



SCHWEIZERISCHER BUNDES RAT  
 CONSEIL FÉDÉRAL SUISSE  
 CONSIGLIO FEDERALE SVIZZERO

Beschluss

Décision

Decisione

11 NOV. 1989

1943

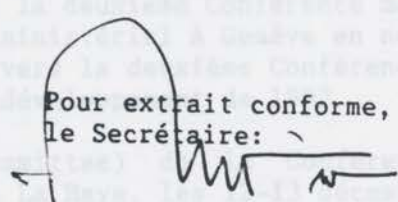
Participation de la Suisse à la Conférence ministérielle sur la pollution atmosphérique et les changements climatiques Noordwijk (Pays-Bas), 6-7 novembre 1989.

Vu la proposition du DFI du 27 octobre 1989,  
 Vu les résultats de la procédure de co-rapport, il est

décidé:

1. La Suisse participe à la Conférence ministérielle sur la pollution atmosphérique et les changements climatiques, qui se tiendra à Noordwijk (Pays-Bas) les 6-7 novembre 1989.
2. Elle sera représentée à cette réunion par la délégation suivante:
  - M. le Conseiller fédéral Flavio Cotti, chef de délégation
  - M. le Prof. Bruno Böhlen, Directeur de l'Office fédéral de l'environnement, des forêts et du paysage (OFEFP), suppléant du chef de délégation
  - M. Alain Clerc, vice-directeur, OFEFP
  - Mme Pascale Morand Francis, collaboratrice scientifique, OFEFP
  - M. Wilhelm Schmid, chef de section, Direction des organisations internationales, DFAE
  - Un représentant de l'Office fédéral de l'énergie
3. Les considérations figurant sous chiffre IV de la proposition au Conseil fédéral tiennent lieu de lignes directrices concernant les négociations.
4. Les indemnités journalières des délégués seront fixées d'entente avec l'Office fédéral du personnel. Les indemnités ainsi que les frais de voyage des délégués de l'OFEFP iront à la charge du crédit "débours" de l'OFEFP (art. 319.301.01) pour les représentants de cet office, à celui du DFAE (art. 201.301.01) pour le représentant de ce département et à celui de l'OFEN pour le représentant de cet office.

Protokollauszug an:				
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	X	EFK	2	-
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Pour extrait conforme,  
 le Secrétaire: 



EIDGENÖSSISCHES DEPARTEMENT DES INNERN  
 DÉPARTEMENT FÉDÉRAL DE L'INTÉRIEUR  
 DIPARTIMENTO FEDERALE DELL'INTERNO

Für die ER.-Sitzung  
 vom - 1. NOV. 1989

Berne, le 27 octobre 1989

Au Conseil fédéral

Participation de la Suisse à la Conférence ministérielle sur la pollution atmosphérique et les changements climatiques Noordwijk (Pays-Bas), 6-7 novembre 1989.

I

A l'initiative du ministre néerlandais de l'environnement, une conférence ministérielle, dont le thème principal sera les modifications climatiques, se tiendra à Noordwijk (Pays-Bas) les 6 et 7 novembre prochain (annexe I). Les ministres responsables de l'environnement d'environ 70 Etats ont été invités à y prendre part. A cette occasion sera abordée la question des stratégies politiques à envisager au niveau national et international pour parer à d'éventuels changements de climat, dont les causes sont liées à l'amplification de l'effet de serre. Dans cette optique, cinq sujets spécifiques ont été choisis comme thèmes de discussion:

- o une future convention sur le climat
- o la politique énergétique et la réduction des émissions de CO<sub>2</sub>
- o les problèmes de déforestation/réforestation
- o le climat, l'environnement et le développement
- o l'établissement d'un fonds international pour le climat.

La conférence de Noordwijk s'inscrit dans le cadre des activités internationales en cours consacrées à la question générale du changement global de l'environnement. Elle a pour objectif principal de stimuler et encourager les travaux du Groupe intergouvernemental de l'OMM et du PNUE sur l'évolution du climat (IPCC). Le résultat des travaux de l'IPCC constituera la base des négociations de la deuxième Conférence mondiale sur le climat, qui se tiendra au niveau ministériel à Genève en novembre 1990. Toutes ces activités convergent vers la deuxième Conférence des Nations Unies sur l'environnement et le développement de 1992.

Le comité préparatoire (Steering Committee) de la Conférence de Noordwijk s'est réuni à trois reprises à La Haye, les 12-13 décembre 1988, 3-4 avril 1989, et 21-22 septembre 1989. Plusieurs pays (Algérie, Arabie Séoudite, Brésil, Canada, Egypte, Etats-Unis, Inde, Indonésie,

Japon, Pologne, République fédérale d'Allemagne, République populaire de Chine, Sénégal, Suède, Suisse, URSS), ainsi que des représentants du PNUE, de l'OMM est de la Commission des CE, ont été invités à contribuer activement aux travaux de ce comité.

## II

Chacun des sujets énumérés plus haut ont fait l'objet d'un rapport d'experts. Les rapports, qui ont déjà été examinés par le comité préparatoire, seront distribués lors de la Conférence. Ils constitueront uniquement une base de discussion et n'ont pas de statut officiel.

Le comité préparatoire a également élaboré en vue de la Conférence un projet de Déclaration, fondé en partie sur les conclusions des rapports d'experts (annexe II). Ce projet de Déclaration fera encore l'objet de négociations ultérieures lors de la réunion des hauts fonctionnaires qui précédera la Conférence.

Les rapports et le projet de Déclaration ont été soumis en consultation informelle aux différents Offices concernés de l'administration fédérale.

Le projet de Déclaration (annexe III) contient les éléments principaux suivants:

### principes généraux:

- reconnaissance du phénomène de l'évolution du climat et expression de la volonté de le résoudre
- principe de coopération et solidarité internationale
- principe d'entraide Nord-Sud

### objectifs

- approche en deux phases parallèles: action unilatérale au niveau national et action internationale coordonnée
- volonté de poursuivre les objectifs donnés par la recommandation de Toronto, à savoir la réduction des émissions de CO<sub>2</sub> de 20 pour cent d'ici à l'année 2005.
- reconnaissance, de la part des pays industrialisés, de la nécessité de stabiliser leurs émissions de CO<sub>2</sub> d'ici à l'année 2000.
- intention de prendre des mesures de politique énergétique à l'échelon national
- intention de réduire la déforestation et d'augmenter la réforestation (12 mio ha/an)

### coopération internationale

- soutien des préparatifs d'une convention sur le climat
- appel à un accroissement de la recherche et de la surveillance ainsi que de leur soutien financier
- reconnaissance du besoin de mettre sur pied un fonds international destiné à financer des mesures pour prévenir des modifications de climat.

### III

Les objectifs définis dans la Déclaration n'ont aucune nature contraignante. Ils ont pour but d'inviter les gouvernements à entamer une réflexion sur les mesures à prendre pour limiter les conséquences d'éventuelles modifications climatiques. La Déclaration devrait cependant permettre aux Etats qui le désirent d'exprimer leur volonté de s'engager à prendre des mesures préliminaires au niveau national en vue de réduire ou de stabiliser leurs émissions de CO<sub>2</sub>. De plus, elle évoquera la possibilité de participer à la constitution d'un fonds international. Ces engagements pourraient être contenus dans une annexe à la Déclaration.

Le Groupe intergouvernemental sur l'évolution du climat, mis sur pied par l'OMM et le PNUE en 1988, est chargé de définir, par le biais de son troisième groupe de travail, les stratégies politiques de prévention ou d'adaptation aux changements climatiques. Les Etats-Unis, qui président ce groupe de travail, ont clairement indiqué qu'ils ne se fixeraient pas d'objectifs avant le premier rapport d'évaluation de l'IPCC, prévu pour l'automne 1990, voire même avant la conclusion d'une convention sur le climat. Ce pays s'est donc opposé à toute mention d'objectifs spécifiques dans la Déclaration.

Cependant, en Europe, l'opinion publique se fait pressante et les Communautés européennes ont clairement exprimé, lors du Conseil des ministres de juin 1989, leur volonté d'entreprendre une action efficace pour prévenir les changements climatiques. Plusieurs pays européens désirent prendre les devants et s'engager d'ores et déjà, sur le plan national, à adopter des mesures dont les avantages sont d'ordre économique et environnemental. C'est le cas, par exemple, des économies d'énergie et de son utilisation rationnelle. Ainsi, la Belgique, le Danemark, la France, le Luxembourg, les Pays-Bas, la République fédérale d'Allemagne ainsi que la Norvège et la Suède, devraient saisir l'occasion de la Conférence pour s'engager à stabiliser leurs émissions de CO<sub>2</sub> d'ici à l'année 2000. Le Japon pourrait également s'associer à cette initiative.

### IV

La délégation suisse qui participera à la Conférence sera dirigée par Monsieur le Conseiller fédéral Flavio Cotti. Celui-ci sera accompagné par le directeur de l'Office fédéral de l'environnement, des forêts et du paysage (OFEFP), d'un vice-directeur et d'un collaborateur du même office, d'un représentant de la Direction des organisations internationales du DFAE et d'un représentant de l'Office fédéral de l'énergie.

Dans les négociations, la délégation suisse tiendra compte des points suivants - en prêtant une attention particulière à la mise en oeuvre des mesures contre l'effet de serre dans notre politique nationale:

- o Elle pourra accepter les principes contenus dans le projet de Déclaration.

- o Elle ne pourra pas s'associer à des engagements juridiquement contraignants, tels que la stabilisation ou la réduction des émissions de CO<sub>2</sub>. Elle pourra cependant déclarer la volonté politique du Conseil fédéral de prendre, dans le domaine de sa compétence, des mesures visant le même but.
- o En ce qui concerne le "seed fund", elle ne s'associera pas à ce stade à des propositions de contributions concrètes, mais n'exclura pas le principe de la mise en place d'un mécanisme de financement.
- o Elle mentionnera les efforts que la Suisse a déjà consentis dans le cadre du Plan d'action dans les forêts tropicales, TFAP (pour 1988, US\$ 22.9 mio en financements bilatéraux), et
- o elle insistera sur la nécessité d'associer les organisations spécialisées des Nations Unies au mécanisme "clearing house", qui pourrait être géré par la Banque Mondiale comme le propose le projet de Déclaration.
- o Elle mentionnera la nécessité de traiter le financement de la protection de la couche d'ozone de manière indépendante en soulignant le caractère pilote du mécanisme en voie de définition dans le cadre du Protocole de Montréal.
- o Elle soutiendra les initiatives visant à informer les politiciens responsables et le public du problème de l'effet de serre et de son urgence.
- o Elle tiendra compte des initiatives déjà prises dans diverses instances internationales et insistera sur le besoin d'éviter toute duplication.

## V


Les directions et offices suivants ont été consultés lors de la procédure préliminaire de consultation et ont approuvé le contenu de cette proposition:

- |      |  |
|------|--|
| DFAE | <ul style="list-style-type: none"> <li>- Direction politique</li> <li>- Direction des organisations internationales</li> <li>- Direction du droit international publique</li> <li>- Direction de la coopération au développement et de l'aide humanitaire</li> </ul> |
| DFEP | <ul style="list-style-type: none"> <li>- Office fédéral des affaires économiques extérieures</li> <li>- Office fédéral de l'agriculture</li> </ul>   |
| DFF  | <ul style="list-style-type: none"> <li>- Administration des finances</li> <li>- Office du personnel</li> </ul>   |

- DFTCE - Office fédéral de l'économie des eaux  
 - Office fédéral de l'énergie  
 - Office fédéral des transports

Au vu de ce qui précède, nous vous prions de prendre la décision suivante.

DÉPARTEMENT FÉDÉRAL DE L'INTÉRIEUR

  
 Flavio Cotti

Annexes:

- I description des buts de la conférence  
 II conclusions des rapports d'experts  
 III projet de Déclaration de la Conférence  
 IV ordre du jour provisoire de la Conférence  
 V projet de décision

Extrait du procès-verbal à:

DFI	9	(SG 3, SPI 1, OFEFP 5)
DFAE	5	
DFE	3	
DFEP	3	
DFTCE	5	
CF		

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Pour extrait conforme,  
le Secrétaire:



## ANNEXE I

The Conference of Ministers on Atmospheric Pollution and Climatic Change, to be held in the Netherlands on 6th and 7th of November 1989.

A note on the aims and character.

Civilization as we know it today could be seriously at risk through the occurrence of even small changes in climate. If such changes are result of human activity then it is for society and its governments to undertake remedial action. The effects, particularly from such climatic changes as global warming, could be world wide. Recently held conferences on both the scientific evidence for the causes of climatic change and government policy to limit the potential effects have all called for the subject to be considered on a global scale. Uncertainty remains about the rate of change and the magnitude of man made climatic change. Nevertheless, ever alert to the need for readiness to protect the environment, the Government of the Netherlands has decided to organize an international conference at Ministerial level. This Conference will deal with policy issues and international cooperation rather than with the scientific issues or the detailed effects of global warming.

The title of this Conference will be "Atmospheric Pollution and Climatic Change", with particular attention to global warming. The Conference was first announced by Minister Ed Nijpels of the Ministry for Housing, Physical Planning and Environment, during the Toronto Conference on the Changing Atmosphere in June 1988. The conference will be held in the Netherlands on 6th and 7th of November and will be organized in close cooperation with the United Nations Environment Programme (UNEP) and the World Meteorological Organization (WMO). The conference will be closely associated with the activities of the recently established Policy Response Working Group of the Intergovernmental Panel on Climate Change (IPCC) of UNEP and WMO. Indeed, during the preparatory phase of the Conference, these international agencies will work closely together with the Conference Steering Committee (established for the purpose of Conference preparation).

The conference will take as its starting point the findings of the meetings in Villach (1985 and 1987) and Bellagio (1987), as presented by UNEP and WMO in 1987. The statements of the Conferences held in Toronto and Hamburg in 1988 and Ottawa and Delhi in 1989 will also be taken into account. The Ministerial Conference will attach particular importance to the conclusions arising from the UNEP Governing Council, the WMO Executive Council and the work of the IPCC.



The Conference at Ministerial level is the first of its kind. Ministers from a large number of countries, representing all regions and different climatic conditions of the World, will be invited to discuss climatic change, exchanging information and policy initiatives. National points of view will be freely expressed, recent progress presented and policy options considered.

The Conference will aim at creating a common understanding of the problem and at broadening the consensus amongst nations on the outline and elements of a strategic policy concept for global action. It is the intention of the Netherlands Government to bring together a substantial number of Ministers from different countries whose field of responsibility includes climatic change issues. Several countries have positively responded to this initiative and have indicated their willingness to participate in the Conference preparations. A Steering Committee has recently been formed with membership of UNEP and WMO and government representatives from:

Algeria	Fed. Rep. of Germany	Saudi Arabia
Brazil	Indonesia	Senegal
Canada	India	Sweden
China	Japan	Switzerland
Egypt	Netherlands	USA
	Poland	USSR

The first meeting of this Committee was held in December 1988. Future meetings are planned for April and September 1989.

The objectives for the Conference, as the timetable makes clear, have yet to be defined in detail. Generally, they can be stated as follows:

- to obtain political recognition of the relationship between atmospheric pollution and climatic change, particularly global warming;
- to act as a platform for an exchange of information and policy experience (or reaction) at national level;
- to gain acceptance of the fact that the industrial countries will have to initiate action to mitigate the effects;
- to identify and discuss international policy options;
- to identify and discuss specific action in support of further IPCC activity.

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## ANNEX II

## Concluded documents &amp; reports

The timetable of Conference preparations will be:

- February 1989 - Formal invitations sent out to countries that have expressed an interest in the Conference.
- Feb.- March 1989 - Discussions on the scope of the Conference in the light of parallel developments at international level, particularly those of the IPCC.
- April 1989 - Second Steering Committee meeting which will consider the agenda of the Conference and the required Conference documents.
- May - August 1989 - Further preparation of the Conference agenda and documents, with special reference to the outcome of the meeting of the UNEP Governing Council in June.
- September 1989 - Third Steering Committee meeting further preparing the Conference, particularly the agenda, Conference documents and draft statements.
- November 3, 4 & 5 1989 - Pre-conference meeting of government representatives to ensure the smooth running and full agreement over the scope of the Conference.
- November 6 and 7 1989 - The Ministerial Conference.
- December 1989 - Presentation of the outcome of the Conference. The way in which the outcome of the Conference will be presented is still under consideration.

In order to keep each participating Minister fully informed of Conference preparations, and the progress made towards further refinements in the objectives and the development of the Conference agenda and organizational matters, the host country asks each attending Minister to nominate a senior official. The Netherlands representative is Dr. B.C.J. Zoeteman, Deputy Director-General for the Environment and Chairman of the Steering Committee.

It would be appreciated if the Conference Secretariat could receive the name, title, address and telephone number (and preferably also telex and fax number) of the nominated official.

The costs associated with the venue of the Conference, accommodation in the Netherlands and travel expenses for the Minister and one accompanying senior official will be borne by the Netherlands Government.

The principal language of the Conference will be English. Simultaneous interpretation in other major languages is envisaged.

Secretary to the Conference  
Dr. P. Vellinga  
Climate Programme Coordinator

Ministry of Housing, Physical  
Planning and Environment  
P.O. Box 450  
2260 MB Leidschendam  
The Netherlands  
telephone: +31 70 20 93 67 ext. 2125  
Telefax: +31 70 20 18 58  
Telex: 32362 VROM NL

The Ministerial Conference on  
 Atmospheric Pollution and Climatic  
 Change and Development, The  
 International Steering Committee

ANNEXE II

Conclusions des documents d'experts

- Elements of an International Convention on Climate
- Energy and CO<sub>2</sub>
- Forestry and Afforestation
- Funding Mechanisms
- Climate, Environment and Development

FOR THE MINISTERIAL CONFERENCE ON  
 ATMOSPHERIC POLLUTION AND CLIMATIC CHANGE,  
 WITH PARTICULAR ATTENTION TO GLOBAL WARMING  
 6TH AND 7TH NOVEMBER 1985

THIS PAPER WAS PREPARED BY THE REPRESENTATIVES  
 OF CANADA AND MALTA  
 FOR THE RELEVANT WORKING GROUP  
 OF THE INTERNATIONAL STEERING COMMITTEE  
 WORKING ON BEHALF OF THE MINISTERIAL CONFERENCE  
 THE VIEWS EXPRESSED DO NOT NECESSARILY  
 REFLECT THE POLICY OR OPINIONS OF  
 THE GOVERNMENTS REPRESENTED IN THE WORKING GROUP



The Ministerial Conference, organized by the Minister of Housing, Physical Planning and Environment of The Netherlands in cooperation with UNEP and WMO.

Climate conference secretariat:  
 P.O. Box 450  
 2260 MB Leidschendam  
 Tel. 31 70209367, ext. 2125  
 Telex nr. 32 362 VROM NL  
 Telefax nr. 31 70201858

BACKGROUND PAPER ON ELEMENTS OF  
 AN INTERNATIONAL CONVENTION ON CLIMATE

OCTOBER 1989

FOR THE MINISTERIAL CONFERENCE ON  
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*ELEMENTS FOR AN INTERNATIONAL CONVENTION ON CLIMATE*

1. The Preamble would contain suitable references to:

- UNGA Resolution 43/53
- Principle 21 of the Stockholm Declaration
- The ENMOD Treaty
- The Fundamental Right to an environment of a quality that permits a life of dignity and well-being

2. Definitions

This section would include, inter alia, definitions of "Climate" and "Climate Change", for the purposes of the Convention.

3. Measures to limit, reduce and, as far as possible, prevent climate change

Parties would agree to take all appropriate measures for this purpose, including the development and implementation of appropriate policies and strategies.

4. Duty not to transform adverse effects on the climate into any other adverse environmental or health effects

Parties would undertake to act, as far as possible, so as not to so transform adverse effects on the climate.

5. Bilateral, multilateral and regional agreements or arrangements

This article allows Parties to enter into such agreements or arrangements, provided that they are not incompatible with the Convention.

6. General co-operation obligation

States would co-operate in the implementation of measures as stated above.

7. Exchange of information

Parties would facilitate and encourage the exchange of scientific, technological, socio-economic and other information, and protect its confidentiality where applicable.

8. Research and systematic observations

This article would deal with the collection and transmission of such data, research and assessments.

A list of relative items would be elaborated, possibly by means of an Annex.

9. Development and transfer of technology

Parties would co-operate in facilitating the development and transfer of relevant technologies and the provision of technical assistance, particularly bearing in mind the needs of the developing countries.

10. Prior notice and environmental impact assessment of planned activities

Initial action to be taken when a Party has reason to believe that its planned activities may result in climate change.

11. Consultations

Between, on the one hand, Parties whose activities may cause climate change and, on the other hand, the Secretariat, the relevant international organisations, and other interested parties.

12. World Atmosphere and Climate Fund

Parties would consider a Protocol to establish such a Fund for use in initiating and supporting activities to limit, reduce, and prevent, as well as to adapt to, climate change, and possibly to eventually extend the application of this Fund to certain other atmospheric alterations.

13. Transmission of information  
Information on implementation measures adopted by Parties would be transmitted to the Conference of the Parties, through the Secretariat.
14. Assessment and review of limitation, reduction and prevention measures  
Time-table for assessment of measures by the Parties.
15. Monitoring implementation of the Convention  
The Parties would consider procedures and institutional mechanisms for monitoring implementation.
16. Conference of the Parties  
Establishment of the Conference of the Parties, on the lines of the Vienna Ozone Layer Convention.
17. Secretariat  
This article would deal with the functions of the Secretariat, also on the lines of the Vienna Ozone Layer Convention.
18. Adoption of Protocols  
This article would provide for adoption of Protocols to the Convention.
19. Amendment of the Convention or Protocols  
This provision would mirror that of the Vienna Ozone Layer Convention.
20. Adoption and Amendment of Annexes  
This provision would mirror that of the Vienna Ozone Layer Convention.



21. Peaceful settlement of disputes

This Article would be modelled on the lines of the relevant section of the Statement of the Meeting of Legal and Policy Experts in Ottawa, February 1989, leaving open various dispute settlement procedures.

22. Usual final clauses, as in the Vienna Ozone Layer Convention

- Signature
- Ratification, Acceptance or Approval
- Accession
- Right to Vote
- Relationship between the Convention and its Protocols
- Entry into Force
- Reservations
- Withdrawal
- Depositary
- Authentic Texts



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BACKGROUND PAPER ON GREENHOUSE  
 GASES, ENERGY AND CO<sub>2</sub>  
 "MITIGATION OPTIONS FOR ENERGY RELATED GREENHOUSE  
 GAS EMISSIONS"

OCTOBER 1989

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 ATMOSPHERIC POLLUTION AND CLIMATIC CHANGE,  
 WITH PARTICULAR ATTENTION TO GLOBAL WARMING  
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### Recommendations

1. The recommendation of the conference "The Changing Atmosphere" at Toronto, regarding CO<sub>2</sub> emissions, could be taken as one basis to formulate quantified objectives for further consideration by the IPCC.
2. With respect to specific situations of and differences between nations and regions, a promising approach seems to be to deliberate a trade-off in response measures for different greenhouse gases and the protection of the biotic carbon sink, bearing in mind the global objectives for emissions of greenhouse gases which may ultimately be agreed upon.
3. Priority should be given to improvements in efficiency and rational use of energy which in the short term are the most promising options to reduce CO<sub>2</sub>-emissions.
4. One direct means of allowing markets to incorporate the risk of climatic change is to assure that the prices of fossil fuels and other sources of greenhouse gases reflect their full social and environmental costs. One option for achieving this goal are emissions fees, which should be imposed according to the relative contribution to global warming of each fuel type. This approach has the advantage of raising revenues that can finance other mitigation programs. Another option is to revise tax and incentive structures to allow non-fossil and low pollutant energy sources to compete on a level playing field with fossil fuels.
5. Regulatory programs can be a useful complement to pricing policies. Reducing greenhouse gas emissions could be incorporated into existing programs to reduce other air pollutants. New programs could focus directly on reducing greenhouse gas emissions through requirement such as emissions offsets, performance standards such as a "best-available-technologies" approach, or marketable permits.
6. Progress in reducing greenhouse gas emissions depend not only on technical and economic issues but attitudinal aspects are of the same importance. Therefore increased dissemination of information and better training of personnel, both on the international and national level is needed. Public awareness programs should incorporate the problem of climate change and the relation to individual energy use.
7. There is a need for broad international participation in the efforts underway in the IPCC to identify the elements of a framework convention on climate change and possible follow-up protocols which might be envisioned. Work on the convention should not preclude pursuit of national policies which can help mitigate greenhouse gas emissions, and are also justified on other grounds.

8. The goal of economic development and environmental quality should be pursued in a mutually reinforcing manner. The development and selection of technology in and for developing countries should consider the local resource base and be supportive of broad development goals, offer opportunities for cost reductions by the national use of energy as well as the minimization of negative environmental effects.
9. Industrialized countries could put more emphasis on bilateral and multilateral lending for technologies and programs that reduce greenhouse gas emissions in developing countries. Multilateral development banks could be encouraged to redirect their policies toward more lending for energy efficiency and alternative energy technologies, and discourage lending for projects that result in deforestation and increased use of fossil fuels.
10. The establishment of specific programs for energy savings, promotion of renewable energy and transfer of appropriate technology within existing international organizations should be considered.
11. Private Industry, especially multinational industry must be encouraged to play an active role in implementing strategies of reducing energy-related greenhouse gases and protecting tropical forest, especially through the development and distribution of less polluting technologies. The shift of energy-intensive, high pollutant industry from industrialized to developing countries should be avoided.
12. In a long term perspective funding priorities for research, development and demonstration should be increased for technologies that can reduce greenhouse gas emissions.



The Ministerial Conference, organized by the Minister of Housing, Physical Planning and Environment of The Netherlands in cooperation with UNEP and WMO.

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BACKGROUND PAPER ON FORESTRY

AND AFFORESTATION

"THE ROLE OF FORESTS IN RELATION TO CLIMATE CHANGE"

OCTOBER 1989

FOR THE MINISTERIAL CONFERENCE ON

ATMOSPHERIC POLLUTION AND CLIMATIC CHANGE,

WITH PARTICULAR ATTENTION TO GLOBAL WARMING 6<sup>TH</sup>, 7<sup>TH</sup> NOVEMBER 1989

THIS PAPER IS A COMBINATION OF DOCUMENTS

PREPARED ON BEHALF OF THE INTERNATIONAL STEERING

COMMITTEE OF THE CONFERENCE BY SWITZERLAND, SENEGAL AND BRAZIL

THE VIEWS EXPRESSED DO NOT NECESSARILY

REFLECT THE POLICY OR OPINIONS OF

THE RESPECTIVE GOVERNMENTS

## CONCLUSIONS - GENERAL AND SPECIFIC

- To develop legal instruments, or of further framework conventions, concerned with or comprehending actions in the forestry field, necessary to establish institutional authority and to implement principles to protect the atmosphere and to counter climate change (in particular global warming), should start from and take into account the studies, and consequent agreed recommendations, that the IPCC will define in relation to the forestry matters.
- Developing countries will need to be assisted financially and technically to ensure that they will be competent to address the issues of concern of the climate change question in relation to developing, protecting and managing their forest resources, so that they become adequately, informed for assessing practical response strategies.
- Arrangements must be made to ensure developing countries maintain and develop their competence in the longer term to effectively consider the forestry issues relating to global climate change. This will require that the scientific knowledge base as well as infrastructure of developing countries be upgraded in order that the interaction of the role of forests with climate change be more adequately understood and assessed, and its consequences effectively considered in response actions.
- Assistance to Less Developed Countries (LDC's) in developing their capability to cope with the problems and issues of climate change will need emphasis on using and developing support technologies appropriate to LDC's and their forest systems, rather than simply importing technologies and solution that only increase dependence on aid from developed countries.
- Financial assistance must include provisions for climate change research to upgrade the existing facilities in LDC's and/or to create new ones.
- UNEP and WMO should strengthen their help in identifying activities under their existing programmes that would contribute directly or indirectly to the development or transfer of relevant and adequate information, technology and expertise to developing countries.
- UNEP and WMO should expand their consultation with UNDP to identify all existed and new opportunities for training and education activities for developing countries that will increase the pool of suitably qualified scientists to tackle the climate change issue. They should also consider further how best to involve other agencies (such as ECLA, FAO and others), with responsibility for other topics such as agricultural, water resources, forestry and economics so that training programmes in these areas might reflect the increased importance of climate change from the impacts and response point of view.

- 30 -

- To promote the introduction of an integrated and overall policy framework which includes forestry at national levels of planning, and an awareness of deforestation consequences at grassroots level, throughout the world.
- To assess the full range of forest output, to encourage better forest management, to allow the economic market mechanisms to properly reflect the full economic and social costs of exploitation.
- To reduce the World deforestation rate by half by the year 2000 AD and, in addition, slow the forest degradation rate through the suppression of acid rain and other pollutants.
- To aim at a global afforestation rate of 12 mln ha/yr by the year 2000 AD, and maintain this rate of new planting for at least 20 years, in both temperate and tropical zones, to overcome a backlog of new planting being much less, in recent years, than forest clearing.
- After the year 2020, to balance forest cutting with new planting both in terms of volume, tree type and region.
- The need for the creation and proper targeting of financial, technical, economic, and institutional assistance, from the forest market (beneficiary) countries to the forest output (supplier) countries.
- The need to list priorities for action, improve the quality of data on the size and interconnectivity of the deforestation and climate problem.
- To allocate the new efforts to various organisations for the monitoring of their progress.

THIS PAPER WAS PREPARED BY HORNBY & COMPANY, INC.  
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OF THE INTERNATIONAL STEERING COMMITTEE  
WORKING IN GRASP OF THE MINISTERIAL CONFERENCE  
THE VIEWS EXPRESSED DO NOT NECESSARILY  
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BACKGROUND PAPER ON FUNDING  
 MECHANISMS

OCTOBER 1989

FOR THE MINISTERIAL CONFERENCE ON  
 ATMOSPHERIC POLLUTION AND CLIMATIC CHANGE,  
 WITH PARTICULAR ATTENTION TO GLOBAL WARMING  
 6TH AND 7TH NOVEMBER 1989

THIS PAPER WAS PREPARED BY MCKINSEY & COMPANY, INC.  
 FOR THE RELEVANT WORKING GROUP  
 OF THE INTERNATIONAL STEERING COMMITTEE  
 WORKING ON BEHALF OF THE MINISTERIAL CONFERENCE  
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## SUMMARY

This second report to the Steering Committee for the Ministerial Conference on Atmospheric Pollution and Climate Change on November 6 and 7, 1989 in the Netherlands presents a concept and specific proposals for worldwide action to combat climate change. The objective is to drastically reduce, in an effective and efficient manner, global emissions of greenhouse gases in two distinct phases. Following the structure of the main report the summary outlines (a) the need for international cooperation; (b) the proposed approach; (c) its organizational framework and (d) three sets of specific initiatives to realize significant progress at the November Conference.

### INTERNATIONAL ACTION A PROMISING NECESSITY

To limit global warming joint, international action is required. Drastic reductions in the man-made emissions of nearly all greenhouse gases are required to avoid or contain global warming. In view of the nature and magnitude of the problem there is no single country or even region which, by itself, holds the key to the solution of the climate change issue. Actions by individual countries will - most probably - not be sufficient to arrest the build-up of greenhouse gases. Therefore, to solve this global issue, joint action is required. Cost-effective opportunities for international action exist, thereby presenting the nations of our world with the challenge of truly international cooperation.

### APPROACH IN TWO PHASES

A high-impact response to the greenhouse problem can be realized through an initial emphasis on domestic action, as in most nations efficient opportunities will be available. Parallel, on a second policy track, experience and credibility should be strengthened with regard to international cooperation in dealing with the issue of climate change. As the most efficient opportunities for domestic action are being depleted it thus will be possible to broaden the action, to include the vast range of measures at acceptable costs in countries which - in all likelihood - do not possess the financial resources to take action by themselves. Accordingly, two action phases are distinguished to clarify and develop an international approach that is both effective and efficient:

- ¶ Phase 1: Primarily Domestic Action: emphasis on major initial progress through domestic action, with gradually increasing international action for peak-shaving purposes
- ¶ Phase 2: International Solution: emphasis on maximum environmental yield through expanded international action via the mechanism of a clearinghouse.

The overall approach would include preliminary deadlines and emission reduction targets, with intermediate evaluation points. The targets may be differentiated by country, primarily on the basis of their stage of economic development. A medium-term target for developed countries is proposed, whereby the net man-made emissions of greenhouse gases are reduced by 30 percent by the year 2000, relative to 1986.

Relatively low-cost domestic action will form the mainstream of Phase 1. It is likely to take place primarily in the developed world and will be found in a phase out of CFCs and in reducing emissions from fossil fuel energy use. Limited international funding, addressing CFCs worldwide and forest management measures, may be initiated to complement these efforts as a "peak-shaving" device and to gain experience and credibility in the international cooperation on this global issue.

The main thrust of Phase 2 is joint, international action covering all greenhouse gases worldwide. In order to minimize the cost to society a central role is assigned to an international clearinghouse.

The clearinghouse concept enables action of countries to be substituted by more efficient action of others. Individual countries continue to take domestic action and provide the means for international action.

Within the concept proposed, maximum flexibility during the entire process can be maintained. It also allows for a step-by-step approach with respect to both emission sources and geographic regions covered.

#### ORGANIZING THE INTERNATIONAL APPROACH

First, an urgent need is identified to accelerate the work towards a framework convention on protecting the global atmosphere, which establishes appropriate coordinating mechanisms including a Ministerial Conference, and recognizes the two-phase approach. In parallel, a differentiated model for international financing is proposed.

The coordinating mechanisms rely on administrative and policy support to the Ministerial Conference and on a focused infrastructure to provide the fact base, improve communication and develop the necessary policy tools. In recognizing the two distinct phases the framework should provide the means to achieve significant results and build or redirect institutions in Phase 1.

A differentiated model to fund international action may reconcile the concerns and preferences of various countries with regard to either voluntary financing, using existing bi- and multilateral channels, or "burden sharing" through the intervention of a multilateral institution. During Phase 1 voluntary flows would provide for the needs of a CFC phase out in developing countries through, for example, the World Bank; for an expanded Tropical Forestry Action Plan; and for infrastructure

enhancements. As the international action broadens into Phase 2, a need for greater coordination will be felt. The clearinghouse, operating as a multilateral institution, would pursue substantial efficiency gains through international action exchanges. The World Bank would appear to be well qualified to managing this international exchange mechanism.

### MOVING FORWARD

The Steering Committee members for the November Ministerial Conference are being requested to consider the more elaborated approach described in this second report as a basis for realizing the maximal progress towards an international consensus and immediate action at the November Conference. Specific initiatives, which present themselves for action in the short term, include: (a) establishing a target of minus 30 percent with regard to the net man-made GHG emissions for industrialized countries, to be achieved by the year 2000 relative to 1986; (b) initiating or confirming measures to phase out CFCs and to stabilize fossil fuel CO<sub>2</sub>-emissions in developed countries in addition to reducing deforestation and stimulating forestation worldwide; and (c) providing a meaningful impetus to international policy coordination and action through the availability of initial international funding on the order of \$500 million per year. The latter funding, although relatively minor in relation to the overall problem, can provide a significant and meaningful contribution to the strengthening of international cooperation through a particular emphasis on a CFC phase out in developing countries, international approaches to (de)forestation that are beneficial to all parties concerned and a short-term improvement of the infrastructure that is required for international policy making on the issue of climate change.



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BACKGROUND PAPER ON CLIMATE,  
ENVIRONMENT AND DEVELOPMENT

OCTOBER 1989

FOR THE MINISTERIAL CONFERENCE ON  
ATMOSPHERIC POLLUTION AND CLIMATIC CHANGE,  
WITH PARTICULAR ATTENTION TO GLOBAL WARMING  
6TH AND 7TH NOVEMBER 1989

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## Conclusions

1. The rapidly increasing man-made emissions of 'greenhouse' gases into the atmosphere will lead to 'global warming' or, in general, to climate change in terms of mean values and variability of the main climate parameters. Although uncertainties as to its distribution remain, especially the rate of change will pose serious problems to industrialized (ICs) and developing countries (DCs).

Some 'ballpark' estimates put the annual cost of a 2.5 °C warming at 3 percent of the Gross Global Product. The cost for the DCs, because of their relatively larger agricultural sector, could even amount to 4 percent of their GNPs. This would mean some \$400 billion per annum for the world (excluding the centrally planned ICs) of which some \$100 billion for the DCs (1988 prices).

The generally unstable socio-economic situation in DCs makes climate change a serious development problem. The impact of climate change on a resource system (e.g. energy or water), will obviously be largest where the resource is already scarce, as is the case in many DCs. DCs with precarious food supplies and a degradation of land resources appear especially vulnerable to climate change.

Special attention for the problems posed to the DCs does not mean to say that those posed to the ICs could be ignored. On the contrary, the temperature rises at higher latitudes may even be two or three times as large as in the tropics. But most ICs, especially most developed market economies, command the finances and technologies to face these problems alone or in co-operation.

2. Climate change may be the fastest ever faced by mankind. Anticipatory action is, therefore, imperative. Measures to be taken fall under two categories:

- *adaptation* to climate change (or *effect oriented* measures); and
- *limitation* of climate change (or *source oriented* measures).

The more the limitation of climate change, the easier the adaptation will be.

Measures to better protect against or to lower vulnerability to climate change will be costly and can only effectively be taken after the distribution of its effects - as to space and time, and in intensity and variability - has become predictable. However, investments with a long lifetime, as in buildings and infrastructure, must anticipate long-term climate changes ('risk management').

In agriculture, preparing for climate change should already start with a better adjustment to mean values and variability of the 'usual' climate. Accelerating socio-economic development in the DCs will anyhow prove to be vital to reduce their vulnerability. However, measures to this end belong to the sphere of 'development co-operation' and ODA rather than to climate change policies.

Finally, since some degree of climate change is probably already unavoidable, it is essential for all countries and international organizations to step up their climate change related R&D efforts. These should include: (i) the distribution of climate change; (ii) its effects on the different aspects of socio-economic development; and (iii) measures and costs to mitigate these effects.

3. To 'buy time', so as to clear remaining uncertainties, in actual investments the highest priority should be given to the limitation of climate change. This means, priority to the various measures to reduce the increase of atmospheric concentrations of greenhouse gases, through the prevention or absorption (incl. capture and disposal) of their emissions.

Primary attention should be given to the use of *energy* and *deforestation*. The former is vital to development and the latter is hazardous to the environment,

but is often essential for survival. These two activities together cause over 60 percent of the global warming likely to be committed in 1980-2030. Phasing out CFCs, to safeguard the ozone layer, could bring this to some 80 percent.

In preventing emissions, 'energy saving' deserves special mention. Its potential to displace carbon - estimated through our end-use analyses of the household, transportation and industry sectors - is twice that of 'combustible fuel switch' and 'alternative sources' combined. Its investment per unit of carbon displaced (\$30/TC), is lowest and it is (largely) a self-paying proposition.

Reforestation appears to be the most cost-effective (\$2/TC) measure and helps to halt land degradation processes. However, it only has a longer term (after some 20 years) net effect. For the shorter term, phasing out CFCs is probably the most cost-effective policy. Given uncertainties as to the cost structure and impact of other measures, a mix of policies should be carefully selected.

4. If the ICs would bring, as a first step, their CO<sub>2</sub>-emissions in 2000 back to the 1988 level and if the DCs would at the same time merely extrapolate their 1972-1987 energy growth rate, then global CO<sub>2</sub>-emissions would still increase to 130 percent of the 1988 level. Given the need of an eventual reduction to at most 50 percent, such a scenario could not be considered acceptable.

According to this scenario, the DCs would cause in 2000 slightly over 50 percent of global CO<sub>2</sub>-emissions (from burning fossil fuels and biomass) and would thus have taken over the role of the ICs as major source of CO<sub>2</sub>-emissions. It should be realized, however, that as an average the per capita energy use in the ICs would in 2000 still be 6x higher than that in the DCs.

Because the ICs have caused by far the major part of past emissions and in view of the remaining differences in per capita energy use between ICs and DCs, the action to stabilize the atmospheric CO<sub>2</sub>-concentration must be initiated by the ICs. However, to ensure its global success, their action should be followed by the DCs as soon as possible.

5. Given their already towering problems, the majority of the DCs can only be expected to share the burden of global warming if, and in as far as, the ICs provide them with access to additional (public as well as private) capital on concessional terms, and with access to appropriate (high) technology, whenever possible, in the form of 'co-development' schemes.

A Funding Mechanism for these purposes should start to aim at the reduction of greenhouse gas emissions caused by the use of energy and by deforestation as well as at globally phasing out of CFCs. Gradually the Fund should also aim at reducing emissions of greenhouse gases from agriculture, especially CH<sub>4</sub>, and from industry. Finally, it could contain an *emergency facility*.

To perform these functions, additional funds are needed to prevent that otherwise the shorter term economic growth of the DCs would be hampered. Stressing the need for additional funds, however, should not be misread as a suggestion that climate change policies should or even could be separated from environment policies in general or from development policies.

A sizeable Funding Mechanism - eventually in the order of \$10 billion per year, if not more - could help to make socio-economic development gradually more sustainable and even help to accelerate economic growth. Furthermore, it would constitute an effective response to the challenge of the UN General Assembly Resolution 43/53 recognizing climate change as a 'common concern of mankind'.

ANNEXE III

## DRAFT DECLARATION FOR THE MINISTERIAL CONFERENCE ON ATMOSPHERIC POLLUTION AND CLIMATIC CHANGE

- 1 (1) Today's world is seriously threatened by a man-made change  
2 in climate. The composition of the earth's atmosphere is now  
3 altering at an unprecedented rate due to pollutants caused by  
4 human activity, including inefficient energy use, deforestation  
5 and a rapid population growth.  
6
- 7 (2) Although uncertainties remain as to the rate and the extent  
8 of climate change, evidence of global warming is now emerging.  
9 The best predictions available today indicate potentially severe  
10 economic and social dislocation for present and future  
11 generations. Any delay in taking action will increase the risks,  
12 and reduce the possibilities for survival, of the planet as we  
13 know it.  
14
- 15 (3) Fortunately, much of the world population and their  
16 political leaders have now come to recognize the need for action.  
17 The protection of the ozone layer is being addressed by the 1985  
18 Vienna Convention and the 1987 Montreal Protocol. Further  
19 tightening of the Protocol was called for by the London  
20 Conference in March 1989 and the Helsinki Conference in May  
21 1989. This process will presently lead to a phase-out of ozone  
22 layer depleting substances before the year 2000.  
23
- 24 (4) Global Warming is addressed by the Intergovernmental Panel  
25 on Climate Change (IPCC) which was established by UNEP and WMO,  
26 and recognized by the UN General Assembly Resolution 43/53. The  
27 Declaration of The Hague of March 1989 put forward challenging  
28 ideas for international cooperation, and legal and institutional  
29 measures. The UNEP Governing Council and the WMO Executive  
30 Council meetings of 1989 have set the time schedule for the  
31 preparation and negotiation of a climate change convention. The  
32 Economic Summit of July 1989 in Paris strongly advocated common  
33 efforts to limit emissions of carbon dioxide and other greenhouse  
34 gases. The meeting of non-aligned countries in Belgrade in  
35 September 1989 also addressed the issue of climatic change. Given  
36 this base it is now time to strengthen and to broaden the  
37 action, to discuss targets and to start the process of making  
38 commitments.  
39
- 40 (5) Climate is a common concern for mankind. All countries  
41 should now initiate action to control, limit or reduce emissions  
42 of greenhouse gases and develop adaptive strategies.  
43 Industrialized countries, in view of their past contribution to  
44 the increase of greenhouse gas concentrations, and in view of  
45 their capabilities, have specific responsibilities of two  
46 different kinds: i) they should show leadership and set an example  
47 by initiating domestic action and ii) they should support the  
48 action of countries to which the protection of the atmosphere  
49 would prove to be an abnormal burden.  
50
- 51 (6) For the long term survival of our planet and civilization,  
52 common effort and action should aim at reducing emissions and  
53 increasing 'sinks' for greenhouse gases to a level consistent  
54 with the natural capacity of our planet, to safeguard planetary  
55 ecosystems. Such a level should be reached within a time frame,  
56 so that it would allow for ecosystems to naturally adapt to

57 climate change, so that food production is not threatened and  
58 economic activity can develop in a sustainable and  
59 environmentally sound manner. Estimates indicate that this would  
60 require a reduction of global greenhouse gas emissions by more  
61 than 50% from current levels, which may have the effect of  
62 arresting global warming below 2°C when compared to pre-  
63 industrial global temperatures.  
64

65 (7) Such effort and action should include: i) the phase-out of  
66 the use of CFC's, which are responsible for about 20% of global  
67 greenhouse gas emissions, by national action and international  
68 co-operation, including financial assistance and the transfer of  
69 technology. In this connection, it is important that the  
70 substitutes for CFC's also should not contribute significantly to  
71 the global warming problem. ii) domestic action by industrialized  
72 countries to reduce CO<sub>2</sub>-emissions, accompanied by global action  
73 to reduce deforestation and increase afforestation in both  
74 temperate and tropical zones, and iii) a globally coordinated  
75 action plan to reduce the emissions of, and increase the 'sinks'  
76 for, all greenhouse gases including methane (CH<sub>4</sub>), nitrous oxide  
77 (N<sub>2</sub>O), and to reduce tropospheric ozone (O<sub>3</sub>) formation.  
78

79 (8) The conference recommends that appropriate forums, including  
80 the IPCC, consider the introduction of the concept of CO<sub>2</sub>-  
81 equivalence. This would provide a single parameter to describe  
82 the radiative effects of the various greenhouse gases. Such a  
83 concept creates possibilities for the development of trade-offs  
84 in response measures for different greenhouse gasses in the most  
85 cost effective manner.  
86

87 (9) All countries should promote better energy conservation,  
88 energy efficiency and the substitution of fossil fuels by energy  
89 sources with less environmentally damaging characteristics. One  
90 direct means of allowing markets to incorporate the risk of  
91 climate change is to ensure that the prices of fossil fuels,  
92 reflect their full social and environmental costs. Options for  
93 achieving this are, inter alia, emission fees, regulation and  
94 standard setting for products.  
95

96 (10) Progress in reducing greenhouse gas emissions depends not  
97 only on technical and economic issues but also on attitudinal  
98 changes. Improved dissemination of information and better  
99 training of personnel is needed, both at the national and  
100 international level. Public awareness programmes should include  
101 the issue of climate change and its connection with the way  
102 individuals use energy.  
103

104 (11) Developing countries will require assistance to cope with  
105 the problems of climate change. They will need help in using,  
106 developing and maintaining technologies that are appropriate to  
107 their industrial, energy, forestry and agricultural  
108 infrastructure. The transfer of technologies of these countries  
109 should be facilitated; furthermore, the capabilities of these  
110 countries should be increased so that they can develop the proper  
111 technologies themselves.  
112

113 (12) Measures to prevent climatic change may have other  
114 significant benefits such as reducing acidification, protection  
115 of the ozone layer, preserving biodiversity and other natural  
116 resources and assisting sustainable development.

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119 More specifically, the Conference:  
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121 ENERGY

122 - (13) Urges all countries to take immediate action to  
123 promote energy efficiency, energy conservation and the use  
124 of environmentally sound energy sources.  
125

126 - (14) Agrees that industrialised countries recognise the  
127 need to stabilize CO<sub>2</sub>-emissions at present levels not later  
128 than the year 2000 and agree to investigate the feasibility  
129 of a 20% reduction in CO<sub>2</sub>-emissions by the year 2005, as  
130 recommended by the Toronto Conference, June 1988. Results of  
131 such investigations should be presented to the relevant  
132 forums, including the IPCC, in the course of 1990.  
133 Industrialized countries with, as yet, relatively low energy  
134 requirements, which can reasonably be expected to grow in  
135 step with their development, may have to set targets which  
136 can accommodate such a development.  
137

138 - (15) Agrees that developing countries should define future  
139 targets for CO<sub>2</sub> emissions in line with financial and  
140 technological co-operation agreements. The need and scope  
141 for such co-operation agreements should be treated  
142 expeditiously.  
143

144 FORESTRY

145 - (16) Agrees that developing countries will need to be  
146 assisted financially and technically to ensure that they  
147 will be in a position to develop, protect and manage their  
148 forest resources in a rational and environmentally sound  
149 manner.  
150

151 - (17) Agrees to pursue a global balance between  
152 deforestation and forest degradation on the one hand, and a  
153 sound forest management and afforestation on the other  
154 before the year 2000, and a net forest growth of 12 million  
155 ha/yr. by that date, and for at least 20 years thereafter.  
156 To this end, the world deforestation rate should be reduced  
157 and the forest degradation rate should be slowed down by  
158 suppression of acid rain and other pollutants; rational  
159 forest use and sound forest management practices should be  
160 encouraged and at the same time vigorous forestry programmes  
161 should be developed in both the temperate and tropical  
162 zones.\*  
163

164 CFC's

165 - (18) Welcomes the commitment of the industrialized  
166 countries to amend the Montreal Protocol and to phase out,  
167 before the year 2000, the production and consumption of the  
168 controlled substances. It urges developing countries, with  
169 the technical and financial support of industrialized  
170 countries, to phase out their use of these same substances,  
171 by the same date.  
172

173 OTHER GREENHOUSE GASES

174 - (19) Urges more research into the sources and 'sinks' of  
175 the other greenhouse gases, in particular methane (CH<sub>4</sub>),  
176 nitrous oxide (N<sub>2</sub>O) and tropospheric ozone (O<sub>3</sub>). In

177	addition, the development and implementation of specific	237
178	means of limiting the atmospheric concentrations of these	238
179	gases should be energetically pursued.	239
180		240
181	<b>MINISTERIAL MEETING</b>	241
182	- (20) <i>Recognizes</i> the growing need for a coordinating	242
183	mechanism for policy development and evaluation until more	243
184	definitive mechanisms have been developed or are established	244
185	through a climate change convention. To this end, the	245
186	conference agrees to convene a ministerial conference to	246
187	review the first report of the IPCC, organized back-to-back	247
188	with the Second World Climate Conference in November 1990.	248
189	The conference accepted the offer of the Netherlands, in co-	249
190	operation with UNEP and WMO, to serve as a secretariat until	250
191	the next meeting.	251
192		252
193	<b>FUNDING</b>	253
194	- (21) <i>Recommends</i> that existing institutions for development	254
195	and financial assistance including the Multilateral	255
196	Development Banks, Bilateral Assistance Programmes and the	256
197	relevant United Nations Organisations should strengthen	257
198	climate change policy in their respective fields of	258
199	competence by providing expanded funding for this purpose.	259
200	In addition, regional and subregional co-operation should be	260
201	reinforced as to address and implement the required action	261 *
202	at that level.	262
203		
204	- (22) <i>Recommends</i> that, parallel to the strengthening of	263 **
205	existing organizations, action be taken to further assess	264
206	the need and the scope of new funding facilities, such as an	265
207	international fund. Such new facilities should be directly	266
208	related to a future climate change convention and associated	267
209	protocols. They could be located, for example, within the	268
210	World Bank system and could be used for the generation of	269
211	additional funds. Such funds could then be allocated to	
212	existing institutions, under the guidance of a special body	270 ***
213	to be established under a climate change convention. In this	
214	respect the feasibility of a clearinghouse mechanism should	
215	be evaluated as part of such new facilities. This would help	
216	channel international resources into those activities and	
217	projects that would allow a globally cost-effective	
218	reduction in greenhouse gas concentrations.	
219		
220	- (23) <i>Recommends</i> that, initially, international funding be	
221	directed towards (i) funding of a CFC phase-out in	
222	developing countries; (ii) promoting energy efficiency and	
223	the use of renewable resources through, inter alia, research	
224	and technology transfer; (iii) increased financial support	
225	for forest management improvement, through the Tropical	
226	Forest Action Plan (TFAP), International Tropical Timber	
227	Organization (ITTO) and similar mechanisms; and (iv)	
228	increased funding for research and monitoring of emission	
229	sources and climate, for awareness 'building' and for the	
230	development of policy tools.'**)	
231	At a later stage, the use of the financial resources could	
232	be extended to major energy conservation programmes and fuel	
233	substitution measures in developing countries and steps to	
234	reduce global man-made emissions of methane and nitrous	
235	oxide.	
236		

## 237 RESEARCH AND MONITORING

238 - (24) Urges all countries and relevant organizations to  
 239 increase their climatic change research and emission  
 240 monitoring activities. It also urges states to increase  
 241 support for internationally coordinated research and  
 242 monitoring activities related to climate, building on the  
 243 present roles of UNEP, WMO, ICSU, IEA and other competent  
 244 institutions and international bodies.  
 245

## 246 CLIMATE CHANGE CONVENTION

247 - (25) Urges all countries to join and to speed up the  
 248 ongoing work of the IPCC with respect to the preparations  
 249 for a climate change convention so that negotiations upon it  
 250 can start at the earliest possible date after the IPCC  
 251 report is available. This convention should generally  
 252 follow the format of the Vienna Convention for the  
 253 Protection of the Ozone Layer, and lay down, at a minimum,  
 254 general principles and obligations, as described in the  
 255 Annex.\*\*\*)

256  
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 258  
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 260  
 261 \*. A note explaining the basis for the forestry target will  
 262 follow as soon as possible.

263 \*\*). A note on funding mechanisms will follow, addressing initial  
 264 funding actions of specific countries and purposes, and  
 265 channels for such funds. Countries that wish to pledge at  
 266 this Conference should contact the Secretariat for more  
 267 information. The way such initiatives will be presented at  
 268 the Conference is a subject for discussion at the  
 269 preceding Senior Officials Meeting.

270 \*\*\*. See Background Paper on Elements of a Climate Convention.

Footnote to the draft declaration with respect to funding

Funding

At the Ministerial Conference a number of countries intend to make pledges, to financially support countries with limited financial possibilities for implementing climate change policy measures. The funds are to be applied for the priority actions as indicated in paragraph 23, i) to iv).

Informal discussions with donor and recipient countries and with the World Bank, have indicated there is sufficient consensus and co-operation to channel such funds in a manner acceptable to all parties. In this connection a trust fund for CFC phase-out measures could be established within the World Bank system. There are also opportunities to create a special window within the IDA for climate or for environment in general.

In order to accommodate the special wishes of the parties involved it is suggested that at the Ministerial Conference donor countries agree on a "declaration of intent". This declaration would describe the intent to provide such and such funds, for such and such purpose, to be channelled through the World Bank, and to be further agreed upon by the parties involved.

In the next three weeks this "declaration of intent" will be further elaborated by the interested parties. If additional parties wish to participate in this activity, they should contact the Conference Secretary.

P.S. Already India and China have informally told us that, at the Conference, they intent to ask the World Bank to evaluate the present studies on CFC phase-out and to finance the required measures. The most promising options are a CFC trust fund in the World Bank System and increased funding for forestry through TFAP and/or the World Bank.

to be evaluated as part of such new facilities. This would be a natural international response to the above activities and projects that would allow a globally cost-effective reduction in greenhouse gas concentrations.

(2) - Recommends that, initially, international funding be directed towards (i) funding of a CFC phase-out in developing countries; (ii) promoting energy efficiency and the use of renewable resources through, inter alia, research and technology transfer; (iii) increased financial support for forest management improvement, through the Tropical Forest Action Plan (TFAP), International Tropical Forest Organization (ITFO) and similar mechanisms; and (iv) increased funding for research and monitoring of natural resources and climate, for awareness building and for the development of policy tools.<sup>10</sup>

At a later stage, the use of the financial resources could be extended to major energy conservation programmes and fuel substitution measures in developing countries and steps to reduce global methane emissions of ruminants and nitrous oxide.

## SEED FUNDING TO COMBAT CLIMATE CHANGE

Recognizing that time is required to establish appropriate international agreements, coordinating mechanisms and infrastructure to combat climate change, it is proposed that a core group of nations joins forces in providing a short-term impetus to policy coordination and funding. The November Ministerial Conference on Atmospheric Pollution and Climate Change provides the platform for doing so within the context of an overall international approach. In signalling commitments it would reinforce awareness of the urgency of the problem and convey the preparedness for action. It would also strengthen and - if possible - expedite the cooperative efforts on policy coordination within the IPCC, without prejudicing its work in any way.

The voluntary and - as much as possible - additional funding would be dedicated by individual nations to the achievement of "early win" opportunities: phasing out CFCs in developing countries; reduction of deforestation and stimulation of forestation measures, particularly in tropical zones; and the development and extension of an international infrastructure on climate change. A meaningful impetus would require international funding of approximately \$500 million per year, to be generated by five to eight countries contributing \$50-200 million per year each. The application of these funds would be broadly as follows:

- 1 Phasing out CFCs in developing countries: \$150 million per year. Such amount would represent a significant contribution to a subsidy scheme to overcome cost disadvantages associated with the replacement of CFCs. In return, recipient countries would be expected to ratify the Montreal Protocol and possible successor agreements.

Actual phase-out opportunities and funding needs should be assessed on a country-specific basis, taking into account the economic infrastructure and specific national circumstances while maintaining an integrated perspective. A single lead agency, preferably the World Bank, would coordinate such phase-out plans in order to concentrate international expertise and ensure consistency across countries. Priority should be given to the People's Republic of China and India. Industrial corporations in developed countries can contribute by providing the required expertise and by transferring appropriate technologies at reasonable commercial terms.

The lead agency would develop the plan in close cooperation with the national government and with those industries which are most directly involved (chemical manufacturing and trading, as well as relevant user industries). In addition to regulating the transition to CFC alternatives the plan would provide incentives or subsidies to give (partial) compensation for the incremental costs in producing, purchasing or using the substitutes. Such a subsidy

scheme would apply for a pre-defined period of, say, 5 to 10 years.

Various practical options exist. A subsidy scheme could be administered as a Trust Fund with contributions to the fund applied by the World Bank as loans or grants. Alternatively, the World Bank could act as lead agency, directly providing loans and coordinating grant-type co-financing from bilateral or other multilateral sources.

- ¶ Expanding the Tropical Forestry Action Plan (TFAP): \$300 million per year. The theoretical potential for forest management funding in tropical zones is vast: \$10-15 billion per annum. At that level it would create a carbon sink of major proportions and its impact in combatting climate change would be roughly equivalent to reducing half the total OECD emissions of greenhouse gases. However, the minimum project size can be relatively small. In addition, institutional and other preconditions must be met and local socio-economic circumstances well understood prior to any larger-scale forestry measures. Finally, the capacity of a country's economy to deal with major forestry financing will need to be considered. From a practical point of view, a start-up with substantially lower funding amounts is both realistic and meaningful.

The TFAP, acting as a meeting place and catalyst for donors and recipients, in itself appears to be relatively non-controversial. Under the Plan, funds are provided directly as bilateral assistance or via multilateral agencies, particularly World Bank, FAO and World Food Program. This basic set-up of an international coordination framework using bi- and multilateral implementation channels would remain unchanged.

However, to enlarge the TFAP a shift in emphasis within the existing framework might be appropriate. The TFAP might benefit from prioritization of those countries which offer the largest potential for forest management measures. At present this does not appear to be the case. Within national forestry plans the objective of eliminating deforestation and optimizing CO<sub>2</sub> absorption opportunities through forestation could be made more explicit. Finally, to accelerate the TFAP a major increase in capacity within both FAO/TFAP and countries, whose forestry sectors are being reviewed, is required.

- ¶ Strengthening of infrastructural functions: \$50 million per year. The current infrastructure is inadequate for a satisfactory approach to the issue of global warming. Given the extreme stakes and relatively minor costs of reinforcing the infrastructure to an acceptable level - in total probably on the order of \$50-100 million per year - immediate action is appropriate.

Funds would be applied to: (a) research and monitoring of climate conditions, atmospheric concentrations and greenhouse gas emissions; (b) improving communication to build awareness with the general public and to educate researchers, technicians, foresters, etc.; and (c) developing the policy tools, including the detailed assessment of cost-effectiveness of alternative measures and the relative warming contribution of individual greenhouse gases. A prime role can be envisaged for WMO, UNEP, FAO and OECD, with various UN agencies making additional contributions.

By collectively reserving the \$500 million per year, participating countries would demonstrate their willingness to make contributions for these purposes once called upon by the competent institutions indicated. They would ask these institutions to prepare, preferably within a year, detailed project and program proposals for these purposes or have such proposals prepared by individual nations (e.g., as in the case of the TFAP). No budget outlays would appear to be necessary or even practical before that time, save perhaps for limited amounts for technical assistance in preparing proposals.

\* \* \*

An understanding on "seed funding" among a core group of nations at the November Ministerial Conference would constitute substantive progress in addressing the global challenge of climate change.



Proposed Agenda and Programme for the  
Ministerial Conference on the 6th and  
7th November 1989

Sunday 5th November

10.00 hrs. onwards Registration of arrivals at Huis ter Duin and  
19.00 hrs. Reception given by Minister Nijpels and Buffet Dinner

Monday 6th November

08.00 hrs. Registration of arrivals  
09.00 hrs. Assembly of Ministers in Conference Hall  
09.15 - 17.00 hrs. Plenary Session  
09.15 hrs. Opening of the Ministerial Conference by Minister  
Nijpels in the presence of Her Majesty the Queen of  
the Netherlands  
09.30 hrs. Address of Welcome from Minister Nijpels  
09.45 hrs. Presentation by Dr. M. Tolba, Executive Director UNEP  
10.00 hrs. Presentation by Mr. G.O.P. Obasi, Secretary-General of  
the World Meteorological Organization  
10.15 hrs. Presentation by Professor B. Bolin, Chairman IPCC  
10.30 hrs. Tea/coffee Break  
11.00 hrs. Confirmation of Meeting Agenda and Programme  
11.15 hrs. Ministers' comments on draft declaration  
12.30 hrs. Lunch  
14.30 hrs. Ministers' comments on draft declaration  
16.00 hrs. Tea/coffee break  
17.00 hrs. Departure of Ministers for Reception at the Queen's  
official residence  
18.00 hrs. Reception for Ministers at Huis ten Bosch  
18.00 hrs. Reception for Senior Officials and Delegates at Huis  
ter Duin  
19.00 hrs. Dinner at Huis ter Duin for Senior Officials and  
Delegates  
20.30 hrs. Bus for Ministers to Kasteel Duivenvoorde  
21.00 hrs. Dinner for Ministers at Kasteel Duivenvoorde  
22.00 hrs. onwards Redrafting modifications to the declaration by  
Secretariat

Tuesday 7th November

09.00 hrs. Comments on revised version of declaration. Resolution  
of outstanding points of debate  
10.30 hrs. Tea/coffee break  
11.00 hrs. Finalisation of Declaration  
12.30 hrs. Lunch  
13.00 hrs. Press Conference  
16.30 hrs. Departure of Ministers  
19.30 hrs. Informal Reception and Dinner for those leaving  
Wednesday morning