

BERLIN MANDATE PROCESS: U.S. NON-PAPER

To help speed the work of the Ad Hoc Group on the Berlin Mandate (AG/BM) established by the Conference of the Parties to the U.N. Framework Convention on Climate Change, the United States has developed some preliminary views on a process that will lead to a protocol or other legal instrument pursuant to the "Berlin Mandate."

If the time frame established by the Berlin Mandate for development and adoption of a protocol or other legal instrument is to be achieved, organizational work must be well-conceived so the process is maximally efficient. The way forward is not obvious and many questions need to be addressed. There have been suggestions that negotiations begin early in the process, and yet it is not clear that governments will so soon be able to develop comprehensive positions or table texts. We also note that the Berlin Mandate itself calls for the inclusion of analysis and assessment in its early stages.

We are disappointed with our progress to date in reducing emissions and with the progress of others. We need to determine what measures have worked, which ones have not, and to chart a new course which will lead us to an effective and credible treatment of the problem which we are all confronting in developing new aims. For this reason, we believe a period of analysis and assessment will provide needed time for questions to be asked and answered and for governments to exchange ideas and approaches with respect to the main elements of a protocol or other legal instrument less formally, with more give and take than is sometimes possible once formal negotiations have begun. In the U.S. view, it will be critical to establish a credible process that builds trust and confidence among all parties and provides for the fullest consideration of optimal approaches.

Fortunately, much work has already been done and needs only to be brought forward. However, some issues remain unexplained, and it is desirable to proceed in an orderly manner, emphasizing analysis and assessment at the outset before moving to a more formal negotiating phase. Obviously, however, the analysis and assessment itself forms part of a negotiating process. We anticipate that discussions will take place throughout the process on the features of a protocol or other legal instrument; initially these discussions would be less formal than they would become by October 1996. This would facilitate early consideration of various proposals from an analytic standpoint.