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01. Memo	From D. Allan Bromley to John Sununu Re: Responses to Your Request for Specific Points That the President Might Include in a Welcoming Address to the First Negotiating Session for the Framework Convention on Climate Change (7 pp.)	1/22/91	P 5	

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Record Group: Bush Presidential Records
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By JP (NLGB) on 10/28/05

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P-2/P-5 Review Case #:	Disposition Date:
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THE WHITE HOUSE
WASHINGTON

January 22, 1991

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: D. ALLAN BROMLEY *Allan*

SUBJECT: RESPONSE TO YOUR REQUEST FOR SPECIFIC POINTS
THAT THE PRESIDENT MIGHT INCLUDE IN A
WELCOMING ADDRESS TO THE FIRST NEGOTIATING
SESSION FOR THE FRAMEWORK CONVENTION ON
CLIMATE CHANGE

o I can well understand that developments in the Gulf may make it impossible for the President to participate in this meeting.

o On three separate public occasions, however, he invited the world's nations to this meeting and his absence may be misunderstood.

o As the following pages indicate, I believe that he can now make a very strong statement about the accomplishments of his Administration. Much has happened since the President spoke to the April White House Conference.

o I include herewith more than you probably want as well as a second copy of the draft of the proposed accomplishments document that I sent you earlier and that was mentioned by Ede at this morning's senior staff meeting.

o I look forward to discussing this material with you tomorrow. I am currently scheduled to see you at 3:15p.m.

The President now has a comprehensive U.S. STRATEGY for leadership and action he can announce on behalf of the nation which outlines specific steps the U.S. is taking in its approach to the climate change issue

The President can distribute copies of a document - the U.S. "Action Plan" which outlines a startling number of specific, significant actions the U.S. is taking which directly address this issue

- o By the way, to the best of our knowledge, other countries do not have a clue that we may have prepared this document - or are even considering a "plan"**
- o While other countries have all been talking - we have been taking action and this "Action Plan" showcases exactly what we have done**

The President can now announce that the actions which are currently included in the U.S. Climate Change Strategy will result in U.S. greenhouse gas emissions in the year 2000 being equal to or lower than 1987 levels.

The specific actions which contribute to this result include:

- 1. Phasing out CFC's and other ozone-depleting compounds which are also strong ghg)**
- 2. Putting a permanent ceiling on sulphur dioxide emissions, at sharply reduced levels**
 - . Allowing freedom of choice in meeting the ceilings thereby encouraging energy efficiency and reducing ghg emissions**
 - . Under CA Act Emendments, utilities were given flexibility to make reductions by any means - a powerful incentive for energy saving measures**
- 3. Reducing, under CA Act, air pollutants which are either ghg themselves (NOs) or ghg precursors (VOCs, CO, and NOs)**
- 4. Plant a billion trees a year/ other forest improvements**
- 5. Programs to speed adoption of energy efficient technologies/practices in homes and businesses**
- 6. Promoting use of and accelerating research on non-fossil fuel energy sources (solar, nuclear, alternative fuels)**

BACKGROUND

Over the past year, the U.S. has taken a somewhat cautious approach to the climate change issue - to allow time for gathering enough data and information to insure that the U.S. climate change policy is based upon the strongest scientific and economic knowledge base possible

- o Meanwhile other countries have been willing to commit themselves to specific targets and timetable for greenhouse gas emissions reduction - with little regard for their ability to achieve their commitments or any knowledge of the cost of their actions
- o While our approach toward any specific plan for stabilization has been factually well-justified, it has been poorly-understood and our motives have been badly misconstrued.
- o We now enter the negotiations from a relatively isolated position, because we are now the only developed country which has not committed to some plan to address the greenhouse gas issue

Therefore, to reestablish our the international leadership on this issue for the President and for the Administration, we need to have a clearly-articulated position on this issue - and we need to make it clear that while everyone else has been talking, we have been acting.

Toward this end, the Administration has:

- . Put together a constructive and firm approach for participation in the negotiations
- . Created an innovative, and more scientifically valid approach to the greenhouse gas issue - The Comprehensive Approach - which focusses on the total picture, including both sinks and sources of ghg.
- . Compiled a description of the actions which we have been taken which address the climate change issue but which were taken because they had merit in their own right (e.g., the Clean Air Act, phasing out CFC's, the tree initiative) and the list is startling - taken together, the acitons are unmatched by any other country.

The U.S. and Global Change - Approach to the Framework Convention Negotiations

o The U.S. is prepared to take to the first negotiating sessions of the Framework Convention on Climate Change an innovative approach to the climate change issue - the "Comprehensive Approach"

- . Moves the climate change issue from the narrow focus on one gas (CO₂ - which primarily results from the energy and transportation sectors)

- . All gases are treated on an equal footing based on a scientifically determined "greenhouse potential index" which takes into account not only their intrinsic molecular greenhouse efficiency but also their average residence time in the atmosphere and other considerations.

- . Scientifically more valid approach because considers all of the significant human-influenced trace gases that effect climate

- . Also considers "sinks" of greenhouse gases which are key part of solution to increases in atmospheric concentrations of greenhouse gases

- . Allows countries more flexibility in policy responses to reducing greenhouse gas emissions

- . Recognizes that Third World Countries with their methane and other emissions are also significant contributors to the greenhouse problem

- . Will make possible a market approach in greenhouse situation at minimum cost

- . Avoids the potential problems associated with developing separate protocols for each greenhouse gas

o Accomplishments which this Administration has achieved through actions pursued because they had merit in their own right (e.g., US Global Change Research Program, the Clean Air Act, phasing out CFC's, the tree initiative, etc) are unmatched by any other country.

o Two recent studies have shown that current policy commitments will result in greenhouse gas emissions in the year 2000 being less than or equal to 1987 emissions.

o The actions (general list) which the U.S. is implementing to achieve a variety of non-climate benefits, which have resulted in stabilization of greenhouse gas emissions at the 1987 level include the following:

- o elimination of stratospheric ozone depleting compounds which are also strong greenhouse gases**
- o increase of forest greenhouse gas sinks**
- o direct control of various greenhouse gases and their precursors which are also air pollutants**
- o regulation of utilities and other air pollutant sources so as to strongly encourage energy efficiency**
- o promotion of energy efficiency by wide range of other actions**
- o increase the use of renewable sources of energy**

o Other actions which should be on the list of accomplishments of the U.S. regarding the greenhouse issue:

o The U.S. is also carrying out the world's largest program of R&D

o To increase our understanding of the science and economics of climate change for sounder knowledge base for making policy decisions

o To develop and to accelerate the adoption of economically sound and environmentally benign technologies which will be essential if massive increases in GHG emissions from world economic growth are to be avoided

o The US has strong energy efficiency incentives to build on past U.S. energy efficiency performance which compare well with that of other industrial countries

o The U.S. has essentially stabilized its emissions of CO₂ over the last 15 years despite a growth in economic output of about 50%. Most other countries have increased their CO₂ emissions over this period, many substantially

o The U.S. has reduced its emissions of several other greenhouse gases over the last 15-20 years

o Chlorofluorocarbon (CFC) emissions were substantially reduced, grew somewhat as certain uses grew, and are now being reduced toward zero

o Carbon monoxide (CO) and volatile organic compounds (VOCs) were reduced substantially

o Current U.S. actions (taken for other reasons) which will contribute to restricting greenhouse gas emissions in the year 2000 by 1987 levels consist of:

o. phasing out CFC's and other ozone-depleting compounds which are also greenhouse gases

o Encouraging energy efficiency strongly, and thereby reducing greenhouse gas emissions, by putting a permanent ceiling on sulphur dioxide emissions and giving utilities the flexibility to make reductions by energy saving measures under the recently enacted Clean Air Act Amendments

o Reducing, under the Clean Air Act, air pollutants which are either greenhouse gases themselves (carbon monoxide and nitrogen oxides) or greenhouse gas precursors (volatile organic compounds and nitrogen oxides)

o Initiating a program to plant a billion trees a year on 1.5 million acres and to make other forest improvements

o Implementing a number of programs aimed directly at speeding the adoption of energy efficient technologies and practices

o taking actions to increase the use of non-fossil fuel energy sources, such as hydropower, photovoltaics, and biofuels

o Energy Efficiency Initiatives - more efficient lighting in Federal facilities

o More efficient lighting in commercial buildings

o Promote State efforts to institute utility integrated resource planning for end use energy efficiency

o Encourage State and local governments to adopt DOE interim building standards

o Expand the Energy Analysis and Diagnostic Center Program to increase energy audits

o Use of DOE building standards by HUD in public housing assistance program

o Renewable Energy Initiatives

o Expand hydropower capacity

o Accelerate the transfer of photovoltaic technology to US commercial production

o Increase use of biofuels for transportation

- o **U.S. R & D Efforts**

- o **US Global Change Research Program**

- o In FY 91, US is spending \$977 million for global change research 91 to improve knowledge base, especially about climate change

- o In FY 92, US will spend \$1,186 million for g c research

- o **Non-Fossil Fuel R & D**

- o solar and renewable energy program is a major commitment to exploiting the energy supply potential of photovoltaics, biofuels, energy from municipal solid wastes, low and moderate temperature solar thermal, and wind energy technologies

- o other renewables research includes geothermal research and efforts to resolve institutional and regulatory impediments to hydropower development

- o Nuclear fission program research in institutional/regulatory reform and the development of advanced reactor design

- o Magnetic fusion program is attempting to establish the scientific and technological bases required for fusion energy

- o Clean Coal Technology

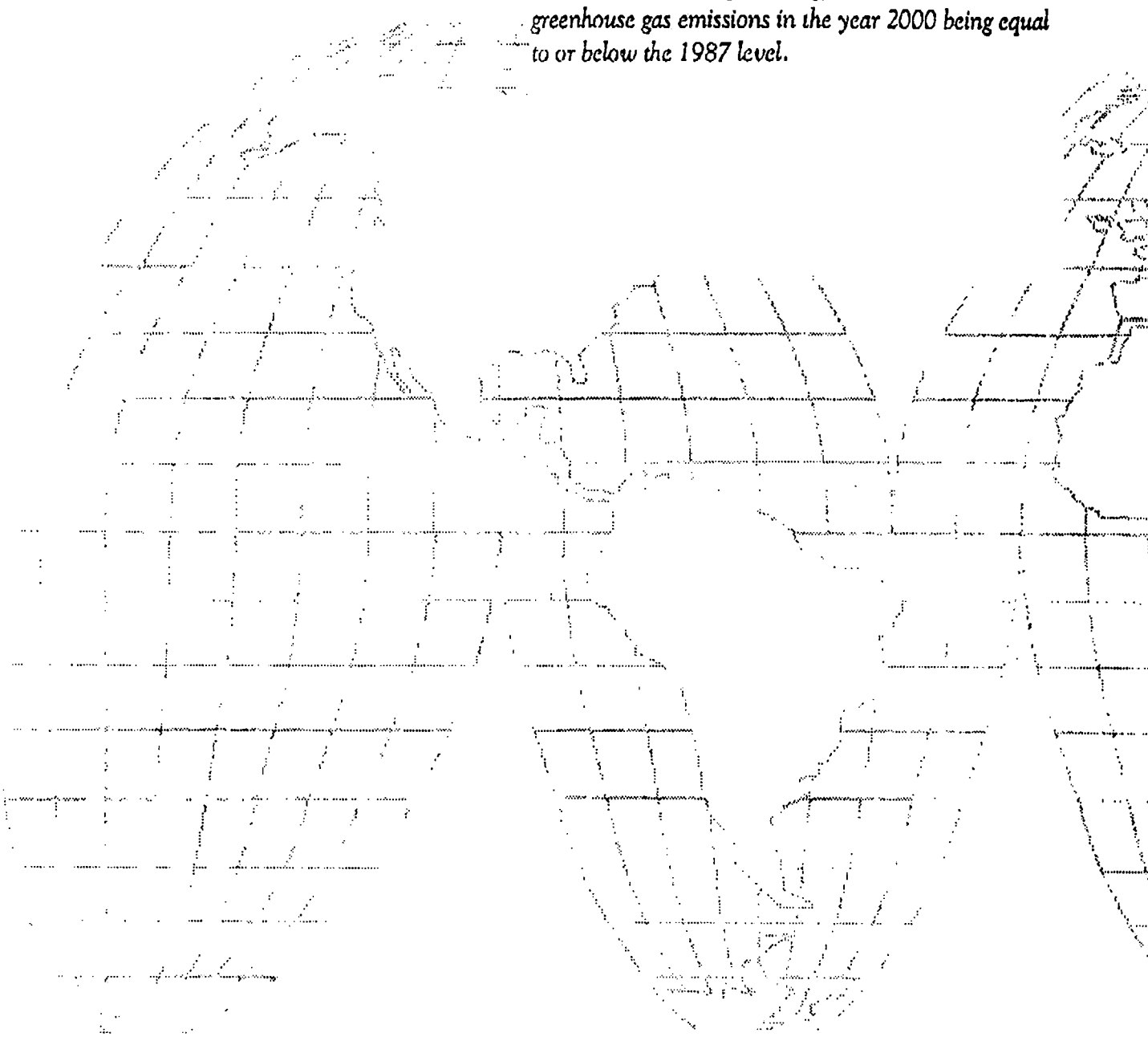
- o Energy Conservation

America's Climate Change Strategy



An Action Agenda

The actions which are currently included in the U.S. Climate Change Strategy will result in U.S. greenhouse gas emissions in the year 2000 being equal to or below the 1987 level.



LEADERSHIP AND ACTION

President Bush has established the comprehensive strategy for action and leadership outlined on the following pages. This strategy flows from his commitment to economic growth and to responsible stewardship of our planet. It is built upon a series of actions which will have broad ranging benefits — from curbing air pollution, to conserving energy, to restoring forest lands — and which will help curb greenhouse gas emissions.

The U.S. believes that any successful global climate change strategy must be:

- **comprehensive**, incorporating all relevant greenhouse gases, their sources and sinks;
- **long term**, taking into account the full range of social, economic, and environmental consequences of proposed actions for this and future generations;
- **flexible**, built on many diverse actions (including market incentives) and readily adjustable as knowledge is improved through a robust research and development program; and
- **integrated**, designed to involve all nations and dynamically reflect and incorporate each nation's unique circumstances into the development of a truly global response strategy.

The actions which are currently included in the U.S. Climate Change Strategy will result in U.S. greenhouse gas emissions in the year 2000 being equal to or below the 1987 level. In addition, the U. S. has essentially stabilized its emissions of carbon dioxide (CO₂) over the last 15 years despite a growth in economic output of about 50 percent. During this same period, global carbon dioxide emissions have increased substantially.

This U.S. Strategy for Climate Change includes many specific actions:

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

Integral to the U.S. Climate Change Strategy is the world's largest program of research and development:

- to increase our scientific understanding of climate change and to provide a sound knowledge base for making major public decisions.
- to develop and to accelerate the adoption of economically sound,



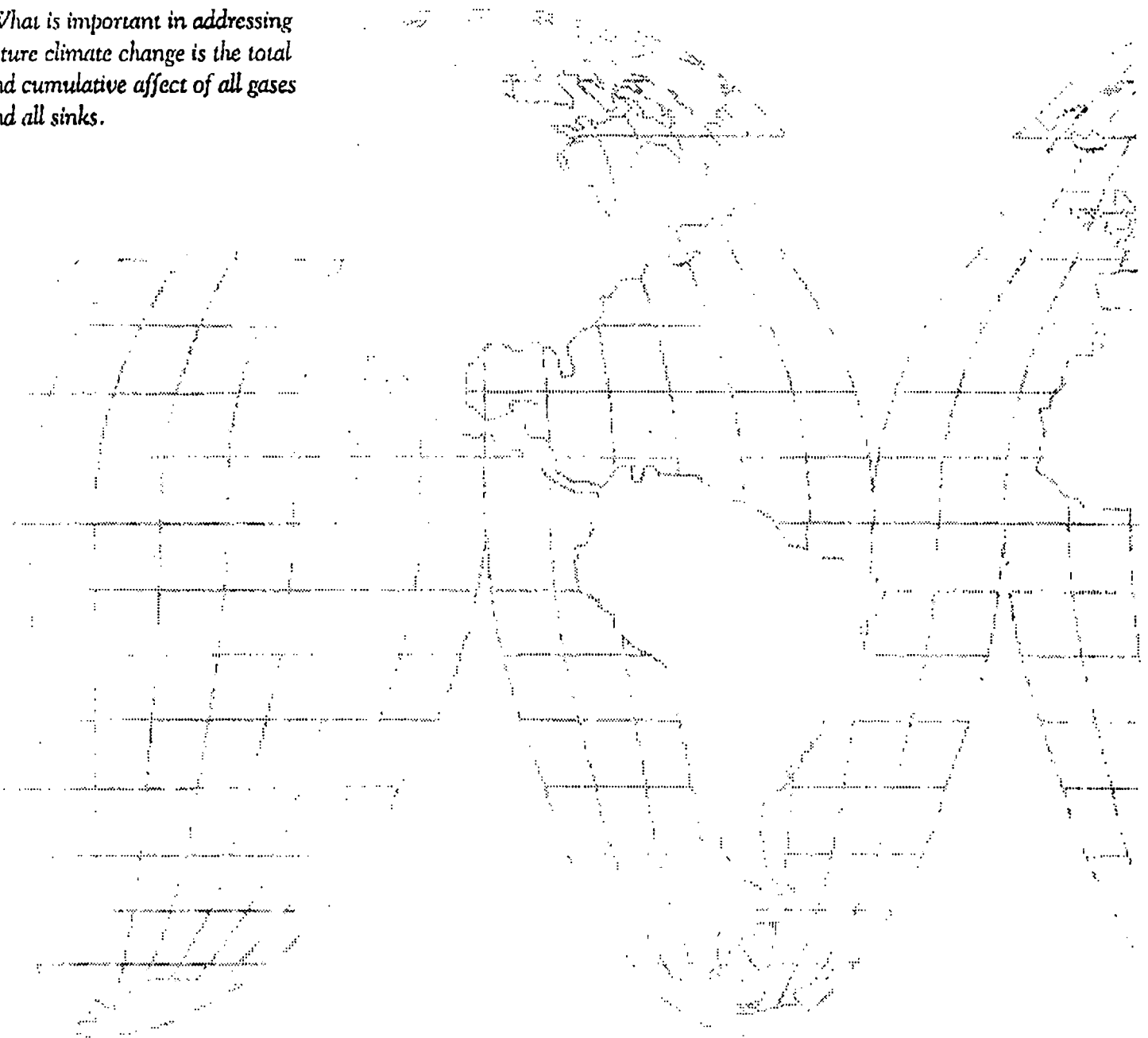
environmentally beneficial, and energy efficient technologies.

In total, the U.S. proposes to invest over 2 billion dollars in these R & D efforts next year alone.

In August 1990, the Intergovernmental Panel on Climate Change (IPCC) stated in its Overview: "A comprehensive strategy addressing all aspects of the problem and reflecting environmental, economic, and social costs and benefits is necessary." The President of the United States has established such a comprehensive strategy. The United States, today, is working to curb emissions, promote economic growth, and exercise leadership in meeting our shared responsibilities as stewards of the planet.

The United States is taking action.

What is important in addressing future climate change is the total and cumulative affect of all gases and all sinks.



THE COMPREHENSIVE APPROACH TO CLIMATE CHANGE

The science and economics of human interactions with the global climate involve multiple trace gases affected by activities in every sector of human society. Each of these greenhouse gases is emitted from a variety of sources and is trapped or affected by "sinks" in different ways. Each gas has a different residence time in the atmosphere, a different ability to trap heat, and different potential impacts on the environment. What is important in addressing future climate change is the total and cumulative affect of all gases and all sinks.

In November, the government ministers at the Second World Climate Conference (SWCC) declared: "We recommend that in the elaboration of response strategies, over time, all greenhouse gases, sources, and sinks be considered in the most comprehensive manner possible ..."

The "Comprehensive Approach" has several advantages:

- It provides flexibility for each nation to develop a diverse, innovative, cost-effective mix of measures to meet its global responsibilities in a manner tailored to its own domestic circumstances; and
- It is designed to employ the results of integrated scientific and economic research on a comprehensive basis, using the results of our research investment to maximize benefits to the environment and humanity.

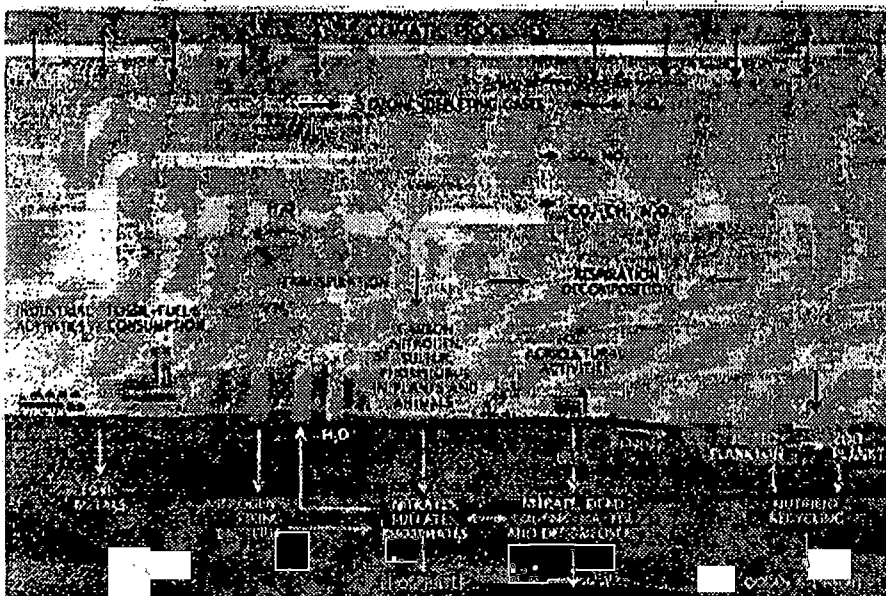
The relative benefit from a unit reduction in the net emissions of each greenhouse gas can be approximated by a measure of "global warming potential" based on the radiative behavior of the gas in the current atmosphere. The Intergovernmental Panel on Climate Change (IPCC) has calculated such a relative measure,

giving carbon dioxide a value of 1 and expressing all other gases in terms of carbon dioxide equivalents. This "index" enables a comparison of the contributions of different gases, their sources and sinks. (See chart opposite)

The costs of achieving a given reduction in the added greenhouse effect will vary from gas to gas and will vary depending on which sources or which sinks of any given gas are affected. Using the Comprehensive Approach, maximum reduction in net emissions or atmospheric concentrations can be achieved for any given level of investment.

If emissions limits were designed to apply piecemeal to one greenhouse gas or economic sector, economic actors could simply adjust to such narrowly focused regulation by shifting to unregulated activities that could continue to contribute to potential climate change.

A comprehensive approach, on the other hand, matches the scientific, economic, and environmental nature of the whole climate system.



THE BOTTOM LINE

Implementation of President's Comprehensive Climate Change Strategy will result in United States greenhouse gas emissions in the year 2000 being equal to or below 1987 levels.

The specific actions which will contribute to this result include:

- Phasing out CFCs and other ozone-depleting compounds which are also greenhouse gases.
- Putting a permanent ceiling on sulphur dioxide emissions, at sharply reduced levels and allowing freedom of choice in meeting the ceilings, thereby encouraging energy efficiency and reducing greenhouse gas emissions. Under the recently enacted Clean Air Act Amendments, utilities were given the flexibility to make reductions by any means — a powerful incentive for energy saving measures.
- Reducing, under the Clean Air Act, air pollutants which are either greenhouse gases themselves (nitrogen oxides) or greenhouse gas precursors (volatile organic compounds, carbon monoxide and nitrogen oxides).
- Initiating a program to plant a billion trees a year and to make other forest improvements (Enhancing sinks)

• Implementing a number of programs aimed directly at speeding the adoption of energy efficient technologies and practices in homes and businesses.

• Promoting the use of and accelerating research into non-fossil fuel energy sources, such as solar, nuclear, and alternative fuels.

The results of these currently planned U.S. actions are illustrated by Chart 1, which shows projected U.S. greenhouse gas emissions for the year 2000. The estimate is based on calculations made by the U.S.

Environmental Protection Agency.

Chart 2 shows an alternative estimate based upon a different economic model prepared by researchers at Harvard University.

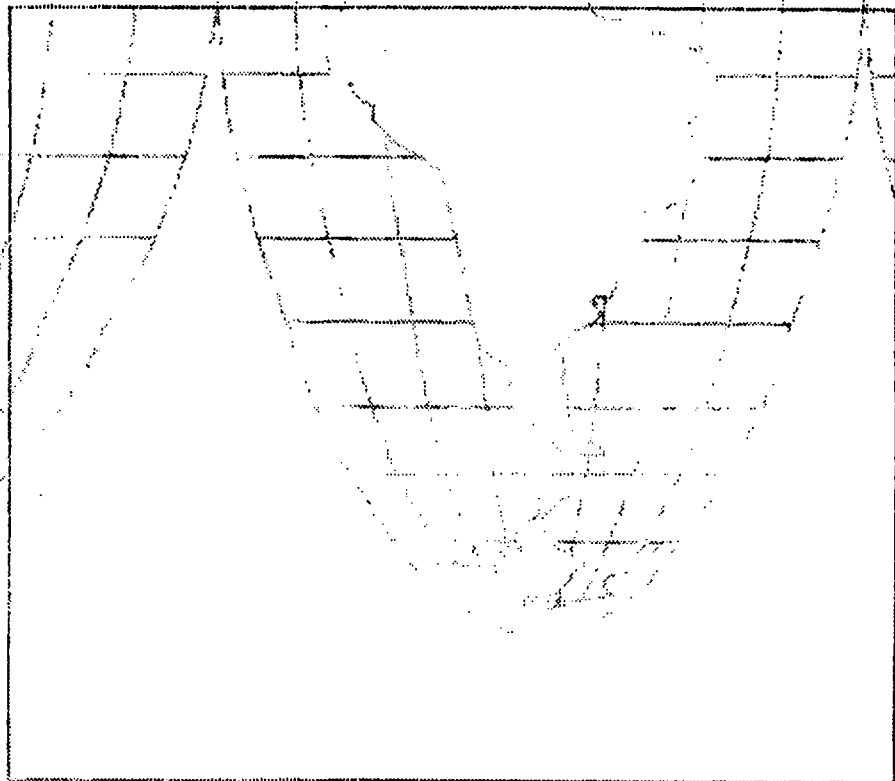


CHART 1

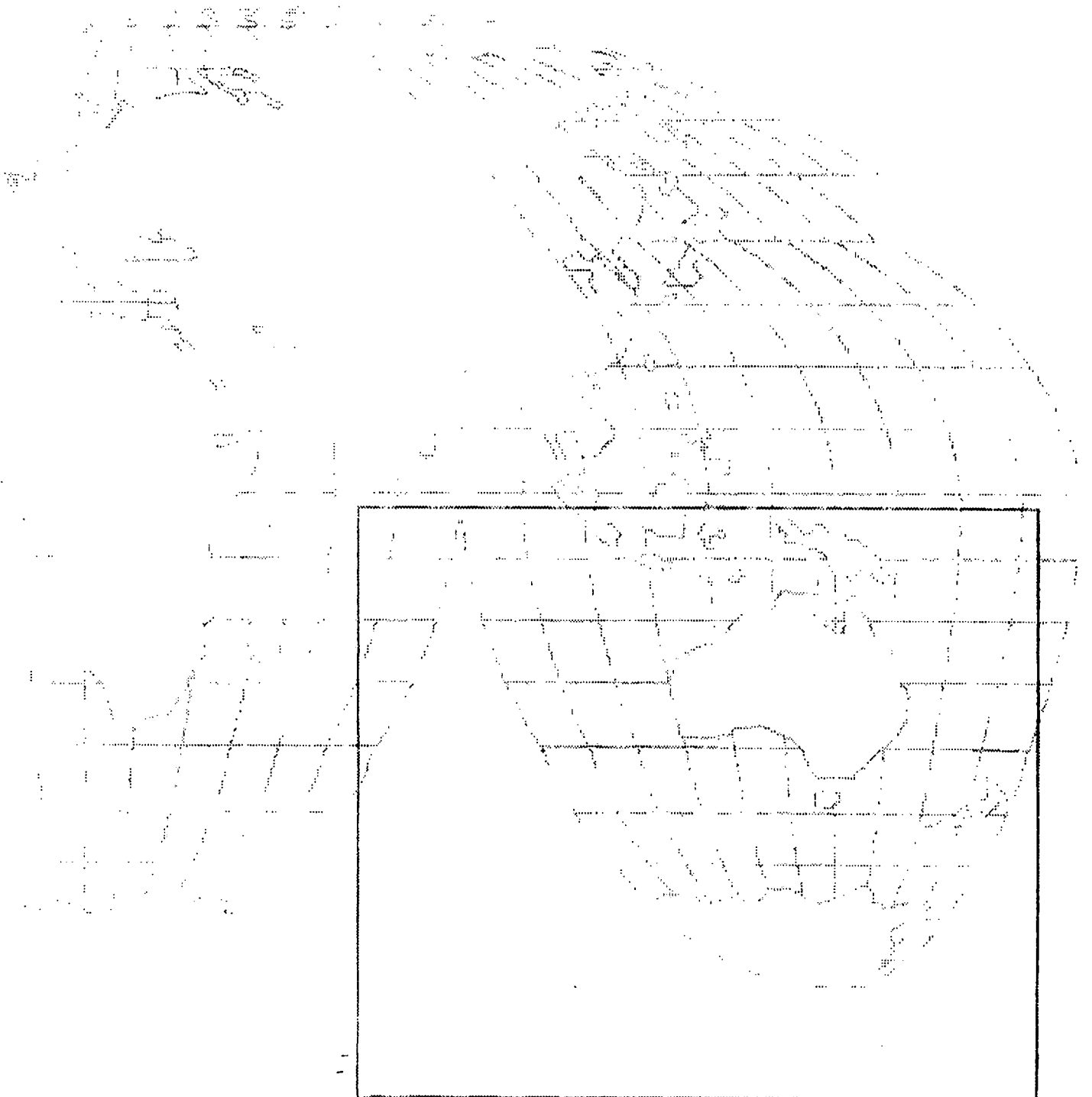


CHART 2

PHASING OUT CFC's

The United States has long taken a leadership role in addressing the problem of stratospheric ozone depletion. In 1978 the U. S. banned the use of CFCs as propellants in spray can products. Such use was considered a low value use which could be forgone given the potential damage which it was believed that CFCs might be causing. All other countries, with one or two exceptions, continued to use CFCs as propellants.

At the London Meeting of Parties to the Montreal Protocol the U. S. supported a complete world-wide phase-out of CFCs, halons, and certain other ozone depleting substances such as carbon tetrachloride and methyl chloroform. The Protocol was amended to achieve that objective.

BEYOND THE MONTREAL PROTOCOL

The U. S. has enacted legislative provisions in the recent Clean Air Act amendments which will phase-down U. S. production and consumption of these ozone depleting compounds more quickly than the amended Montreal Protocol provisions. (See charts opposite)

For each and every one of these compound groups and gases, the Clean Air Act reduces the allowed U. S. production and consumption between now and the final phase-out date substantially below what the Protocol permits. (For example, see chart — regarding CFC production)

Between now and the phase-out dates the U. S., under the mandates of the Clean Air Act, must reduce U.S. production below what is permitted by the Montreal Protocol by the following amounts:

THE U.S. IS AHEAD OF SCHEDULE

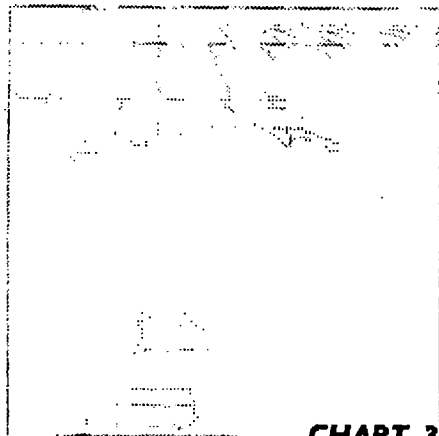
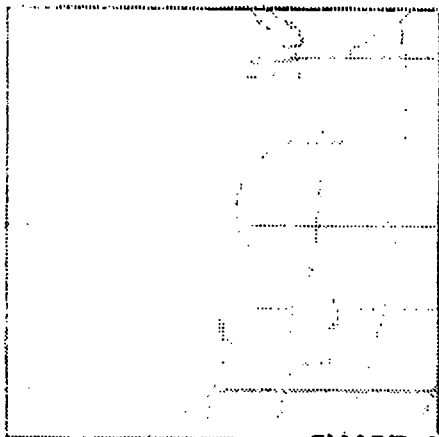
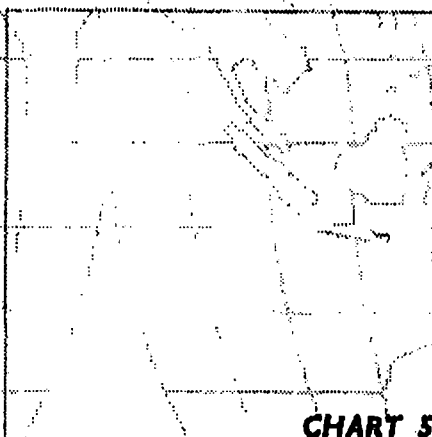
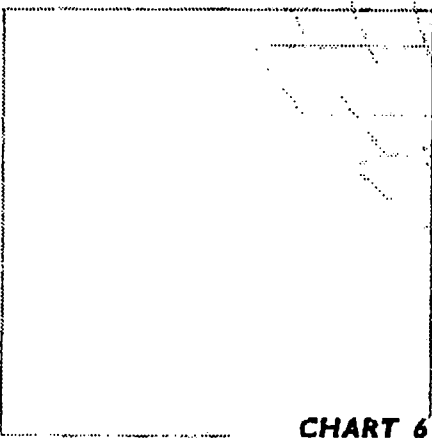
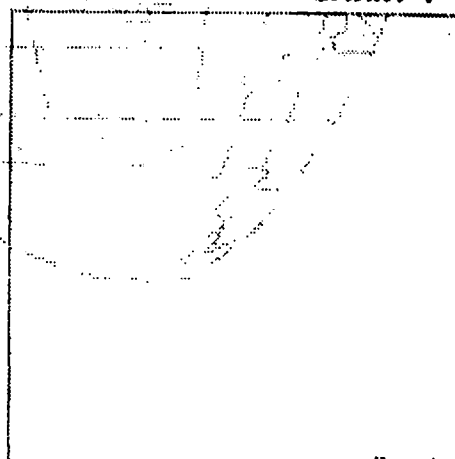
In addition to the more restrictive phase-out schedules required by the Clean Air Act, the 1989

Reconciliation Act enacted a tax on ozone-depleting chemicals during the period of phase-out. The tax rates for each compound are its ozone depleting potential (ODP) multiplied by \$1.37 per pound in 1990 and 1991, \$1.67 in 1992, \$2.65 in 1993 and 1994, and an increase of an additional \$0.45 in each year after 1994.

This tax has already helped to reduce U. S. CFC production in the 12-month period ending June 30, 1990 to 23 % below the levels permitted by the Montreal Protocol and other U.S. law.

While these actions by the United States are justified by their benefits relating to stratospheric ozone depletion, they are also very highly significant for climate change. CFCs, halons, and carbon tetrachloride are extremely powerful greenhouse gases, thousands of times more powerful than carbon dioxide. Methyl chloroform is also a strong greenhouse gas that is in wide use. (See discussion of Comprehensive Approach above)

"Cumulative Near-term reductions in Clean Air Act Below the Montreal Protocol"	
Major CFCs	19%
Halons	32%
Other CFCs	22%
Carbon Tetrachloride	13%
Methyl Chloroform	20%

Major CFCs**CHART 3****Halons****CHART 4****Carbon Tetrachloride****CHART 5****Methyl Chloroform****CHART 6****Other CFCs****CHART 7**

THE 1990 CLEAN AIR ACT AMENDMENTS

The 1990 Clean Air Act Amendments, signed by the President in November 1990, will achieve substantial reductions of greenhouse gases and their chemical precursors, such as volatile organic compounds, carbon monoxide, and nitrogen oxides, in addition to reducing emissions of the more familiar pollutants such as sulfur dioxide. Moreover, the Act will result in direct carbon dioxide reductions due to more efficient electricity generation. When converted into equivalent units of carbon emissions and taken together, these reductions will amount to a 16% decrease in greenhouse gases from these affected sources between the years 1987 and 2000.

The most dramatic reductions will come from electrical utilities. Under the Act, utilities, which must reduce sulfur dioxide (SO₂) emissions by 10 million tons below 1980 levels, are given flexibility to choose how to achieve these reductions. Utilities are thus free to choose cost-effective conservation measures to achieve compliance. This powerful conservation stimulus will sharply reduce carbon dioxide (CO₂) emissions from this sector.

Further, the Act requires utilities to reduce their nitrogen oxide emissions by two million tons under the acid rain provisions. These provisions also contain strong incentives for both electric utilities and industrial sources to adopt advanced, energy efficient technologies that will lower overall emissions, including carbon dioxide.

The Act is also expected to induce oil-burning utilities to switch to natural gas, which produces fewer greenhouse gases than does oil.

Substantial reductions in either greenhouse gases or their chemical precursors will also result from new controls on stationary and mobile sources mandated by the new Act in order to bring cities into attainment of national air quality standards. A wide variety of stationary sources of volatile organic compounds will be required to reduce emissions by adding controls or by changing production processes. Newly tightened automobile emission standards will further reduce emissions of hydrocarbons, carbon monoxide, and nitrogen oxides, and new controls on gasoline evaporation will greatly cut volatile organic emissions. In addition, gasoline itself will be reformulated to reduce its volatility, thus reducing volatile organic emissions at the source.

The Act will dramatically expand the introduction of clean-burning alternative fuels into the U.S. transportation sector. Several large states and the fleets of America's major cities are expected to introduce fuels and vehicle technology which will emit fewer greenhouse gases. Beginning in model year 1994, new tailpipe emissions standards for hydrocarbons, carbon monoxide, and nitrogen oxides will be phased in. Auto manufacturers will also have to reduce refueling emissions. Gasoline volatility will be

reduced and cleaner fuels will be required in the nine cities with the worst ozone problems and in 41 areas during the winter months when carbon monoxide standards are exceeded. A clean fuel car pilot program in California will use combinations of vehicle technology and cleaner fuels to meet tight standards. Twenty-six areas will have to limit emissions from centrally-fueled fleets of 10 or more vehicles.

Regulations are also being proposed under the new source performance standards of the Clean Air Act to require capture of pollutant gases which are given off by landfills. The purpose of the regulations is to capture air toxics and volatile organic compounds which are the chemical precursors of greenhouse gas ozone. Methane will also be captured and flared. Greenhouse gas emissions in the year 2000 will be reduced by an estimated 44 million tons of carbon equivalent.

Carbon Monoxide**CHART 8****CHART 9**

Bar Chart Comparing
1987 - 2000

VOC's**CHART 10****CHART 11**

Bar Chart Comparing
1987 - 2000

NO2**CHART 12****CHART 13**

Bar Chart Comparing
1987 - 2000

ENHANCING NATURAL SINKS

The term "sinks" of greenhouse gases is meant to include human and natural activities, processes, and phenomena that remove greenhouse gases from the atmosphere or reduce their atmospheric lifetimes. Examples include forests, soils and oceans. The IPCC recognized the importance of sinks in a report of its Response Strategies Work Group (RSWG): "The RSWG reviewed potential measures for mitigating climate change... These measures include those which limit emissions from greenhouse gas sources (such as energy production and use), those which increase the use of natural sinks (such as immature forests and other biomass) for sequestering greenhouse gases, as well as those measures aimed at protecting reservoirs such as existing forests."

Reforestation

The President has included in both his FY 1991 and FY 1992 Budgets a major, multiyear reforestation proposal to plant one billion trees per year on 1.5 million acres and to improve forest management practices on an additional 180,000 acres per year. This initiative will encompass cities and towns across America, as well as rural private, non-industrial forest lands. It comes in addition to reforestation which Federal agencies normally do on lands under their jurisdiction.

One purpose of this initiative is to improve the condition of private, non-industrial forest lands which are often now in poor condition due to low levels of management and investment. Improving these lands will increase benefits from soil protection, wildlife, wood products, and recreation.

This initiative will also have significant climate change benefits through the carbon which growing trees (sinks) remove from the air and store both as plant tissue and in the soil. The estimates of carbon removed from the atmosphere by the trees to be planted under the initiative are 9 million metric tons of carbon annually by the year 2000, growing to 50 million tons per year by 2010. (See chart 8)

Global Forest Convention

The President proposed at the Summit of Industrialized Nations in July 1990 at Houston to begin negotiations as expeditiously as possible on a global convention on forests, aiming for completion and signing by 1992.

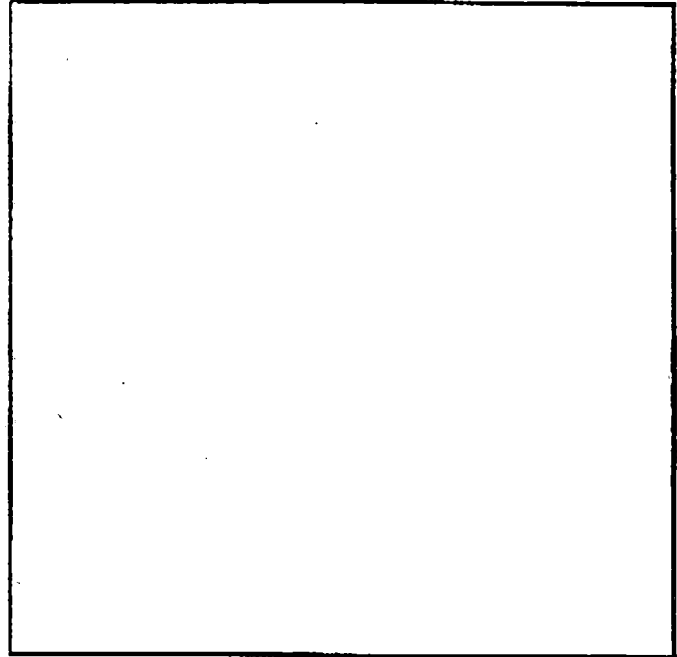
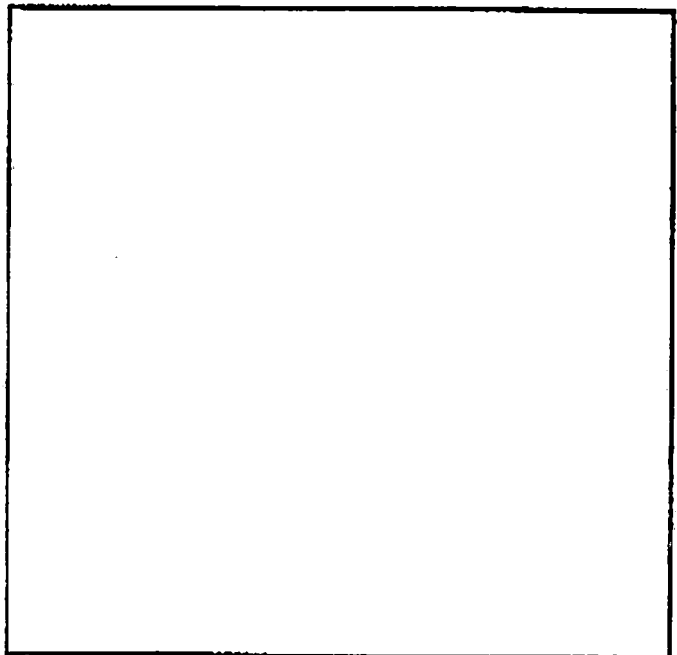
The world's forests absorb carbon dioxide as well as provide many benefits in the form of timber and fiber, soil and water protection, wildlife habitat, recreation and other valuable outputs. They provide the habitat for some 80% of the planets remaining unknown and unspecified gene pool—a completely irreplaceable and potentially

enormously valuable heritage for all humankind. Temperate zone forests are being damaged by air pollution stresses and tropical forests are being rapidly lost.

The U.S. believes that the convention should emphasize market-based mechanisms and flexibility to achieve sound, sustainable forest use, to improve the health and vigor of forests, to encourage reforestation, and to increase the value of forests as sources of income and jobs.

Areas suggested for international cooperation and joint action include research and monitoring; education, training, and technical assistance; reforestation and rehabilitation; reform of the Tropical Forestry Action Plan; reduction of air pollution; bilateral and multilateral assistance; debt-for nature swaps; removal of harmful subsidies.

To put the power of trees as "sinks" into perspective, consider the example of an acre of improved stock of southern pine planted on a high quality site in the southeastern U. S. In the 15th year after planting these trees would take up between 5700 and 6200 pounds of carbon per acre. While the amount taken up declines thereafter as the trees mature, additional carbon continues to be taken up. (See chart 9)

Reductions in Carbon**CHART 15****Carbon Sequestration by Age****CHART 16**

ENERGY INITIATIVES: *Efficiency*

The Administration is currently developing and will announce shortly a National Energy Strategy that will further contribute to the greenhouse gas emissions reductions cited here. Certain National Energy Strategy initiatives have been included in some of the calculations in this document.

The U.S. strategy for action includes a number of other energy efficiency measures, in addition to the Clean Air Act's strong incentives to save and use energy efficiently due to the utility emissions cap and the flexibility in complying given to utilities.

Level Playing Field Between Electricity Supply and Demand Reduction

In some cases utilities can meet demands for energy services without any additional greenhouse gas emissions by investing in energy efficiency rather than by increasing electricity supply. Utilities in only 15 states are now fully able to recover costs from such investments, including energy saving measures as well as new supply. Absent such efficiency measures, new capacity requirements by the year 2000 are projected at more than 100,000 MW.

The U.S. will work with the States to identify regulatory barriers that discourage utility investment in energy efficiency. Utility planning techniques will be developed to consider all alternatives and their costs. The U.S. will provide training, information dissemination, and other types of technology transfer activities. These actions will reduce greenhouse gas emissions in the year 2000 by 9 million metric tons carbon equivalent.

Encourage use of energy efficient building standards.

Both the U.S. and the private sector have developed standards that would achieve 20-25% energy savings in buildings. They could save \$5 billion over 20 years from the new buildings built in a single year.

The U.S. will promote voluntary use of these standards through training programs, design manuals and computer-aided design systems. It will encourage State and local governments to use the standards in their building codes. These actions to encourage adoption of the most energy efficient modern technology in residential and commercial building will reduce greenhouse gas emissions in 2000 by 8.2 million metric tons of carbon equivalent.

Use of the modern standard in public housing assistance programs will reduce greenhouse gas emissions by 800,000 metric tons carbon equivalent in 2000.

More efficient new appliance standards

Large appliances account for over two thirds of home energy usage, excluding space heating. In the past three years, the U.S. has imposed energy efficiency standards on many of the most energy-intensive appliances, including refrigerator/freezers, clothes washers, dryers, and dishwashers. These standards should achieve annual energy savings of 7-8% relative to projected use by the year 2000, and 14-15% relative to projected use by the year 2010.

The imposition of appliance standards has already resulted in a reduction of greenhouse gas emission. As older appliances are replaced with new, environmentally friendly models, the greenhouse gas reductions will increase dramatically. By the year 2000, DOE anticipates an annual reduction of 5.0 million tons of carbon equivalent from projected greenhouse gas emission due to these standards; the annual reduction will more than double to 10.6 million tons of carbon equivalent in 2010.

Expand national energy audit capabilities and use:

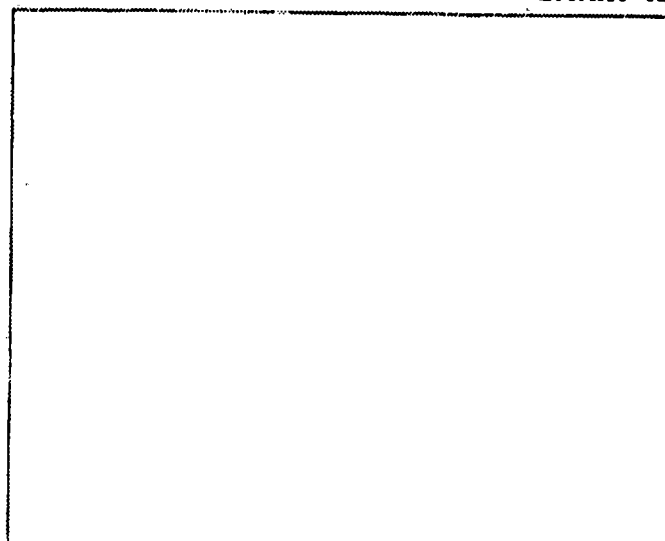
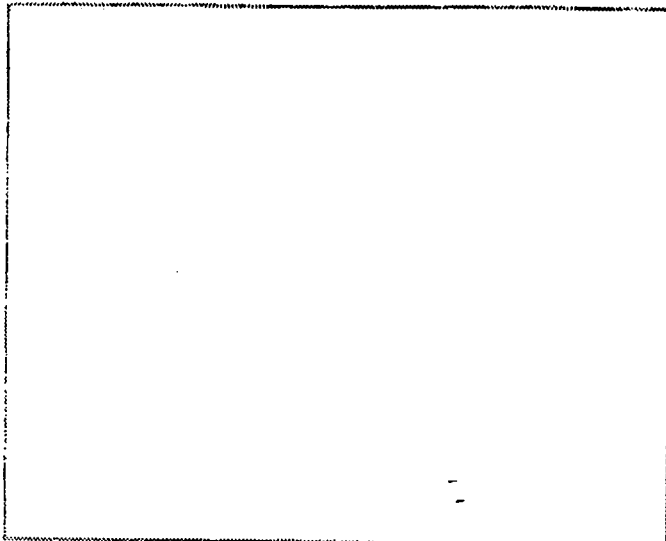
Industry, with some 350,000 separate establishments, uses 24.7 Quads of energy annually. Many options exist for low-cost quick payoff energy saving investments, but smaller firms often lack the information, expertise, and specialized resources to do energy audits of their plants.

The U.S. will increase its program to train engineers in energy audit and diagnostic methods from the current 13 engineering schools to 40 nationwide in the year 2000. This will reduce greenhouse gas emissions in the year 2000 by 6 million metric tons carbon equivalent.

More efficient lighting in federal facilities:

Twenty-five percent of federal agency energy use is for lighting of facilities. Budget constraints, lack of adequate information by facility managers, and restrictive procurement practices have slowed adoption of efficient new technologies.

The U.S. will identify energy savings options in Federal facilities. Project plans, procurement methods, and financing options will be developed to overcome the barriers to improve lighting efficiency. This will reduce greenhouse gases in the year 2000 by 1.4 million metric tons carbon equivalent.

Savings in Emissions**CHART 17 \$ Equivalents****CHART 18**

ENERGY INITIATIVES: *Renewables and Non-fossil Fuels*

Accelerate the transfer of photovoltaic technology to U.S. commercial production:

Recent laboratory research has achieved photovoltaic efficiencies of over 30%. With such efficiencies and improved manufacturing, today's \$4-5 prices per peak watt could be cut in half.

The U.S. will start an intensive effort with industry to understand potential improvements in photovoltaic processes. Industry joint ventures to provide practical solutions and maximize transfer of results will be encouraged. The U.S. will also provide cost-shared technical assistance to adapt manufacturing improvement techniques to specific processes. By the year 2000, greenhouse gas emission reductions will begin to phase in at 500,000 metric tons of carbon equivalent.

Expand nuclear energy capacity:

As the Nation enters the 1990s, nuclear power is the second largest source of U.S. electricity, providing almost 20 percent of America's electricity needs, and nuclear power causes no greenhouse gases.

Because of the availability of nuclear power the nation was able to avoid the use of large amounts of fossil fuels in 1989. In terms of the displacement of fossil fuels, nuclear power can take credit for reduced utility emissions of carbon dioxide—a major "greenhouse" gas—by 20 percent, or approximately 128 million tons. In overall terms, nuclear energy plants cut

U.S. emissions of carbon dioxide by nine percent. Worldwide, nuclear energy reduced these emissions by more than seven percent.

A comprehensive strategy for nuclear energy is being developed as a part of the National Energy Strategy and is supported in the President's Fiscal Year 1992 budget. This strategy includes:

- Developing advanced light water reactors that will incorporate passive safety features in a standardized (modular) design. This will reduce the time needed to license new plants, while assuring that safety issues are adequately addressed. The U.S. is currently supporting first-of-a-kind engineering work that will assist companies in their efforts to have the Nuclear Regulatory Commission certify the safety of standardized designs.
- Conducting research and development on advanced reactor concepts with safety features that go beyond even the standardized designs ("to be intrinsically safe") currently before the Nuclear Regulatory Commission. High temperature gas cooled reactors use specially coated fuel elements that will not fail even under the high temperatures that could occur in an accident. Liquid metal reactors use liquid sodium as the heat exchange medium. Researchers have demonstrated that both reactor types can shut themselves down safely under conditions that would be extremely serious for present-day reactors.

- Reforming the nuclear licensing process through consolidation of the redundant aspects of the construction and operating licensing processes, without compromising nuclear safety concerns.
- Developing a long-term solution to the nuclear waste problem by developing a permanent repository, possibly an interim retrievable storage facility.

DOE is funding programs that are supporting growth in nuclear energy capacity and the life extension of many currently operating plants. According to analysis done for the National Energy Strategy, support from DOE is expected to result in adding new nuclear capacity by 2000 and to have On-line 264 GWe of new nuclear capacity, compared with 120 GWe today. Again, because nuclear power allows the nation to avoid the use of fossil fuels, such an expansion of nuclear use would result in yet a further substantial reduction in CO2 emissions.

Increase transportation use of alternative fuels.

Use of oxygenated fuels, such as ethanol, can reduce urban smog levels, tropospheric ozone, and emissions of CO2.

U.S. research has demonstrated the technical feasibility of the processes to produce ethanol from non-food domestic resources such as wood or herbaceous crops.

The U.S. will expand current research programs in alternative fuels to include cost-shared joint ventures aimed at reducing the cost of ethanol from non-food resource. This effort will be coordinated with industry vehicle and engine development programs.

ENERGY INITIATIVES: *Conservation and Renewable R&D*

The U.S. is funding a large research and development program for conservation and renewable energy. In Fiscal Year 1992 this effort is increased by 18 percent to a level of \$495 million.

In the long run, an adequate response to climate change will require the use of new technologies that conserve energy or that provide energy without causing greenhouse gas emissions. These technologies will be needed in all of the economy's sectors.

R&D for energy efficiency in transportation includes work on high temperature internal combustion engines, gas turbine engines, fuel cells and a new initiative for electric vehicles. Air transportation energy efficiency work includes research in hybrid laminar flow, composite materials, improved terminal operations, and improved air traffic control.

Alternative-fuel vehicle demonstration and a scale-up of a wood-to-ethanol process are being done. An initiative to address the problem of combustion emissions in waste-to-energy plants is being started.

Buildings energy efficiency research focuses on the interactions of energy systems, and the efficient use advanced window technologies and building materials to control light and heat entering a building.

Industrial energy efficiency R&D includes funding for more efficient steel, aluminum, and paper processes. A scale-up and test of the use of concentrated solar energy to detoxify liquid wastes will also be done.

The U.S. is proposing to initiate, in the fiscal year 1992 budget, a new joint auto industry—government consortium to develop a battery for electric vehicles. Improved batteries that could extend vehicle range to 120-200 miles could enable electric vehicles to capture as much as 20 percent of the market by 2030. Fuel-cell-powered electric vehicles offer the potential to achieve up to 50 percent efficiencies.

Total FY 1992 funding for research in new energy saving technologies is over \$900 million.

TRENDS: CO2 Emmissions

U. S. emissions in 1988 were only 2.7 % above the 1973 level, despite the fact that real U. S. GDP, in 1985 dollars, grew by 48 percent over that period.

[[[NEW CHART]]] (ADD CHART REGARDING 2.7% ABOVE)

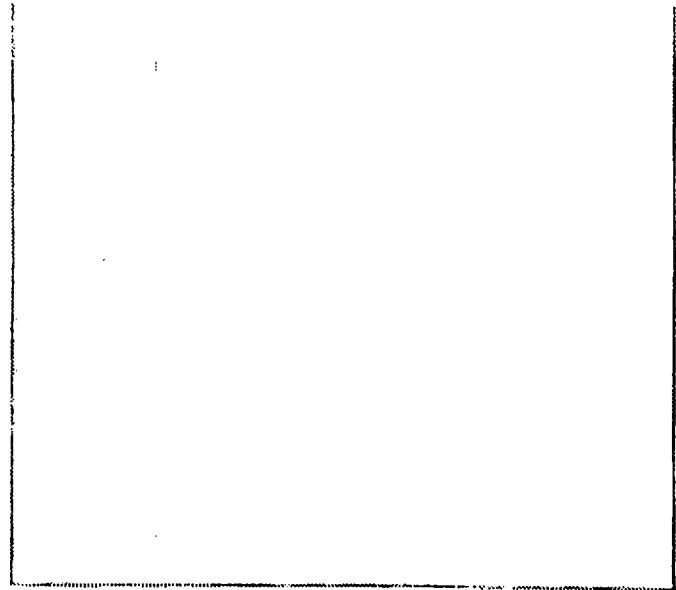
Chart 12 compares the U. S. trend to countries with substantial growth in emissions. Chart 13 compares the U. S. trend to countries with moderate growth or decline in emissions.

A key unanswered question about responding to the climate change issue is how to achieve economic growth in developing countries and economic reform in formerly centrally-planned countries without massive increases in greenhouse gas emissions.

Chart 12 compares the recent U. S. emissions trend with countries which contain most of the world's population, have trends of rapidly growing CO2 emissions, and are likely to have substantial emissions-generating economic growth in the coming decades.

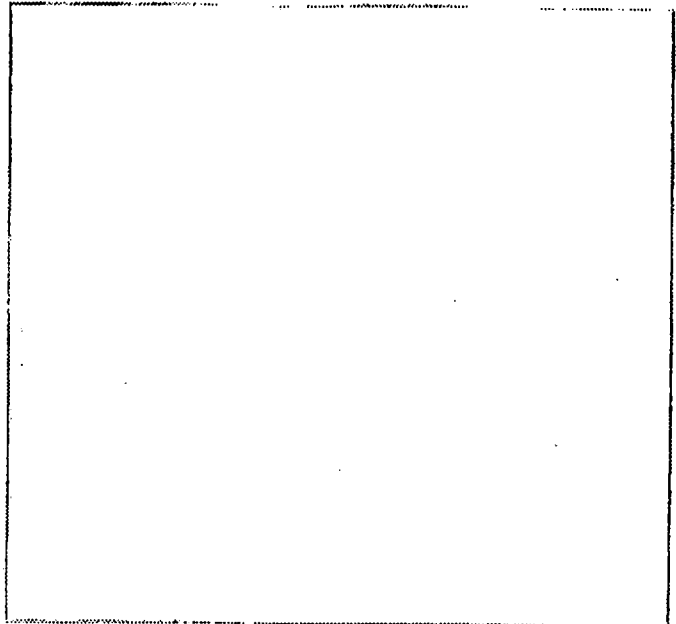
CO2 Per GDP

CHART 19

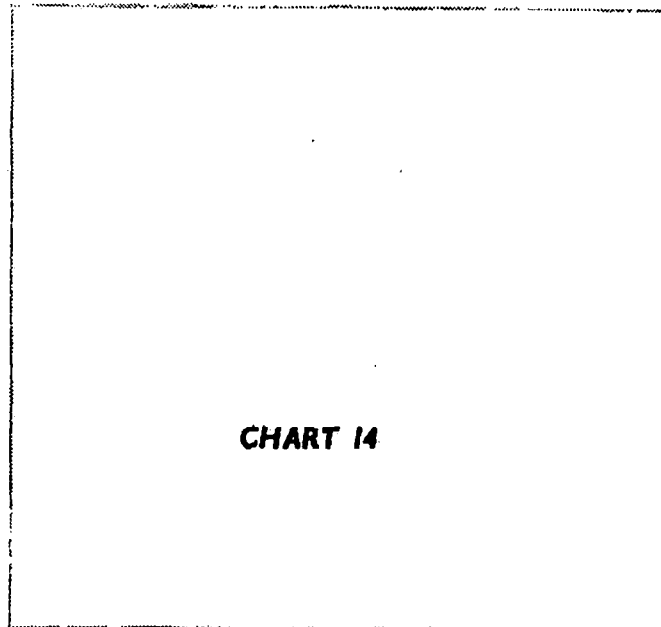


2.7% Chart

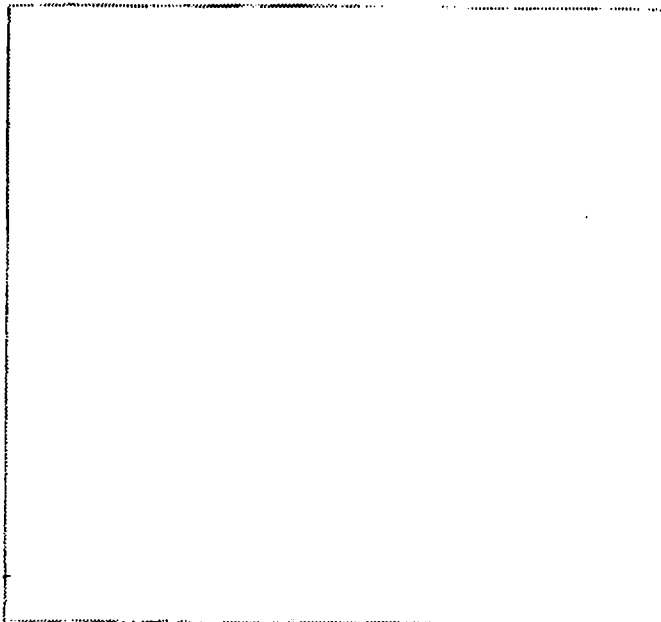
CHART 20



Trends in Carbon Dioxide Emmisions
U.S. & Moderate Growth or Decline **CHART 21**



Trends in Carbon Dioxide Emmisions
U.S. & High Growth Decline **CHART 22**



TRENDS: *Energy intensity*

Chart 19 compares United States energy consumption per unit of gross domestic product (GDP) with Canada, Japan, France, Italy, West Germany and the United Kingdom - the other G-7 countries.

However, as shown in Chart 20, the United States has improved its energy use/GDP ratio since 1970, averaging an annual improvement of 2 percent per year. In 1988 the U. S. used only 70.9 % as much energy per unit of GDP as it used in 1970.

The United States' rate of improvement in the industrial energy use/gross product originating (GPO) ratio has been greater than most other G-7 countries, averaging close to 3 percent per year since 1975 (Chart 22).

Since the early 1970s, the United States has improved its heating efficiency on an energy used per square foot per degree day basis. The U.S. used in 1987 only 68.4% of the energy used per square foot in 1972. Today, U.S. energy use in dwellings per square foot per degree day is much lower than most other G-7 countries.

Energy Consumption per GDP

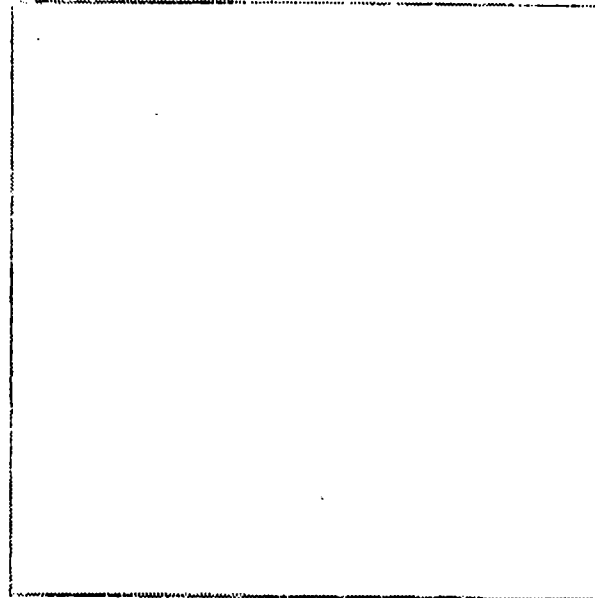


CHART 23

Energy Per GPO 1986

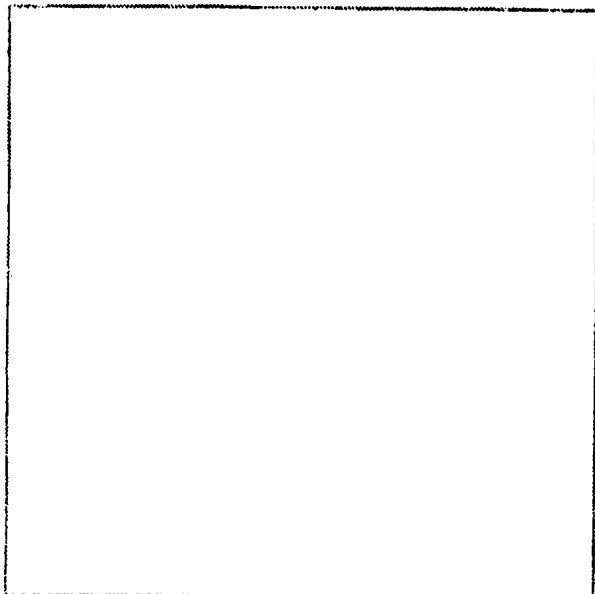


CHART 24

Energy Per GDP 1988

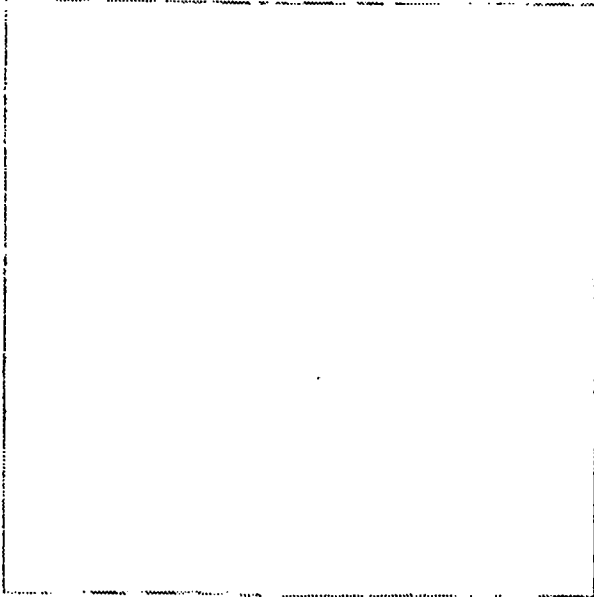


CHART 25

Population Density Per SM 1988

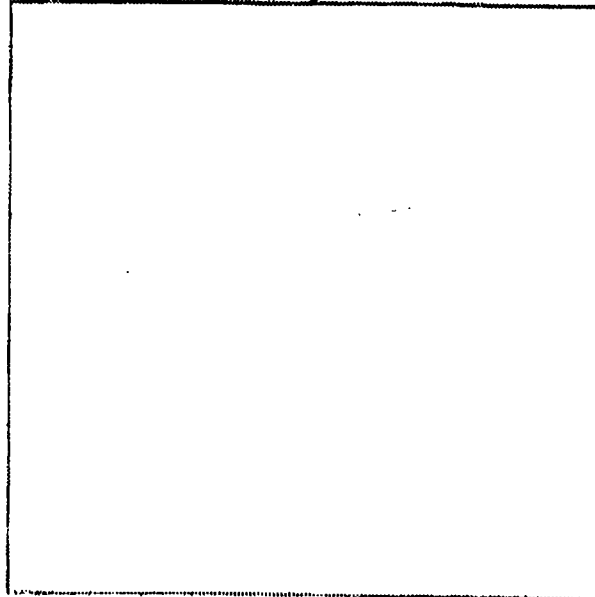


CHART 27

Savings in Energy Per GPO ('86-'77)

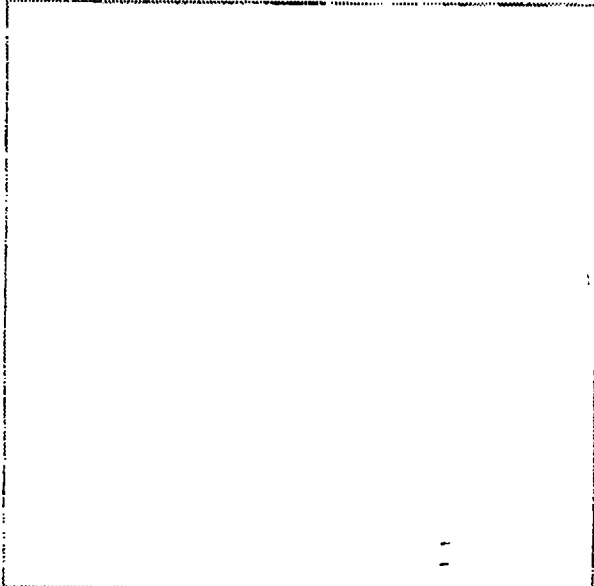


CHART 26

TRENDS: *Transportation*

Population density in the United States is 5 to 10 times less than in many of the other G-7 countries. With such a low density, the U. S. spatial spread between work and home often makes mass transit systems impractical. Distribution of economic activities across a wide continent requires substantial energy consumption for moving people and freight long distances. (chart 23) Transportation energy consumption per capita (Chart 24) is highest in the United States and Canada and substantially lower in the G-7 countries with high population densities.

New car fuel efficiencies in the United States are now roughly even with those of most of the other G-7 countries (Chart 25), despite much more demanding U. S. emissions and auto safety standards. The U. S. 1987 miles per gallon ratio was 28.3, within a relatively narrow range from Japan at 27.7 to the United Kingdom at 31.8. The U. S. from 1973 to 1987 increased its new car fuel economy by 100 percent. (chart 26)

New Car Fuel Economy

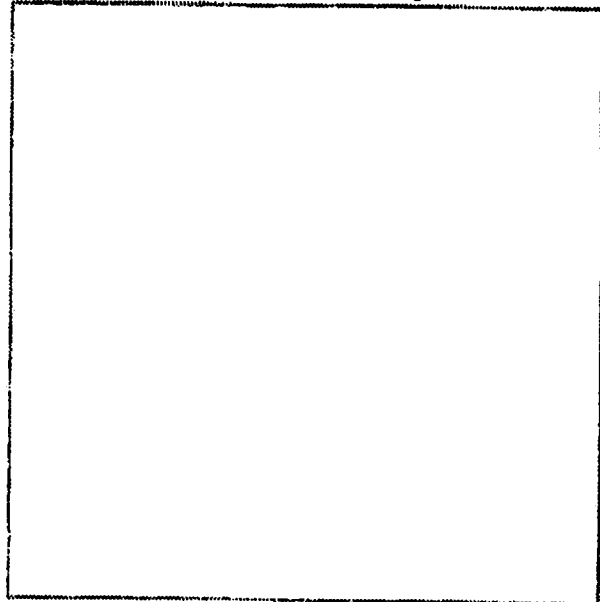


CHART 28

New Car Fuel Efficiency

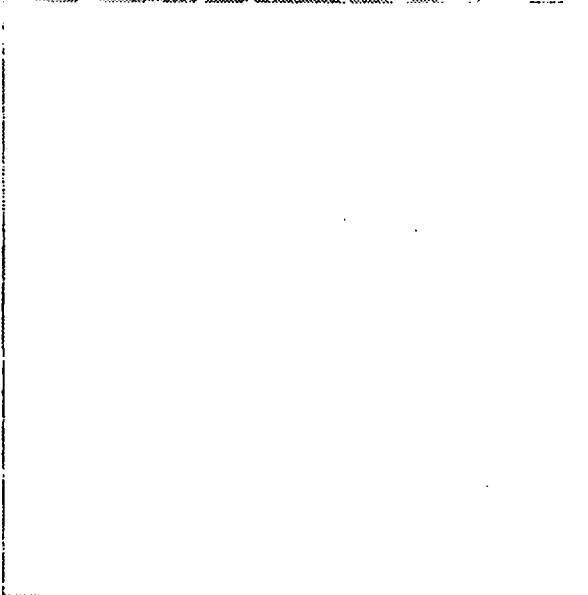


CHART 30

Transport Energy Consumption

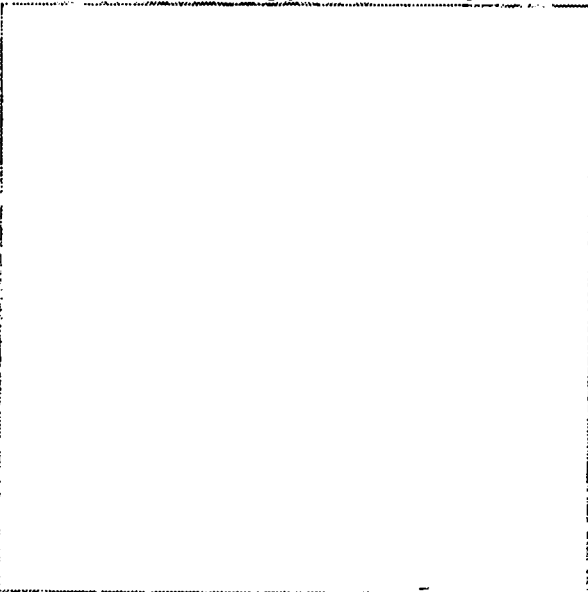


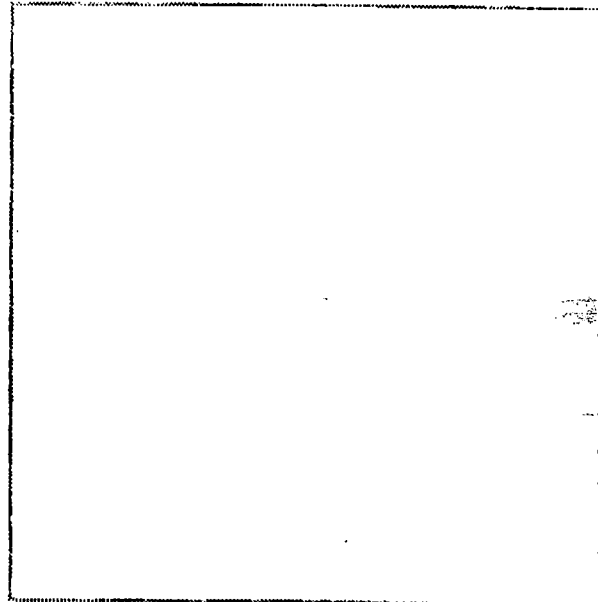
CHART 31

TRENDS: *Pollution Expenditures*

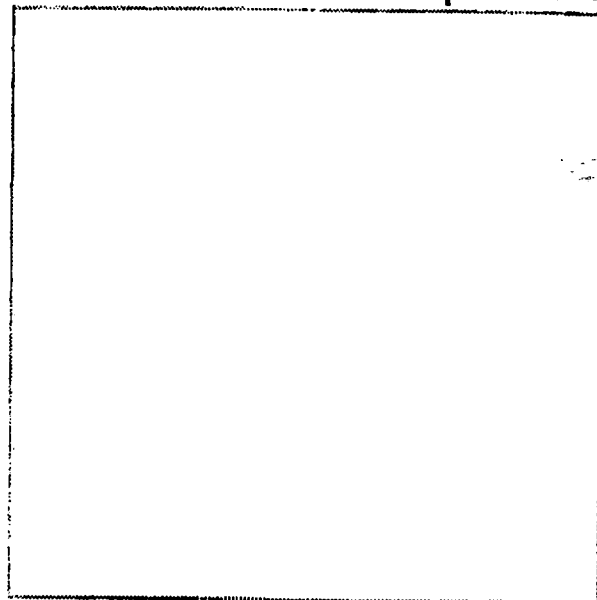
United States' declines in emissions of volatile organic compounds, carbon monoxide, CFCs, and, to some degree, the stabilization of carbon dioxide emissions over the period from the early 1970s to the present can be attributed to U. S. investment to protect and to clean up the environment. U. S. spending for all pollution control purposes over the period is shown in Chart 17. It has grown by 100 percent from 1972 to 1989.

U. S. pollution control spending has historically been larger compared to the country's Gross Domestic Product than spending by other countries for which data is available. Chart 18 shows pollution control spending as a percentage of Gross Domestic Product.

Pollution Control as % of GDP

**CHART 32**

U.S. Pollution Control Expenditures

**CHART 33**

GLOBAL CHANGE RESEARCH

The Intergovernmental Panel on Climate Change (IPCC) stated that, "To reduce the current scientific uncertainties in each of these areas (as listed below) will require internationally coordinated research, the goal of which is to improve our capability to observe, model, and understand the global climate system. Such a program of research will reduce scientific uncertainties and assist in the formulation of sound national and international response strategies".

The U.S. Global Change Research Program (US/GCRP) has been developed as a central component of the United State's approach to global change, and more specifically to address these IPCC identified uncertainties.

In FY 1992, the U.S. plans to invest almost \$1.2 billion in this Program, which virtually doubles the U.S. commitment to the research program of the US/GCRP since it was initiated in FY 1990 (see chart below).

U.S. scientists have lead the development of an international global change research program. Other countries have joined the U.S. in a coordinated research effort to address critical scientific uncertainties, through such international programs as the World Climate Research Programme ((WCRP) and the International Geosphere-Biosphere Programme (IGBP). The total international research program, for which the U.S. provides about 50% of the financial support, is coordinated through United Nations scientific bodies (i.e., WMO,

IOC, and UNEP), through the International Council of Scientific Unions (ICSU), and through the recently established International Group of Funding Agencies for Global Change Research (IGFA).

The central task of the US/GCRP is to develop predictive understanding of the Earth's system's processes, particularly the climate aspects. It is the intent of the US/GCRP to provide leaders of government with the best possible scientific information as inputs to environmental policy decisions.

The highest priorities for the US/GCRP in FY 1992 are to:

1. Enhance scientific research efforts that seek to *reduce the scientific uncertainties* identified during the IPCC scientific and impact assessments.

Specifically, the USGCRP research will focus on understanding the processes affecting:

- *changing concentrations of greenhouse gases*, which are implicated in future global warming predictions;
- *clouds and radiative balance*, which strongly influence the magnitude of climate change at global and regional scales;
- *oceans*, which influence the timing and patterns of climate change;
- *land-surface hydrology*, which affects regional climate change and water availability;
- *polar ice sheets*, which affect predictions of global sea level changes; and
- *ecological dynamics*, which are impacted by and respond to climate change.

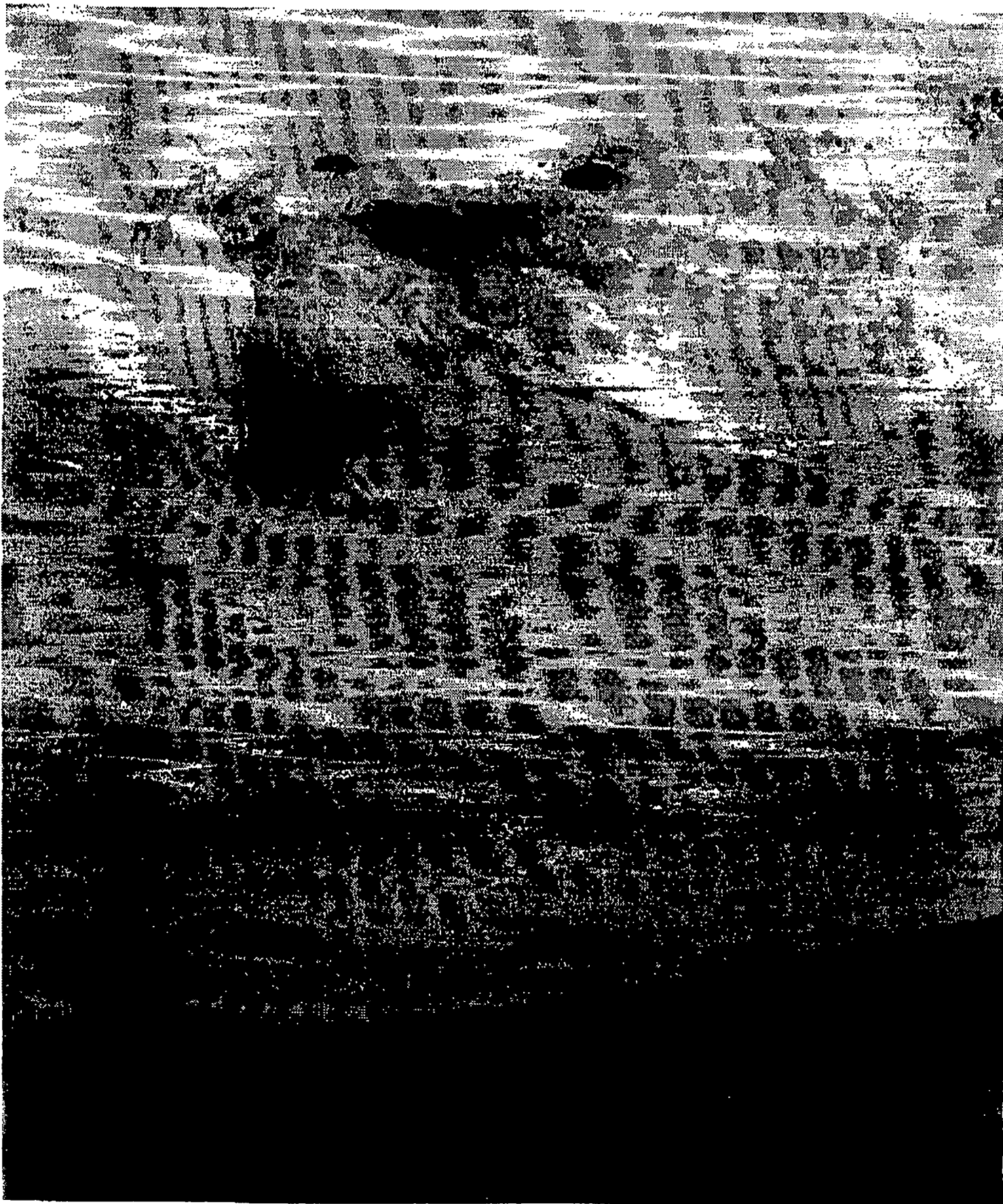
2. Enhance scientific research to support the development and implementation of a *comprehensive approach* to greenhouse gas emissions reductions, specifically a focus on:

- *sources and sinks of greenhouse gases*;
- *development of a quantitative index of radiative forcing*; and
- *use of economic models to generate future scenarios that cover multiple greenhouse gases and multiple sectors.*

The ultimate goals of the US/GCRP are to (1) Obtain a predictive understanding of the interactive physical, chemical, biological, geological, and social processes that regulate natural and human-induced changes in the total Earth system and, (2) Provide a strong scientific basis for national and international policy-making related to changes in the global environment and their regional impacts.

Growth in Budget chart

**Master Graphic illustrating the
US/GCRP**



THE WHITE HOUSE

WASHINGTON

90 OCT 29 PM 12:54

October 26, 1990

MEMORANDUM FOR THE PRESIDENT

FROM: D. ALLAN BROMLEY *Anan*
SUBJECT: Second World Climate Conference

This will provide additional information on the Second World Climate Conference (SWCC), supplementing Roger Porter's memo to you of October 23.

Preparations for SWCC

The U.S. positions for SWCC have been developed through a working level group headed by the State Department, which has reported to the DPC Global Change Strategy Task Force that I chair. The task force has developed our positions on the five major issues in the draft Ministerial Declaration, reviewed and approved the alternative draft declaration discussed below, and reviewed the opening statement of NOAA Administrator Dr. John Knauss, who will head the U.S. delegation to the Ministerial portion of the meeting. Throughout this process I have kept Governor Sununu fully apprised of developments.

SWCC is controversial

SWCC is one of many international conferences held to address global climate change issues. These conferences generally have as their goals: heightening the visibility of the issues, encouraging scientific and economic inquiry into climate phenomena, and, in many instances, international political positioning.

The first part of SWCC will be a review of scientific information, including materials compiled through the U.N. sponsored Intergovernmental Panel on Climate Change (IPCC), which has been endorsed by the U.S. government as the appropriate channel to consider climate change science. It will provide a forum for discussions that connect scientific understanding with the continuing policy debate. There are no official "delegations" to the scientific discussions.

A ministerial meeting will occur during the second week of the conference, increasing the political tone of the event. There will be pressure to begin negotiations on greenhouse gas emissions reductions. The U.S. does not recognize SWCC as the forum for substantive climate change negotiations, so Dr. Knauss was chosen to head the U.S. delegation to emphasize our view of the meeting as science-focused.

The U.S. position is that this meeting should discuss the scientific issues and preserve any negotiations for the February 1991 framework convention meeting, hosted

by the U.S. in Washington. The delegation will also try to gather support for our "comprehensive approach" to emissions reductions, which takes into account characteristics of all greenhouse gases and their effects on the environment. Some countries will seek to push agreement on elements to be included in a framework convention, but the U.S. delegation plans to hold firm in deferring such issues to the negotiations.

There are five major issues in the controversial draft Ministerial Declaration

The draft Declaration is highly controversial. Major issues for the U.S. in the draft, along with the U.S. positions, are:

- (1) Targets and Timetables. We should not commit to specific targets and timetables for reducing greenhouse gases. Instead, we should take actions that are justified for other reasons. All actions should be within the context of the comprehensive approach to greenhouse gas limits.
- (2) Content of a Convention. The Ministerial Declaration should not prejudge the negotiations which are to begin in Washington in February.
- (3) Financial Assistance. The U.S. will not commit to providing new, additional international assistance which increases the overall budget. Existing resources and mechanisms must be fully utilized before new monies can be considered.
- (4) Climate Change Science. The declaration must be accurate in describing the scientific context and uncertainties associated with potential climate change.
- (5) Precautionary Principle. The U.S. will assert, as was spelled out in the Houston Economic Summit declaration, that lack of full scientific certainty is no excuse to postpone actions which are justified in their own right.

The U.S. may be isolated on a number of issues

The U.S. does not agree with many countries' broad interpretation of the precautionary principle, or their calls for targets and timetables and financial assistance. Other countries interpret the precautionary principle as urging immediate action for the prevention of environmental degradation, regardless of the extent of scientific uncertainty. The Soviet Union and Saudi Arabia may be our allies on this issue.

Press interest in the conference may be intense for a period of time because of pressure from a growing number of countries to set targets and timetables. Japan will highlight its recently developed strategy for stabilizing CO₂ at current levels by the year 2000. Australia will also be discussing its strategy to reduce all greenhouse gases 20% by the year 2005. The U.S. could be portrayed as stalling on greenhouse gas emissions reductions. In fact, actions that the U.S. is taking or planning to take are estimated to stabilize our net greenhouse gas emissions at 1987 levels by the year 2000, a significant reduction (approximately 20%) from previously anticipated levels.

An alternative declaration will be proposed by the U.S. delegation

To decrease the possibility of isolation, the U.S. has prepared an alternative draft Ministerial Declaration, which is shorter, less technical and more ministerial in tone. It will probably not be readily accepted in its entirety by SWCC participants. However, it should influence the discussions and could encourage support for the U.S. position by a number of countries uncomfortable with the current draft Ministerial Declaration. This is likely to result in greater leverage for our delegation and a compromise final declaration acceptable to the U.S..

Withdrawal/Redaction Sheet

(George Bush Library)

Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
03. Memo	From D. Allan Bromley to John Sununu Re: Global Change Strategy Task Force Meeting (2 pp.)	10/24/90	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: Global Warming 1991 [5]

Open on Expiration of PRA
 (Document Follows)
 By JP (NLGB) on 10/28/05

Date Closed: 1/4/2005	OA/ID Number: 29159-004
FOIA/SYS Case #: 1998-0004-F[2]	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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- 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]

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- (b)(1) National security classified information [(b)(1) of the FOIA]
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- (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

THE WHITE HOUSE

WASHINGTON

October 24, 1990

MEMORANDUM FOR GOVERNOR SUNUNU

FROM: D. ALLAN BROMLEY *Duan*

SUBJECT: Global Change Strategy Task Force Meeting

The Global Change Strategy Task Force met on Tuesday, October 23, 1990 to review the negotiation strategy on the Ministerial Declaration for the Second World Climate Conference (SWCC) and discuss preparations for framework convention negotiations.

Second World Climate Conference:

Heads of state from some European countries are expected to attend the SWCC. Although Thatcher and Kohl have accepted the invitation, they may reconsider and confirmation of their attendance will likely be delayed until days before the Conference. Mitterand has withdrawn an earlier acceptance of the invitation and may send his environmental minister. Heads of African, Asian and Latin-American countries are not expected to be in attendance. Press stories are anticipated from this conference portraying the U.S. as stalling on greenhouse gas emissions reductions. However, the U.S. delegation plans to hold firm on important policy issues and a compromise may be reached that is acceptable to the U.S.. Preparations for the SWCC include:

(1) Development of an alternative draft Ministerial Declaration.

The draft Ministerial Declaration prepared at the Geneva Preparatory Committee meeting last month is lengthy and contains much controversial, bracketed language. As a result, it may be difficult for the participants to agree on final declaration language. The Department of State sent a wire to all diplomatic posts last week expressing the U.S. concerns with the Geneva draft and suggesting that an alternative could be produced reflecting sentiments held by all ministers (Tab A).

To address U.S. concerns, and counter the possible introduction of other documents containing even more difficult language, an alternative draft declaration has been prepared consistent with U.S. positions on key issues. Interagency review produced a final version, which was approved at Tuesday's meeting. That document is written in standard ministerial language and tone to increase its chances of acceptance and to minimize the number of non-substantive changes (Tab B).

The draft U.S. alternative will probably not be readily accepted in its entirety by SWCC participants. However, it will influence the discussions and could encourage support for the U.S. position by a number of countries uncomfortable with the current draft Ministerial Declaration produced in Geneva.

(2) Priority U.S. policy issues.

As you know, the Strategy Group had previously outlined the U.S. position on the five most important issues in the SWCC draft Ministerial Declaration to insure clear guidance for the U.S. delegation as well as cleared language for substitution wherever necessary. A copy of the five major issues, along with a summary of the U.S. government positions and approved language are attached (Tab C).

(3) Opening Statement for Dr. John Knauss

A draft opening statement by Dr. John Knauss for the SWCC was distributed prior to the meeting and, with a few changes, approved by the Task Force. (Tab D)

Framework Convention on Climate Change:

The U.S. will host the first negotiating session (February 4, 1991) in Washington, sponsored by the United Nations Environmental Programme and World Meteorological Organization. Preparations for the framework convention are underway in an interagency State Department group coordinated through the Strategy Task Force. A list of major products needed for the negotiations in February will be forthcoming at the next interagency meeting.

Other Business:

An informational briefing on the Japanese climate change strategy report was presented by the Department of State. This report outlines the Japanese strategy for achieving stabilization of CO₂ at 1987 levels for the year 2000 and thereafter. It is being interpreted as a major new policy statement. One section of the statement can be interpreted to indicate that the Japanese are backing away from their support for the comprehensive approach. An October 24th Washington Post article indicated that this policy statement left the U.S. as one of the few developed countries not to commit to greenhouse gas emissions reduction targets.

The Japanese strategy involves two targets: one based on current energy technology, and the other based on new energy technology. Emissions are measured on a per capita basis and are allowed to increase with population growth, thereby eliminating the difficulty of achieving stabilization due to population increases. These and other qualifications make it a clever political statement with little substance upon which to conclude that the Japanese could actually achieve firm reductions.

Recommendation:

The draft declaration (Attachment B) and the opening statement (Attachment D) are strongly supported by the Global Change Strategy Task Force. Unless there are objections, the U.S. delegation will proceed with the strategy outlined above.

cc: Ede Holiday

Withdrawal/Redaction Sheet

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Document No. and Type	Subject/Title of Document	Date	Restriction	Class.
04. Cable	From Secretary of State to All Diplomatic Posts Re: Second World Climate Conference Ministerial Declaration (1 pp.)	10/16/90	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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File Location: Global Warming 1991 [5]

Open on Expiration of PRA
(Document Follows)
By Op (NLGB) on 10/28/05

Date Closed: 1/4/2005	OA/ID Number: 29159-004
FOIA/SYS Case #: 1998-0004-F[2]	Appeal Case #:
Re-review Case #: 2005-0426-S	Appeal Disposition:
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RESTRICTION CODES

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

P-1 National Security Classified Information [(a)(1) of the PRA]
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(b)(9) Release would disclose geological or geophysical information

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SUBJECT: SECOND WORLD CLIMATE CONFERENCE MINISTERIAL
DECLARATION

REF: (A) 90 STATE 340230

NAIROBI INFO UNEP PERMREP, GENEVA INFO USUN

1. IN PREPARATION FOR THE SECOND WORLD CLIMATE CONFERENCE
SCHEDULED TO BEGIN OCTOBER 29 IN GENEVA, POSTS ARE
REQUESTED TO MAKE THE FOLLOWING POINTS TO THE APPROPRIATE
HOST OFFICIALS AND REPORT THEIR REACTION TO THE DEPARTMENT
AS SOON AS POSSIBLE:

--THE UNITED STATES PARTICIPATED ACTIVELY IN THE RECENT
THREE-DAY MEETING IN GENEVA (SEPTEMBER 27-29) TO PREPARE
THE DECLARATION FOR THE MINISTERIAL PORTION OF THE SECOND
WORLD CLIMATE CONFERENCE.

--BASED ON OUR EXPERIENCE AT THAT MEETING, WE WOULD LIKE
TO SHARE WITH YOU A NUMBER OF OBSERVATIONS:

A) THE MINISTERIAL SHOULD SERVE TO STRENGTHEN PROSPECTS

FOR EARLY CONCLUSION OF A FRAMEWORK CONVENTION ON CLIMATE
CHANGE RATHER THAN DEEPEN EXISTING DIVISIONS RELATED TO
KEY NEGOTIATION ISSUES.

B) UNFORTUNATELY, THE DRAFT MINISTERIAL DECLARATION
PRODUCED BY THE SWCC SECRETARIAT DID NOT HELP PARTICIPANTS
IDENTIFY COMMON GROUND. LENGTHY AND DIFFICULT DISCUSSIONS
OVER THE COURSE OF THE PREPCOM PRODUCED ONLY A HEAVILY
BRACKETED REVISED DRAFT DOCUMENT REplete WITH ALTERNATIVES
ON WHICH NO CONSENSUS COULD BE FOUND. (AS DESCRIBED REFTEL)

C) CONTINUED EFFORTS TO DEVELOP A CONSENSUS BASED ON THIS
REVISED DRAFT WILL BE EXTREMELY DIFFICULT AND COULD, IN
FACT, HAVE A COUNTER-PRODUCTIVE EFFECT ON THE NEGOTIATIONS.

--OUR DELEGATION AT THE GENEVA PREPARATORY MEETING LEFT
CONVINCED THAT THE MAJORITY OF PARTICIPANTS HAD SERIOUS
MISGIVINGS ABOUT THE DIRECTION OF THE DRAFTING PROCESS.

--IN OUR VIEW, IT MAY BE USEFUL TO CONSIDER A NEW APPROACH
BASED ON A MUCH SHORTER DRAFT MINISTERIAL DECLARATION WITH
A LOFTIER, LESS TECHNICAL TONE. SUCH A DECLARATION COULD:

A) RECOGNIZE THAT WE ARE NOW ON THE EVE OF SERIOUS,
COMPLEX NEGOTIATIONS IN WHICH WE MUST CONFRONT A WIDE
RANGE OF DIFFICULT ISSUES, AND NOTE BOTH WHAT HAS BEEN
ACCOMPLISHED AND WHAT REMAINS TO BE DONE;

B) HIGHLIGHT BOTH THE RISKS AND THE UNCERTAINTIES WE FACE
IN DEALING WITH GLOBAL CLIMATE CHANGE AND ACKNOWLEDGE THE
NEED FOR RESPONSIBLE ACTION;

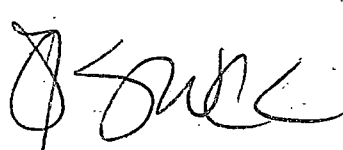
C) ACKNOWLEDGE THE VARIETY OF CONCERNS AND PERSPECTIVES
HELD BY DIFFERENT COUNTRIES, WITHOUT SEEKING NOW TO
RESOLVE THEM; AND

D) ENUNCIATE THAT OUR STRATEGY TO ADDRESS CLIMATE CHANGE
SHOULD BE UNIVERSAL, COMPREHENSIVE, EQUITABLE, PRAGMATIC,
AND FARSIGHTED.

--WE BELIEVE THAT SUCH AN APPROACH TO THE MINISTERIAL
DECLARATION WOULD BE LESS DIVISIVE, MORE PRODUCTIVE, AND
MORE MINISTERIAL.

--WE WOULD BE WILLING TO HELP DEVELOP SUCH A DRAFT AND ARE
INTERESTED IN KNOWING YOUR THOUGHTS ON THIS MATTER. WE
LOOK FORWARD TO WORKING WITH YOU TO PRODUCE A CONSENSUS
STATEMENT AT THE PREPARATORY SESSION ON NOVEMBER 2.

BAKER



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ALTERNATIVE DRAFT
MINISTERIAL DECLARATION
FOR THE
SECOND WORLD CLIMATE CONFERENCE

PREAMBLE

WE, MINISTERS FROM ___ COUNTRIES, ASSEMBLED IN GENEVA, SWITZERLAND, FROM 6 TO 7 NOVEMBER 1990 AT THE SECOND WORLD CLIMATE CONFERENCE.

CONSCIOUS OF OUR RESPONSIBILITY TO PRESENT AND FUTURE GENERATIONS TO PRESERVE AND PROTECT OUR FRAGILE PLANET;

DEEPLY CONCERNED BY RECENT EVIDENCE THAT OUR ACTIONS MAY BE ALTERING THE ATMOSPHERE WHICH NURTURES LIFE AND SETS EARTH APART FROM ALL OTHER PLANETS;

RECOGNIZING THE NATIONAL AND INTERNATIONAL EFFORTS OF THE PAST DECADE BY THE WORLD CLIMATE PROGRAM, WMO, ICSU, AND UNEP TO IDENTIFY AND RESOLVE SCIENTIFIC AND SOCIOECONOMIC ISSUES RELATED TO CLIMATE CHANGE;

WELCOMING THE TIMELY COMPLETION OF THE FIRST ASSESSMENT REPORT OF THE INTERGOVERNMENTAL PANEL ON CLIMATE CHANGE WHICH PROVIDES THE FIRST COMPREHENSIVE ASSESSMENT OF THE SCIENCE, IMPACTS AND POSSIBLE RESPONSES TO CLIMATE CHANGE;

UNCERTAIN STILL OF WHAT MAY FOLLOW, AND AT WHAT COST, BUT CONCERNED THAT DELAY COULD CONSTRAIN OUR ABILITY TO ACT;

WE EMBARK NOW WITH COMMON RESOLVE ON AN EFFORT WHICH WILL REQUIRE PERSEVERANCE, RESOLUTION AND STEADFAST PURPOSE, AN EFFORT WHICH WILL TEST EVERY VIRTUE OF OUR PEOPLES, BUT WITHOUT WHICH WE CAN HAVE NO HOPE OF SUCCESS.

RISKS AND UNCERTAINTIES

1. SCIENCE TELLS US THAT GREENHOUSE GASES ARE ACCUMULATING IN THE ATMOSPHERE BECAUSE OF HUMAN ACTIVITIES. MOST OF THESE GASES ARE PRODUCED NATURALLY AND ARE ESSENTIAL TO THE HABITABILITY OF OUR PLANET; STILL, THE HUMAN CONTRIBUTION, PARTICULARLY SINCE THE DAWN OF THE INDUSTRIAL AGE, HAS DISTURBED THEIR BALANCE IN THE ATMOSPHERE.

2. SCIENCE ALSO WARNS US THAT UNRELENTING ACCUMULATION OF GREENHOUSE GASES PRODUCED BY HUMAN ACTIVITIES WILL LEAD INEVITABLY TO A GLOBAL WARMING, PERHAPS AT RATES FASTER THAN ANY MANKIND HAS EXPERIENCED. SCIENCE PREDICTS THAT THE WARMING WILL NOT BE EVEN, THAT IT IS LIKELY TO VARY BY LATITUDE AND SEASON, AND THAT THE LONG ATMOSPHERIC LIFETIMES OF SOME GREENHOUSE GASES MAY MAKE CONTROL DIFFICULT.

3. THE STATE OF OUR KNOWLEDGE IS IMPERFECT -- MANY IMPORTANT UNCERTAINTIES REMAIN. STILL WE ARE AWARE THAT SIGNIFICANT CLIMATE CHANGES MAY HAVE HARMFUL CONSEQUENCES FOR OUR PLANET AND OUR PEOPLES. SEAS MAY RISE, STORMS MAY INCREASE AND INTENSIFY AND MANY SPECIES OF LIFE MAY NOT BE ABLE TO ADAPT.

4. FACING THESE RISKS, BUT ACKNOWLEDGING GREAT UNCERTAINTIES, WE MUST DETERMINE HOW EXTENSIVELY WE MUST ACT, WHAT THE COSTS OF ACTION AND INACTION MAY BE, AND WHAT MEASURE OF SUCCESS WILL LIKELY GRACE OUR EFFORTS.

5. AT THIS SECOND WORLD CLIMATE CONFERENCE WE REAFFIRM OUR SUPPORT FOR THE WORLD CLIMATE PROGRAMME AND FOR OTHER COOPERATIVE SCIENTIFIC INITIATIVES TO RESOLVE THE QUESTIONS BEFORE US.

PAST AND PROLOGUE

6. THIS ENDEAVOR IS NOT WITHOUT PRECEDENT. OUR NATIONS HAVE ALREADY DEVELOPED A COMMON STRATEGY TO ADDRESS A RELATED GLOBAL CRISIS -- STRATOSPHERIC OZONE DEPLETION. FROM A MODEST BEGINNING IN 1985, WE HAVE QUICKLY NARROWED SCIENTIFIC UNCERTAINTIES AND SUMMONED THE RESOLVE TO TAKE MORE STRINGENT BUT NECESSARY ACTION. THAT ACTION IS ALSO THE MOST SIGNIFICANT FIRST STEP TO REDUCE THE ACCUMULATION IN THE ATMOSPHERE OF GREENHOUSE GASES FROM HUMAN ACTIVITIES.

7. WE HAVE UNDERTAKEN AN UNPRECEDENTED INTERNATIONAL EFFORT TO ANALYZE THE SCIENCE, IMPACTS, AND RESPONSE OPTIONS FOR FURTHER DEALING WITH CLIMATE CHANGE. THIS EFFORT, INITIATED UNDER THE JOINT AUSPICES OF THE WORLD METEOROLOGICAL ORGANIZATION AND THE UNITED NATIONS ENVIRONMENT PROGRAMME, HAS PRODUCED THE FIRST ASSESSMENT REPORT OF THE INTERGOVERNMENTAL PANEL ON CLIMATE CHANGE. THE REPORT HAS HEIGHTENED OUR AWARENESS AND ENLISTED AN INCREASING NUMBER OF NATIONS IN THE SEARCH FOR SOLUTIONS.

8. WE HAVE THUS SET THE STAGE FOR NEGOTIATIONS ON A FRAMEWORK CONVENTION ON CLIMATE CHANGE. WE NOTE WITH SATISFACTION THAT THESE NEGOTIATIONS WILL BEGIN IN FEBRUARY 1991 AND THAT ALL PARTIES HAVE RESOLVED TO COMPLETE THE CONVENTION, TOGETHER WITH ANY RELATED LEGAL INSTRUMENTS AS MAY THEN BE AGREED, BY THE TIME OF THE UNITED NATIONS CONFERENCE ON ENVIRONMENT AND DEVELOPMENT IN JUNE 1992.

9. WE FURTHER NOTE THAT THE UNITED NATIONS GENERAL ASSEMBLY WILL SHORTLY CONSIDER WAYS, MEANS AND MODALITIES FOR FURTHER PURSUING THESE NEGOTIATIONS ON THE BASIS OF RECOMMENDATIONS PRODUCED A MONTH AGO BY GOVERNMENT REPRESENTATIVES.

CALL FOR A GLOBAL STRATEGY

10. WHILE UNCERTAINTY COMPLICATES OUR TASK, IT WILL NEITHER DELAY NOR DETER US. WE MUST DEVELOP A GLOBAL STRATEGY TO PROTECT OUR ATMOSPHERE. THE STRATEGY MUST BE:

-- UNIVERSAL, INVOLVING ALL NATIONS OF THE WORLD, FOR ONLY TOGETHER CAN WE HOPE TO PREVAIL.

-- COMPREHENSIVE, ADDRESSING ALL SOURCES AND SINKS OF THE GASES WE PRODUCE, WHICH MUST BE CONSIDERED TOGETHER IF OUR EFFORTS ARE TO SUCCEED.

-- EQUITABLE, TAKING INTO ACCOUNT OUR DIFFERING OPPORTUNITIES TO ACT AND OUR DIFFERING CONTRIBUTIONS TO PRESENT AND PREDICTED FUTURE ACCUMULATIONS OF GREENHOUSE GASES.

-- PRAGMATIC, RECOGNIZING THE COMMON DESIRE TO GROW AND PROVIDE FOR OUR PEOPLES, WITHOUT WHICH PROSPECT HOPE FOR HUMAN PROSPERITY AND DIGNITY WILL WHITHER; AND

-- FARSIGHTED, RECOGNIZING THAT INNOVATION WILL OPEN POSSIBILITIES AS YET UNKNOWN, IF WE BUT DIRECT OUR COLLECTIVE INGENUITY TO SHAPE THAT FUTURE.

THE EFFORT REQUIRED

11. THE CHALLENGE BEFORE US IS GREAT. WE ARE AWARE THAT THE COLLECTIVE EFFORT REQUIRED WILL BE AMONG THE MOST COMPLEX AND DIFFICULT EVER UNDERTAKEN. OUR SUCCESS OR FAILURE WILL INFLUENCE LIFE ON OUR PLANET. WE MUST FIND WAYS TO ACCOMMODATE A WIDE RANGE OF LEGITIMATE CONCERNS WHILE ENSURING THAT WE DEVELOP A SPECIFIC PROGRAM OF ACTION.

12. FOREMOST AMONG THESE CONCERNS IS THAT SHARED BY ALL COUNTRIES -- THAT THE ACTIONS WE AGREE TO TAKE NOT UNDULY CURTAIL ECONOMIC GROWTH. THIS CONCERN IS PARTICULARLY ACUTE AMONG DEVELOPING COUNTRIES WHO HAVE NOT YET ATTAINED THE LEVEL OF PROSPERITY THAT PREVAILS AMONG COUNTRIES OF THE INDUSTRIALIZED WORLD. STILL, THE NEED FOR GROWTH IS NOT UNIQUE TO THEM, FOR DISPARITIES EXIST AS WELL WITHIN THE INDUSTRIALIZED WORLD.

13. WE MUST ALSO FIND WAYS TO ACCOMMODATE:

--THE CONCERNS OF COUNTRIES NOW DETERMINED TO LIMIT AND REDUCE GROWING EMISSIONS OF GREENHOUSE GASES AS WELL AS THE CONCERNS OF COUNTRIES WHOSE GROWTH DEPENDS ON FOSSIL FUEL;

--THE CONCERNS OF COUNTRIES, WHOSE FORESTS ARE INTEGRALLY TIED TO THEIR ECONOMIC DEVELOPMENT YET WHOSE FORESTS PROVIDE A CRITICAL ELEMENT OF THE WORLD'S DEFENSE AGAINST GLOBAL WARMING;

--THE CONCERNS OF COUNTRIES WHICH BEAR A PROPORTIONATELY LARGE DEGREE OF RISK FROM THE IMPACTS OF CLIMATE CHANGE, PARTICULARLY COUNTRIES IN ARID AND SEMI-ARID REGIONS AND SMALL, LOW-LYING COASTAL AND ISLAND COUNTRIES; AND

--THE CONCERNS OF ALL WHO UNDERSTAND THAT THE BURGEONING GROWTH IN OUR PLANET'S POPULATION MUST BE TAKEN INTO ACCOUNT IN OUR EFFORTS TO DEAL WITH GLOBAL CLIMATE CHANGE.

14. WE ACKNOWLEDGE THAT WE MUST ALSO DEAL ANEW WITH ISSUES WE HAVE ENCOUNTERED IN OTHER FORA, ISSUES WHOSE RESOLUTION OFTEN STILL ELUDES US. IN PARTICULAR, NEGOTIATORS MUST DEVELOP:

--WAYS TO ASSURE THAT ADEQUATE FINANCIAL RESOURCES ARE MADE AVAILABLE TO COUNTRIES THAT WOULD OTHERWISE BE UNABLE TO JOIN FULLY IN THIS COMMON EFFORT;

--WAYS TO ASSURE THAT KNOW-HOW AND TECHNOLOGICAL INNOVATION CONTINUE TO ADVANCE AND ARE MADE WIDELY AVAILABLE TO SOLVE THIS COMMON PROBLEM;

--WAYS TO ASSURE THAT KNOWLEDGE AND INFORMATION ARE FULLY AND OPENLY SHARED; AND

--WAYS TO ASSURE THAT THE EDUCATIONAL AND SCIENTIFIC INFRASTRUCTURE IN ALL COUNTRIES, PARTICULARLY IN THE DEVELOPING COUNTRIES, IS EXTENDED AND ENHANCED TO ENABLE EACH OF US FULLY TO APPRECIATE THE SCIENTIFIC BASIS FOR CLIMATE CHANGE, THE POTENTIAL IMPACTS OF SUCH CHANGE AND EVALUATIONS OF PRACTICAL RESPONSE STRATEGIES.

OUR COMMON FUTURE

15. GENERATIONS PAST ONCE RELIED ON FAITH IN MOVING TOWARD THE FUTURE. LATER GENERATIONS PLACED THEIR FAITH IN REASON. AS WE MOVE NOW TOWARD THE SECOND MILLENNIUM WE MUST SEEK TO MARRY FAITH AND REASON. WE MUST URGENTLY RESOLVE THE UNCERTAINTIES THAT CONFRONT US. WE MUST ALSO ACCEPT THAT FULL KNOWLEDGE MAY ELUDE US FOR SOME TIME. WE MUST BEGIN NOW TO TAKE SUSTAINED, PRAGMATIC ACTION TO SECURE OUR COMMON FUTURE. WE DEDICATE OURSELVES HENCEFORTH TO DEVELOP A PHASED, FLEXIBLE RESPONSE THAT WILL ENABLE US TO TAKE ACTION NOW EVEN AS WE SEEK TO RESOLVE REMAINING UNCERTAINTIES AND DEVELOP A COMPREHENSIVE ACTION PLAN FOR THE FUTURE.

Major Policy Issues
Second World Climate Conference
Ministerial Declaration

1. Targets and timetables for reducing greenhouse gas emissions
2. Stipulating the nature and content of a convention on climate change
3. Financial Assistance
4. Statement concerning the scientific understandings associated with climate change
5. Precautionary Principle

-2-

1. Targets and timetables for reducing greenhouse gas emissions

Ministerial Declaration:

20. We stress, as a first step, the need to stabilize, while ensuring stable development of the world economy, emissions of greenhouse gases not controlled by the Montreal Protocol. We note with appreciation the unilateral commitments of some industrialized countries to stabilize emissions at present level or reduce them by the year 2000;

21. We agree that stabilization of greenhouse gas emissions should be achieved by industrialized countries by the year (2000) and should be set at (present) emission levels;

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

USG position:

We should not agree to specific targets and timetables. We should take a comprehensive approach that includes all sources and sinks of greenhouse gases and, in the short-term, take those actions which are justified for reasons other than climate change. USG proposed language for paras. 20 and 21 follows on page 3; para 22 should be deleted.

Houston Summit Communique:

"We are committed to undertake common efforts to limit emissions of greenhouse gases, such as carbon dioxide.... The Second World Climate Conference provides the opportunity for all countries to consider the adoption of strategies and measures for limiting or stabilizing greenhouse gas emissions, and to discuss an effective international response."

21. We recognize that the most effective response strategies, especially in the short-term, are those which are:
- ┌ Justified for reasons other than climate change and also provide beneficial influence on potential climate change;
 - ┌ Economically efficient and cost effective,;
 - ┌ Able to serve multiple social, economic, and environmental purposes:
 - ┌ Easily modified to respond to increased scientific and economic understanding of climate change;
 - ┌ Compatible with the concept of a comprehensive approach addressing all sources and sinks of greenhouse gases;
 - ┌ Compatible with the concept of sustainable economic growth and development;
 - ┌ Administratively practical and effective in terms of application, monitoring, and enforcement;
 - ┌ Inclusive of obligations by both industrialized and developing countries.
22. We recommend that limitation and adaptation strategies be considered as an integrated package that complement each other to minimize net costs. These strategies should include measures which limit emissions from greenhouse gas sources as well as those which increase the ability of natural systems to utilize greenhouse gases. A comprehensive approach is needed which considers the costs of options for reducing emissions of different greenhouse gases and the effects of those reductions on potential

-4-

2. Stipulating the nature and content of a convention on climate change

Ministerial Declaration:

23. We recommend that the specifications of the obligation to stabilize and reduce greenhouse gases emissions be realized in the form of separate Protocols to the Climate Convention. Some of these protocols could be negotiated concurrently with the framework convention.

40. We recommend further that the Climate Convention and associated protocols contain specific obligations and address in particular:

- (i) the enhancement of research and systematic observation of climate
- (ii) the control of greenhouse gas emissions
- (iii) the adaptation to the adverse effects of climate change in coastal areas
- (iv) the needs of developing countries for financial assistance in their development efforts and transfer of technology
- (v) appropriate institutional and decision-making procedures.

USG position:

The declaration should not prejudice the negotiations. We support the negotiation of a framework convention; at a minimum, the declaration should be general and should advocate a comprehensive approach that includes sources and sinks of all greenhouse gases. USG would propose deleting para. 23; new USG version of para. 40 follows on page 5.

Houston Summit Communique:

"We reiterate our support for the negotiation of a framework convention on climate changes;...implementing protocols...should consider all sources and sinks."

-5-

35. We recommend that such negotiations consider the possible elements compiled by the IPCC, and that the Framework Convention be framed in such a way as to gain the support of the largest possible number of states. We recommend that the Framework Convention contain, at a minimum, general principles and obligations, and that it advocate a comprehensive approach that includes sources and sinks of all greenhouse gases.

-6-

3. Financial Assistance

Ministerial Declaration:

27. We recommend that additional resources should progressively, be mobilized to help developing countries take the necessary measures to address climate change consistent with their development needs.

USG position:

We will not commit to providing new and additional funding which increases the overall budget. We are already giving the environment a higher priority in our assistance funding, both bilateral and multilateral, and believe that existing resources and mechanisms must be fully utilized before new monies can be considered. It will also be necessary to quantify the costs associated with any actions in this area before consideration of new funds can be justified. We will also note that the provisions of the Montreal Protocol are not a precedent for other environmental issues.

We understand that other countries may try to strengthen this paragraph, calling for explicit reference to "new and additional funding". USG proposes that para. 27 be deleted.

Houston Summit Communique:

"We recognize that developing countries will benefit from increased financial and technological assistance to help them resolve environmental problems..."

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4. Statements concerning the scientific understandings of climate change.

Ministerial Declaration:

4. Climate has varied in the past. But the temperature increase which is predicted to occur in the decades to come due to the increasing accumulation of the greenhouse gases in the atmosphere has not been encountered in the last 100,000 years at least; nor has the past rapidity of change been as fast as that predicted. The greenhouse gases result from a host of human activities such as the burning of fossil fuel, deforestation, mining operations and waste management.

8. Global warming poses environmental threat of a magnitude the world has never known. Human activities which have lead to the emissions of greenhouse gases into the atmosphere have so far committed the Global Commons to an irreversible warming so far.... It is therefore important that emissions of greenhouse gases, especially carbon dioxide and other long lived greenhouse gases, be reduced as soon as possible.... The long lived gases (CO2 and N2O) would require at least 60% reductions in emissions, and methane 15-20% reduction in emissions in order to stabilize their concentration in atmosphere at today's level.

USG position:

The declaration must accurately describe the scientific context and uncertainties associated with potential climate change. USG proposed language follows on page 8.

Houston Communique:

Does not address the scientific underpinnings.

-6-

4. Climate has varied significantly in the past; however, the potential change in global mean temperatures over the next century associated with human activities is predicted to be larger and more rapid than those seen in the last 10,000 years. The magnitude, timing, rate and regional distribution of these predicted climate changes are uncertain because of limitations in our present scientific understanding of climate processes and in our ability to model the behavior of climate systems and components. The human-caused emissions of greenhouse gases, while significant, are much smaller than the exchange between the atmosphere and natural systems. Stabilization of atmospheric concentrations of long-lived gases at today's levels, for example, would require either a 60 to 80% decrease in anthropogenic emissions or a 2 to 3% increase in absorption by natural systems.
8. The potentially serious consequences of human-induced climate change, however, give sufficient reasons to begin adopting response strategies that are fully justified for other reasons, even in the face of significant uncertainties. These strategies could include: improved energy efficiency, use of lower greenhouse gas-emitting sources; improved forest management; development of comprehensive coastal management plans; use of practices to recycle and reuse CFC gases and their substitutes; and improved agricultural practices.

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5. Precautionary Principle

Ministerial Declaration:

17. In order to achieve sustainable development, we must base ourselves on the precautionary principle. Environmental measures must anticipate, prevent and attack the causes of environmental degradation. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation.

USG position:

This definition was agreed to in the Bergen Declaration. We expect other countries to reopen this language, at which time we will seek to have the definition include a reference to the no-regrets strategy. USG proposed language follows on page 10.

Houston Summit Communiqué:

"We agree that in the face of threats of irreversible environmental damage, lack of full scientific certainty is no excuse to postpone actions which are justified in their own right."

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In order to achieve sustainable development, we must base ourselves on the precautionary principle. Environmental measures must anticipate, prevent and attack the causes of environmental degradation. Where there are threats of serious or irreversible damage, lack of full scientific certainty should not be used as a reason for postponing measures to prevent environmental degradation which are justified in their own right.

3 pm 19/X/90

Opening Statement of Dr. John Knauss

Second World Climate Conference

November 6-7, 1990

A great American statesman, philosopher, and sometime scientist, Benjamin Franklin once observed that science is an essential element of public service and public policy making. The Second World Climate Conference and this Ministerial are testament to the fact that science and environmental policy are but two sides of the same coin.

The science which has resulted from the World Climate Program, initiated from the First World Climate Conference in 1979, is now an essential element in public policy making. Based on concerns then which included the effects of greenhouse gases; depletion of stratospheric ozone; widespread, persistent

-2-

drought and the possibility of global cooling, the First World Climate Conference began a process to study the key issues that are now the center of our current policy discussions. The World Climate Program has served as a focus for international scientific cooperation and provided much of the information available today. Many contributed to this effort. Naturally, I am proud of the U.S. role and the role of U.S. scientists made to this successful Program.

We must now reaffirm our commitment to the World Climate Program and to associated programs dealing with research on climate and climate change. The U.S. pledges to continue its support of international climate and climate change research. We also pledge our continued support for the infrastructure that supports these programs, such as the World Weather Watch, the International Global Ocean Observing System, the Global Atmosphere Watch and the Climate Studies Fund.

I have studied the Conference Statement from the scientific proceedings carefully. This Statement identifies the key issues that must be address if the science in this area is to contribute to the public policy debate.

Several themes from this past week's conference have

-3-

emerged. We must ensure that all of our often disparate activities are fully coordinated. We must engender broad participation in these global efforts, particularly from developing countries.

Data and information are the foundation of understanding. It is essential that there is full, open and efficient access to and exchange of information and data. Without this full and open exchange, our efforts are for naught. Closely linked to this is our ability of our institutions to use the information and data to translate scientific understanding into policy decisions.

If these themes are put into practice, they will make a good scientific program better. In many respects, the work of the World Climate Program is the foundation of the Report of the Intergovernmental Panel on Climate Change (IPCC). The IPCC Report provides the first complete assessment of the science, impacts and possible responses to climate change. It summarizes our present state of knowledge. It brings to light the gaps and uncertainties and it suggests actions to address them. The World Climate Program can, and I believe, will respond to the challenge this presents.

Yes, there are gaps, there are unanswered questions, and

-4-

the models are based on assumptions which are not certainties. But that doesn't mean we should not act. More knowledge, more information, better models will always be required. The United States is not waiting; we are already taking action.

We are taking actions now that, although they may affect the climate, have other benefits. We estimate that current U.S. environmental initiatives, when implemented, will reduce net emissions of greenhouse gases.

These initiatives include:

- phasing out the production of CFCs, halons, and other ozone depleting substance by the year 2000 ((under the Montreal Protocol))
- reducing transportation emissions of reactive gases ((Clean Air Act amendments, just signed into law by President Bush))((to be resubmitted to the U.S. Congress when it reconvenes in 1991))
- improving energy efficiency ((DoE initiative, proposed regulations, Clean Air Act Amendments))
- controlling emissions of methane from landfills ((EPA initiative, no proposed regulations))
- increasing the forested areas in the U.S. through an

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aggressive tree planting program ((Presidential initiative, America the Beautiful))

This is a comprehensive approach to a technically, economically and politically complex issue.

There is a desire among the global community to leave for our grandchildren an atmosphere not significantly different than the one we now enjoy. From a scientific perspective and based on our current scientific understanding, this means our objective should be to focus on the concentrations of greenhouse gases in the atmosphere. To do this, we must consider all sources and sinks and understand, as best we can, the dynamic processes involved. How we set specific objectives can only be decided in the context of international negotiations, with the widest possible participation. The U.S. is eager for such negotiations to get underway in the appropriate forum.

Science and environmental policy are but two sides of the same coin. This Conference is the bridge between science and policy decisions. Our role here is not to determine a framework convention on climate change. That is a task assigned to our negotiators beginning in February 1991 in

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Washington, D.C. We should not attempt to predetermining the results of those negotiations any more than scientists should predetermine the results of scientific research. Let us use our time to reflect on how best to meld science with policy. Let us use our time here to build a strong, yet flexible bridge to make science an essential component of public policy making.

Japan Presents Plan on Global Warming Issue

By 2000, 'Greenhouse Gases' To Be Held to Current Levels

By T. R. Reid
Washington Post Foreign Service

TOKYO, Oct. 23—Japan's government established a multifaceted program to combat global warming today, setting targets to stabilize emissions of so-called "greenhouse gases" at current levels by 2000.

The Japanese program, announced just in time for the second World Climate Conference, which convenes next week in Geneva, leaves the United States as one of the few developed countries that has not set targets to control the gases that may cause global warming.

"They pushed this out in time for the conference, which means we'll be all by ourselves in Geneva," said a U.S. Embassy official. "But our position is that the scientific community has still not made up its mind about global warming, and we are not setting targets in an unsettled situation."

The Japanese plan expresses no doubt about the concept of global warming—the theory that the burning of fossil fuels has changed the earth's atmosphere and is gradually raising average temperatures.

"Global warming is a grave concern which is likely to pose a serious threat to the very foundation of human life," the report says, citing the risk of environmental changes and possible social consequences. It stresses the prediction—rather fearsome to an island nation with many big cities on the coast—that global warming could melt polar ice packs and raise the level of the oceans, submerging low-lying areas.

Japanese emissions of carbon dioxide, the most important of the greenhouse gases, already are low compared to other industrialized countries. According to the Organization for Economic Cooperation and Development, Japan's emissions in 1988 came to about 2.5 tons per person, lower than most other wealthy countries. The U.S. rate was more than twice as high, at 6.14 tons.

Under the program announced today, carbon dioxide emissions will be capped in 2000 at 1990 levels, increased only to match population growth. Officials here estimated that Japan's economic growth would increase carbon dioxide emissions by 5 to 10 percent over the next decade, if no corrective steps were taken. There would be no assurance that the current level will be maintained through the 1990s, however.

The Japanese program calls for various steps to reduce the use of fossil fuels, which release carbon dioxide when burned. In particular, the plan calls for cutting

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Japan Presents Plan to Rein In Global Warming

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oil's share of total energy consumption from the 1989 figure of 58 percent to 51 percent by 2000 and 45.3 percent by 2010.

To achieve those reductions, the government said Japan should increase construction of nuclear-powered generating plants, which do not emit significant greenhouse gases. The plan also calls for increased use of hydrogen fuels, although it is not clear that the technology exists to do so within the next decade.

Also mandated is more use of mass transportation, which may be an ambitious goal in a country where trains and subways are already the main form of daily trans-

port for a large majority of the population.

The government is to use "administrative guidance"—a sort of official nudging that is often highly effective—to make auto manufacturers produce lighter cars that use less gasoline. In 1988, according to Japan's Environmental Agency, cars here averaged 27.2 miles per gallon, about 30 percent higher than the American average. The plan says this figure should increase by 10 percent before 2000 and 15 percent by 2010.

The program also calls for Japan to switch to daylight saving time, known here as *samma tymuh* or "summer time." That would save energy now used for air condition-

ing in the morning and lighting of offices in the evening.

Japan's global-warming targets represent a compromise between proposals by the Environmental Agency and the concerns of the Ministry of International Trade and Industry, which protects business interests. The two agencies squabbled for months over the plan, according to reports here, and finally settled their differences so that Japan could present formal targets at the Geneva conference.

"Europe has already settled on targets, and now Japan has decided," said Taku Omura, a planning official in the Environmental Agency. "The U.S. has been behind the others in this area."