provide a secretariat and monitor the global framework convention on climate should be considered. There could also be a role for the Security Council under Article 34 of the Charter and a Committee of the General Assembly might also be created.

845 Third Avenue, New York, N.Y., 10022, Telephone: (212) 752-8400
A1-6, B3, B4, B5, EEC, P1/2/3/4/5/6

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BIS NEW YORK

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04-08 12:40

GLOBAL CLIMATE CHANGE

Mr President,

I congratulate my colleague the Danish Ambassador on his election as President of the Economic and Social Council and thank him for arranging, at short notice, this unscheduled meeting of the Council.

The Council recently agreed that environmental issues would be a major theme at the Second Regular Session to be held in Geneva this July. We welcome this decision. At last year's General Assembly political leaders from many countries expressed alarm at the degradation of the environment of our planet. More recently the governments of several member states have made proposals for coordinated international action. We have noted with interest the letter from the Soviet Foreign Minister to the Secretary-General proposing the formation of a Centre for Emergency Environmental assistance. We are also studying carefully proposals which will be discussed at the forthcoming Governing Council of the United Nations Environment Programme to strengthen the Inter-Governmental Panel on Climate Change.

BURROUGHS DEX3500

P. 1

The British government has long been concerned at the prospect that the steady increase of the so called greenhouse gases - especially carbon dioxide, chlorofluorocarbons and methane - in the atmosphere could lead to a rise in average global temperature with incalculable consequences for human society. This problem is comparable in its scale and complexity with that which arose from the discovery of nuclear energy more than fifty years ago. It is an inter-generational problem of a kind which time-bound governments have never before had to deal with. The atmosphere knows no boundaries, and the winds carry no passports. Just as member states of the United Nations came together to take action on damage to the ozone layer, so we now need to come together to see how to cope with the wider problem of likely global warming.

This is not the occasion to spell out some of the possible consequences. It is sufficient to say that a warmer world with wide variations of temperature in different places and latitudes would involve major changes in the character of the earth's surface, and the society which we have built upon it. There would be shifts in patterns of rainfall so that what is now fertile could become arid, and what is now arid could receive unmanageable rainfall. There could be greater climatic instability with higher incidence of storms, hurricanes, floods and droughts. There could be rises in sea level which could affect low lying areas and the large proportion of the world's population now living in them. There could be disruption of the intricate webs of life on a scale now hard to imagine. For if

comparable changes have taken place in the past, they have never happened at such speed. Scientists have not yet succeeded in devising models which could spell out for every region or country what warming would involve for each of them. But we can safely say that within a human time scale there would be no winners: only victims.'

My Prime Minister held an all-day meeting or seminar on 26 April attended by people from a wide cross-section of society: scientists, industrialists, politicians, academics and others. Their consensus was that despite the great uncertainties, there was no time to wait. The British Government has subsequently been considering the actions it believes should be taken by the international community. I convey them first to the Economic and Social Council. We shall further develop them at the meeting of the Governing Council of the United Nations Environment Programme, which begins in Nairobi next week. We shall do likewise at the Second Session of the Economic and Social Council in July, and at the General Assembly in New York in the autumn.

There are three main areas in which international work is required. First we need a framework in which to operate. Next we need to look at institutions. Last we need to establish a basis for action to manage the consequences of a warmer world. I shall have a word to say about each.

BURROUGHS DEX3500

P. 6

First the framework. Let me remind you of the terms of the resolution A/Res/43/53 adopted unanimously by last year's General Assembly. In operative paragraph 10 we invited the Secretary General of the World Meteorological Organization and the Executive Director of the United Nations Environment Programme, through the Intergovernmental Panel on Climate Change, to initiate action leading as soon as possible to a comprehensive review and recommendations with respect to - among other things - "the identification and possible strengthening of relevant existing international legal instruments having a bearing on climate"; and "elements for inclusion in a possible international convention on climate". Work on this comprehensive review is proceeding, and we are contributing to it. We trust that it will draw on other work which has taken place on this subject, notably at a meeting in Ottawa last February in which we actively participated.

In the meantime I set out the British approach. It has two main aspects. First we believe that we should seek to establish as soon as possible a simple framework or umbrella convention, which would set out general principles or guidelines. In doing so we could follow the precedent set by the Vienna Convention of 1985 on the ozone layer. The drafting of principles and guidelines for good climatic behaviour should not be too difficult, and could be completed fairly soon. It is a task clearly falling to the Inter-governmental Panel on Climate Change. We have ideas about what might be covered and how it might be expressed.

BURROUGHS DEX3500

P.7

Secondly we should fit specific Protocols into the framework as scientific evidence requires and permits. Again we could follow the precedent of the Montreal Protocol on the ozone layer which was fitted into the broader Vienna Convention on the same subject. In this fashion we could establish arrangements sufficiently flexible to make early progress on problems which might otherwise prove intractable. It will be easier to decide on those subjects on which we need specific Protocols after the Intergovernmental Panel on Climate Change has reported next year.

Next I turn to the question of institutions. In our view time does not allow us the luxury of trying to create something new. We all know the difficulties and complexities. In any case there is no need for new institutions. We have institutions enough already. The challenge we face is how to make best use of them, and if necessary adapt them to changing circumstances.

Let me enumerate what already exists. There is the World Meteorological Organization which has long done an admirable job. There is the United Nations Environment Programme with responsibility for coordinating the functions of Specialized Agencies and other UN associated bodies with environmental responsibilities. There is the World Climate Programme with its subsidiary programmes. Perhaps most relevant at present is the Intergovernmental Panel on Climate Change with its three working groups. As you know the Intergovernmental Panel is charged to report to the second World Climate Conference in late 1990. In doing so it will take account of last year's General

BURROUGHS DEX3500

P.8

Assembly resolution to which I have already referred.

The difficulties which most existing institutions have so far encountered arise from lack of support, in particular financial support, from their members and the international community generally. The United Nations Environment Programme has particularly suffered in this respect. In our view it needs urgently to be strengthened. The British Government has already more than doubled its contribution, and we urge other Member States to do likewise. But more money will not be enough by itself. Institutions must change and adapt. We need to look again at the status of the United Nations Environment Programme; we may even need to consider in the longer term whether it might be promoted into a specialised agency. Without sufficient resources or status, it can hardly be expected to achieve its aims, particularly in coordinating the environmental work of other Agencies.

The forthcoming report of the Intergovernmental Panel on Climate Change will be of particular importance as it will lay out the scientific basis for future international work on this subject. The Panel was created with this specific purpose, and in the normal way of things would not necessarily continue after the publication of its report. But in view of its quality, we believe that thought should be given to its prolongation, perhaps in the form of some Intergovernmental Commission, whose task would be to provide the Secretariat for and monitor the global framework convention on climate, and report from time to time as appropriate.

BURROUGHS DEX3500

P.9

You may wonder to whom such a body should report. It should of course continue to report to the present Intergovernmental Panel's parent bodies the World Meteorological Organization and the United Nations Environment Programme. But one of the more central organs of the United Nations system might also be involved. Work on a matter of this importance requires high level political direction. For that reason there could in future be a role for the Security Council which could take up environmental issues from time to time under Article 34 of the Charter.

A Committee of the General Assembly might also be created which would have environmental matters as its prime responsibility.

Most of the existing United Nations or United Nations-associated bodies have an environmental dimension to their work. I need only mention the Food and Agriculture Organization, the United Nations Development Programme and the various international financial institutions. The World Bank and the regional development banks have recently worked out new environmental guidelines. We need to consider whether the specific problems of global warming are sufficiently taken into account by these bodies.

Last I come to the most difficult problem of all: the basis for the actions which the international community will need to take to cope with what is above all an international problem. This is not the occasion for examining the detailed reasons for global warming.

As we all know, it has arisen from changes in the use of land; changes in the way in which we generate and use energy; and changes in the transformation of agricultural into industrial economies. All actions to mitigate global warming and adapt human society to it relate to these three areas. No-one planned what has happened. Only one or two forecast it. But we now have to live with it.

The report of the Intergovernmental Panel on Climate Change will obviously be critical in deciding on specific actions. We need consensus on the science if governments are to work successfully together and draw conclusions for policy. In the meantime we must recognize that as with the ozone layer, the problem arises substantially from the process of industrialization, and in particular the consumption of fossil fuels. It is for the older industrial countries to give the leadership when the time comes by discouraging the further build up of greenhouse gases in the atmosphere. But if the burning of fossil fuel is a major component of the problem, it is by no means the whole problem. Changes in land use, in particular deforestation, are important worldwide. They are often the result of pressures generated by an increasing human population with associated species of animals and plants.

Naturally the industrial countries must, as with chlorofluorocarbons, be ready to help the rest of the world. Such help should relate to land use, energy, and industrial development. There is no need for everyone to follow the same path and make the same mistakes. We have to find means to help others leapfrog over

the technologies which have caused the problem. Such help can be given in many ways, some through multilateral, some through bilateral channels. For our part we have already put new emphasis in the British aid programme on help for forestry and finance for studies to work out alternatives to chlorofluorocarbons. We will also respond positively to requests for help from aid recipient countries in re-equipping plants to use substitutes for chlorofluorocarbons and to develop industries free of them. We hope that others will do likewise.

These are no more than the outlines of the British approach towards one of the most difficult and challenging problems of our time. We need the right framework; we need the right institutions; we need the right basis for future actions. This planet is the only one we have got. Its good health is our good health. We need to bequeath to our successors the marvellous world we inherited from our predecessors. Our species has evolved through its ability to adapt. We must continue to adapt in order to survive. The United Nations has a central role in making that possible.

EPA INITIATIVES 1989 - 1990

9 May 1989

DRAFT

INITIATIVES

	May	June	July	August	September	October	November	December
<u>Legislation</u>								
Clean Air Act		*Promotion/	congressional	debate-----	-----	-----?-----	-----	-----
Superfund Mgmt Review		*Groundwork laid	for 1991 reauthor-	ization-----	-----	-----	-----	-----
RCRA Reauth-orization					*To DPC-----	-----	-----	-----
Proposed Amendments to streamline pesticide law			*To DPC -----	-----?				
<u>Ecosystems</u>								
Wetlands Exec Order				*To DPC -----	-----signed--	by President?		
Coastal Awareness		*Beach Day	*Announcement of EPA Initiatives "coastal awareness"					
<u>International</u>								
Climate Convention International Disc.			*President endorses negotiations-----	-----	-----	-----	-----	-----
CFCs			at G-7 Meeting					
President's Conference						*North American Conference(?)		
Hazardous Waste Export Legislation			*To DPC-----	-----?				
<u>Pollution Prevention Legislation</u>			*To DPC-----?					
Government Recycling/ Procurement Exec Order					* To DPC -----	-----	-----	-----
<u>Miscellaneous</u>					*State of Environment Speech(?)	*Conf on Minority Career Opportun. in the Environment		

INITIATIVES

- 2 -

DRAFT

	January	February	March	April	May	June	July	August	September
<u>Legislation</u>									
Clean Air Act									
Superfund Mgmt Review	-----	-----	-----	-----	-----	-----	-----		
RCRA Reauth- orization	---Administration	Proposal?							
Proposed Amendments to streamline pesticide law									
<u>Ecosystems</u>									
Wetlands Exec Order									
Coastal Awareness									
<u>International</u>									
Climate Convention	-----	-----???							
CFCs									
President's Conference									
<u>Pollution Prevention Legislation</u>									
Government Recycling/ Procurement Exec Order	-----???								
<u>Miscellaneous</u>									

*Pacific Rim
Conference?

*Signed by
President-
Earth Day 1990
April 22

MAJOR INTERNATIONAL GOVERNMENTAL MEETINGS

May 15-26, 1989	UNEP Governing Council Meeting Nairobi, Kenya
May 30-June 2, 1989	CFC Technical Meeting - Asian/Pacific Rim countries Tokyo, Japan
June 15-16, 1989	NATO/CCMS Plenary, - Copenhagen, Denmark
June 26-28, 1989	Intergovernmental Panel on Climate Change - Nairobi, Kenya (tentative)
July 14-16, 1989	Economic Summit Paris, France
September 11-13, 1989	Conference on Global Environment and Human Response toward Sustainable Development Tokyo, Japan
November 6-7, 1989	Netherlands Ministerial Meeting on Global Climate Change - The Hague
November 28 - December 1, 1989	Workshop on Economics of Sustainable Development, Bergen Conference Activities, Washington, D.C.
November 13-14, 1989	NATO/CCMS Plenary - Brussels, Belgium
December 17-21, 1989	World Conference on Preparing for Climate Change - Convened by Climate Institute & UNEP Cairo, Egypt
Late 1989	FRG-sponsored conference on global issues (tentatively climate change, marine pollution and hazardous waste) Conceptual at present
Late 1989	Consultative Meeting of Experts on "The Health of the Earth" - (Soviet UNGA Proposal - No Dates, No Details)

March 19-23, 1990

Globe 90 - Global Opportunities for Business and the Environment (Combined Trade Fair and Canadian Government for North American and Asia Pacific Region Environmental Requirements) Vancouver, British Columbia, Canada

April 1990

Second Meeting of Parties to the Montreal Protocol on Substances that Deplete the Ozone Layer - London - UNEP

May 8-16, 1990

Regional Conference on the Follow-up to the Report of the World Commission on Environment and Development (WCED) in the ECE Region - Bergen, Norway

Mid 1990

Heads of State Summit Meeting 15-20 countries from "all continents and the Non-aligned Movement" (Soviet UNGA Proposal - No dates - no details)

October 1990

Conference for Major Corporations Involved in Pacific Rim Area (Ruckelshaus Associates) Seattle, Washington

Late 1990

The 2nd World Climate Conference - Geneva, Switzerland

Early 1991

OECD Environment Ministerial Meeting - Paris, France

Mid 1990

UNEP Governing Council Meeting

1992

The 2nd UN Conference on the Environment (Stockholm + 20 years)

Table 10.1 Anthropogenic Emissions of Air Pollutants in Selected Countries, 1970–85^a
(thousand metric tons)

		Australia ^{b,c}	Canada	France ^d	Fed. Rep. Germany	Czechoslovakia	Hungary	Ireland ^e	Japan ^f	United Kingdom	United States
Sulfur Dioxide											
Total Emissions	1970	X	6,678	3,743	3,640	X	X	180	X	6,120 ^g	28,200
	1980	1,479 ^h	4,612	3,460	3,200	3,100	1,633	217	1,259	4,670 ^g	23,200
	1985	X	3,727 ⁱ	2,185	2,640 ^j	3,150	1,400	140	1,079	3,580 ^g	20,700
Electricity Generation (%)	1970	X	8	27	46	X	X	X	X	45 ^g	56
	1980	X	17	36	58 ^j	X	X	X	X	61 ^g	67
	1985	X	X	31	X	X	X	31	X	71 ^g	69
Nitrogen Oxides											
Total Emissions	1970	X	1,329	1,699	2,400	X	X	56	X	1,832 ^k	18,100
	1980	242	1,716	1,847	3,090	1,204	370	68	1,339	1,932	20,300
	1985	X	X	1,674	3,030 ^j	1,120	400	57	1,416	1,837	20,000
Transport Sector (%)	1970	X	60	51	42 ^j	X	X	X	X	34 ^k	42
	1980	59	63	56	55 ^j	X	X	X	X	37	45
	1985	X	X	65	57 ^j	5 ^j	30	33	49	42	45
Particulates											
Total Emissions	1970	X	2,028	310	1,300	X	X	88	X	720 ^m	18,100
	1980	271 ^h	1,873	278	725 ⁿ	X	547	91	X	290 ^m	8,400
	1985	X	X	187	X	1,370	492	100	X	260 ^m	7,300
Industry (%)	1970	X	70	37	58	X	X	X	X	11 ^m	56
	1980	X	64	26	61 ⁿ	X	X	X	X	10 ^m	38
	1985	X	X	27	X	X	X	3	X	12 ^m	37
Carbon Monoxide											
Total Emissions	1970	X	11,584	X	13,470	X	X	399	X	4,690 ^k	98,700
	1980	2,416	10,256	5,200 ^h	8,960	X	1,730	497	X	5,127	76,000
	1985	X	X	X	7,410 ^j	X	1,800	472	X	5,394	67,500
Transport Sector (%)	1970	X	81	X	44 ^j	X ⁱ	X	X	X	77 ^k	73
	1980	86 ^o	76	X	59 ^j	X	X	X	X	82	69
	1985	X	X	X	59 ^j	X	60 ^j	81	X	84	70
Lead (metric tons)											
Total Emissions	1970	X	X	X	X	X	X	700	X	6,500	203,800
	1980	4,011	13,000 ⁿ	X	X	X	600 ^p	900	X	7,500	70,600
	1985	X	X	X	X	X	530 ^p	500 ^q	X	6,500	21,000
Motor Vehicles (%)	1970	X	X	X	X	X	X	X	X	X	77
	1980	93	62 ⁿ	X	X	X	X	X	X	X	80
	1985	X	X	X	X	X	X	X	X	X	69
Hydrocarbons											
Total Emissions	1970	X	1,876	X	1,840	X	X	54	X	1,838 ^k	27,200
	1980	659	1,838	2,185	1,860	350	X	62	X	1,954	22,800
	1985	X	X	X	1,830 ^j	350	X	62	X	2,059	21,300
Motor Vehicles (%)	1970	X	50	X	36 ^j	X	X	X	X	24 ^k	41
	1980	47	36	X	45 ^j	X	X	X	X	26	30
	1985	X	X	X	45 ^j	X	X	X	X	26	28

Source: Compiled by the staff of *World Resources* from published national and international sources.

Notes:

a. Emission estimation methods differ, so country data are not strictly comparable. b. 1980 data refer to 1976. c. Seven capital cities, except for SO₂ and particulates, which are national estimates. d. 1970 data are for 1973; 1985 data are for 1983. e. 1970 data refer to 1972; 1985 data refer to 1983. f. 1985 data refer to 1983. g. Suspend particulate matter (SPM) data are for coal combustion only. In the United Kingdom, coal combustion was estimated to have contributed approximately 70 percent of total SPM emissions. h. Calculated from weighted average of 1978 and 1982 data. i. Motor vehicles only. j. Transport only.

sions in many industrialized countries. Countries with large hydro and nuclear electricity capacities have relatively smaller contributions from power generation. (See Tables 10.1 and 10.2.)

Globally, natural and anthropogenic sources add roughly equal amounts of sulfur compounds to the atmosphere. However, over land—and especially in industrialized regions—the fraction generated by people is much larger (2). For example, less than 2 percent of all sulfur emissions in the United States in 1980 were caused by decaying organic matter. The average annual emission of sulfur from Mount St. Helens, a U.S. volcano that erupted in the early 1980s, was equal to about 1 percent of U.S. anthropogenic emissions (3).

Global SO₂ emissions have been rising for more than a century. (See Figure 10.1.) Several countries, however, substantially reduced SO₂ emissions in 1970–85. (See Table 10.1.) Many developed countries experienced a pronounced shift away from heavy industries during that period. In addition, several countries imposed progressively stricter emission standards on pollution sources,

Table 10.2 Sulfur Dioxide Emissions and Electricity Generation in Selected Countries 1970–85
(grams per kilowatt hour)

		Fed. Rep. Germany	United Kingdom	France	United States	Canada
Percent of Total Electricity Generation from Nonfossil Fuels	1970	10	13	43	17	77
	1985	35	22	84	27	79
Electricity Generation Growth (percent)	1970–85	68	18	122	54	125
Sulfur Dioxide Emissions from Electricity Generation per Unit of Electricity Generated from All Fuel Sources	1970	6.8	11.1	6.2 ^a	9.6	2.5
	1985	5.1 ^b	8.6	2.4 ^c	5.6	1.7 ^c

Sources: Electricity: United Nations (U.N.), *Energy Statistics Yearbook*, 1982 and 1985 (U.N., New York, 1984 and 1987); for 1982: Table 34, p. 388, p. 392, p. 402, and p. 404; for 1982: Table 38, p. 671, p. 673, p. 680, and p. 681. Sulfur Dioxide Emissions: refer to Table 10.1.

Notes:

a. 1973 data used in numerator and denominator; 1973 electricity generation calculated as the simple average of 1970 and 1975 data.
b. 1982 data used in numerator and denominator.
c. 1983 data used in numerator and denominator.