



United States Department of State

*Under Secretary of State
for Global Affairs*

Washington, D.C. 20520-7250

December 16, 1998

SENSITIVE BUT UNCLASSIFIED
MEMORANDUM

TO: Todd Stern
FROM: Frank E. Loy
SUBJECT: Management of Climate Change Diplomacy

I am pleased that we had a chance recently to discuss the management of our climate change diplomatic effort, and that we agreed generally how this might be best organized. Close cooperation between the White House and State Department is absolutely essential to success. I have sought in this memorandum to summarize the main points we discussed and the coordination organs we proposed.

Major Political and Policy Guidance - The Oversight Group

As we agreed, you will continue to convene meetings of the Oversight Group whenever warranted to facilitate timely resolution of major political and policy issues, as well as the appropriate involvement of the President and Vice President. The State Department would be represented by me or, in my absence, the Assistant Secretary for OES. You will decide which other agencies should participate.

Diplomatic Strategy

The Small Group. A small group should meet frequently (usually weekly at a set time) to discuss climate change diplomacy. Only the people who are responsible directly for the formulation of our diplomatic strategy should attend. In addition to you and me, the regular participants would be Melinda Kimble, Rafe Pomerance and David Sandalow, as well as individuals

I might recruit to fill two possible new positions -- State's Climate Coordinator and Senior Multilateral Negotiator. We would invite Stu Eizenstat whenever that would prove useful. From time to time, we would ask others (from other agencies, the White House or State) to attend as resource persons. Taskings affecting the Department should originate from this group as a general rule, including requests for policy papers or think pieces.

As we agreed, the State Department should maintain its traditional lead role on diplomacy. As a consequence, I propose to chair this group, but you should play a very active and important role, including in the formulation of agenda items. Meetings of this group would usually occur at the Department to accommodate the majority of regular participants, but we could convene at the White House or elsewhere whenever that would prove helpful. The meetings of this Small Group should be scheduled keeping your availability in mind.

Ad Hoc Strategy Sessions. Periodically, we might wish to replace the Small Group meetings with a policy discussion or free wheeling strategy session involving a more ad hoc group of participants, such as the meeting you held in your office recently. Ad hoc sessions will permit us to ask those persons we think could contribute usefully, regardless of which agency they represent and where they stand in the hierarchy. We should let the frequency of these meetings, and the list of participants, evolve organically.

A Strategic Approach. We agreed that our diplomatic strategy should follow a more rational plan, while continuing to take advantage of important opportunities such as travel by the President and Secretary of State. My goal is to work with you early in January via the Small Group to define our policy objectives and game plan for the coming year, including the countries on which we should focus.

I intend, moreover, to campaign aggressively within the Department to integrate climate change into the mainstream of our diplomacy. I have decided already, for example, to (a) feature climate change in my upcoming remarks to the conference of U.S. Chiefs-of-Mission in the Americas, (b) lobby for the integration of USIA personnel into the climate change effort, (c) raise the issue with each Ambassador with whom I meet and (d) direct climate change briefings for country desk officers.

Information Exchange - Assistant Secretaries Group

We should also meet regularly at the State Department (perhaps initially every 4-6 weeks) with representatives from other agencies, generally at the Assistant Secretary level. The physical set up should be what you called the "Roosevelt Room format," i.e. one or two representatives from each agency around a table, with others in the back to observe and participate in a limited fashion. The purpose of these meetings should be to disseminate information about decisions taken by the Small Group, share results of climate-related diplomacy, and help coordinate international activities. Once again, you should have a large role in these meetings.

I am committed also (as I believe you are too) to meeting regularly with the climate team from a particular agency (e.g. DOE, EPA, AID) to delve in greater detail into areas of cooperation and to understand better the agencies climate-related activities. Coordination of this sort will help keep the inter-agency process harmonious while reducing the burden for other agencies of diplomacy meetings in which they are asked to participate.

COP and FCCC Process - Inter-Agency Working Group

The State Department, through OES (Dan Reifsnyder), will continue to chair the highly inclusive staff-level Inter-agency Working Group (IWG). The IWG should act as the primary vehicle for the development of technical policies and coordination of activities related the international process under the Framework Convention or Kyoto Protocol. I will ask OES to report to the Assistant Secretaries Group or Small Group periodically, as well as whenever policy issues arise that deserve higher-level attention. Our goal will be to allow policy decisions to develop as much as possible from the bottom up.

Congressional Relations

We agreed on the importance of good relations with the Hill and that all of us must make this our business. Evolving public opinion and industry positions, as well as a hardening of scientific evidence supporting climate change, are reasons for some optimism. Good relations with the Hill will require considerable effort on our part. To coordinate, we should devote an occasional meeting of the small group to legislative strategy and invite our respective legislative experts to participate. As we proceed, we will have to evaluate whether the concerns raised

by the Congress suggest the need to consider possible new directions.

Constituency Groups

We must both continue to reach out to relevant interest groups. At the same time we need to coordinate our efforts. We agreed that we should include each other in events that we host and inform each other of outside activities in which we participate. We must make an effort to view outsiders as participants in the policy process rather than merely targets for our public message. It is in this spirit that I have organized the December 17th session. We should attempt, furthermore, to provide equal access to all major groups. In BA I heard that some industry groups believe that we do not seek their input. While bearing in mind that some organizations do not engage constructively, we should strive to maintain a level playing field.

Domestic Efforts Generally

We both recognize the importance to our diplomatic effort of achieving real and substantial progress in our efforts to intensify the Administration's commitment to addressing climate change domestically. Doing so successfully will continue to require significant planning and oversight led by you. I hope that you will find a way to keep me abreast of domestic actions and strategies. On my part, I will make the Department's experts available to you as appropriate for briefings of domestic groups and other domestic climate change activities.

Cc: Stu Eizenstat
Melinda Kimble
David Sandalow