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ACTION OES-01

INFO LOG-00 ACDA-10 ACDE-00 AGRE-00 AID-00 AMAD-01 ARA-01
CEA-01 CEQ-00 CIAE-00 SMEC-00 CIP-00 COME-00 CTME-00
OASY-00 DINT-00 DODE-00 ANHR-01 SRPP-00 DS-00 EAP-01
EB-00 E-00 FRB-00 H-01 TEDE-00 INR-00 IO-00
ITC-01 LAB-01 L-01 ADS-00 M-00 NASA-01 NAS-01
NEA-01 NSAE-00 NSCE-00 NSF-01 OIC-02 OMB-01 OPIC-01
PA-00 PM-00 PRS-00 P-00 CIO-00 SP-00 SSO-00
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FM AMEMBASSY TOKYO
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INFO HQEPA WASHDC PRIORITY
AMEMBASSY MANAMA PRIORITY
SCIENCE COLLECTIVE PRIORITY
DOE WASHDC PRIORITY
AMCONSUL NAHA
AMCONSUL NAGOYA
AMCONSUL OSAKA KOBE
AMEMBASSY CANBERRA
AMCONSUL SAPPORO
AMCONSUL FUKUOKA
AMEMBASSY WELLINGTON
AMCONSUL RIO DE JANEIRO

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REVIEW AUTHORITY:
Alan Flanigan, Senior
Reviewer

STATE FOR OES/EGC, EAP/J, G-DHARWOOD
EPA/OIA FOR STROTHER
DOE FOR HASPEL, PO-2; BRADLEY, PO-63

E.O. 12958: N/A
TAGS: SENV, PGOV, ENRG, JA

SUBJECT: CLIMATE CHANGE: GOJ PREPARATIONS FOR AGBM-5 MEETING

1. CONFIDENTIAL - CLASSIFIED BY GERALD J. WHITMAN, EST MIN-COUN. REASON: 1.5(D).

2.(C) SUMMARY: GOJ OFFICIALS CONTINUE TO HOLD RESERVATIONS OVER THE CONCEPT OF AN INTERNATIONAL EMISSIONS TRADING REGIME FOR GREENHOUSE GASES, THOUGH MOFA, AT LEAST, IS STILL WILLING TO KEEP AN OPEN MIND AWAITING A CLEAR EXPLANATION FROM THE USG ON HOW SUCH A REGIME MIGHT WORK. THE GOJ DELEGATION TO AGBM-5 WILL PRESS THE USG DELEGATION FOR OUR VIEW ON HOW A "LEGALLY-BINDING MECHANISM" WOULD FUNCTION. THE GOJ'S TWO-TRACK GREENHOUSE GAS REDUCTION PROPOSAL (I.E. A CHOICE BETWEEN PER CAPITA AND FLAT RATE TARGETS) IS PRESENTED WITH THE UNDERLYING GOAL OF EVENTUALLY BRINGING DEVELOPING COUNTRIES (I.E. CHINA) INTO THE PROTOCOL. MOFA WILL ANNOUNCE IN JANUARY THAT JAPAN'S AMBASSADOR TO BAHRAIN, TOSHIAKI TANABE, WILL RETURN TO TOKYO TO SERVE AS THE GOJ'S SPECIAL AMBASSADOR ON THE ENVIRONMENT. END SUMMARY.

3.(U) ESTOFF MET DECEMBER 5 WITH MOFA GLOBAL ISSUES DIVISION ASSISTANT DIRECTOR MASAMI TAMURA TO DISCUSS GOJ PREPARATIONS FOR THE FIFTH MEETING OF THE AD-HOC GROUP ON THE BERLIN MANDATE (AGBM-5) TO TAKE PLACE IN GENEVA DECEMBER
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9-13.

EMISSIONS TRADING: CONTINUED SKEPTICISM

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4.(SBU) TAMURA SAID GOJ OFFICIALS CONTINUE TO HAVE RESERVATIONS OVER THE USG PROPOSAL FOR AN INTERNATIONAL EMISSIONS TRADING REGIME FOR GREENHOUSE GASES. MOFA OFFICIALS, HOWEVER, ARE STILL WILLING TO KEEP AN OPEN MIND AWAITING A CLEAR EXPLANATION FROM THE USG ON HOW SUCH A REGIME MIGHT WORK. HE THOUGHT, MITI, HOWEVER, WOULD BE A MORE DIFFICULT PARTY TO BRING ON BOARD. ESTOFF TOLD TAMURA THAT IN RECENT MEETINGS WITH OES A/S CLAUSSEN AND DOE DAS HASPEL, KEY MITI OFFICIALS DID EXPRESS SKEPTICISM TOWARDS A TRADING REGIME, BUT HAD NOT CATEGORICALLY OPPOSED THE IDEA. TAMURA SAID THE GOJ UNDERSTOOD THAT PARTICIPATION IN ANY EMISSIONS TRADING OR JOINT IMPLEMENTATION REGIME WOULD BE VOLUNTARY. TAMURA SAID THE USG MUST SHARE DETAILS WITH GOJ POLICY-MAKERS ON OUR THINKING ON EMISSIONS TRADING, IN PARTICULAR, IF WE WANT THE GOJ TO HELP FORGE AN INTERNATIONAL CONSENSUS ON THE ISSUE.

LEGALLY-BINDING MECHANISM

5.(U) TAMURA SAID EARLIER THIS WEEK MOFA OFFICIALS HAD BRIEFED MOFA VICE MINISTER HAYASHI ON CLIMATE CHANGE MATTERS. AMONG THE KEY ISSUES WAS HOW A "LEGALLY-BINDING" AGREEMENT WOULD BE ENFORCED. HAYASHI CALLED ON OFFICIALS IN
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BOTH GLOBAL ISSUES DIVISION AND THE TREATIES DIVISION TO FIND OUT MORE ABOUT THIS MATTER. TAMURA SAID THE GOJ DELEGATION TO AGBM-5, THEREFORE, WILL PRESS THE USG DELEGATION FOR OUR VIEW ON HOW SUCH A MECHANISM WOULD FUNCTION.

EMISSIONS REDUCTION: CHINA IN MIND

6.(SBU) TAMURA SAID PARTICIPANTS IN THE HAYASHI MEETING EXPRESSED STRONG CONCERN OVER THE DIRECT ENVIRONMENTAL IMPACT OF CHINA'S INDUSTRIALIZATION ON JAPAN. HAYASHI POINTED OUT THAT JAPANESE POLITICIANS COULD RAISE A STINK IF JAPAN IS SEEN TO BE IMPLEMENTING A STRICT CO2 REDUCTION PROGRAM AT THE SAME TIME AS CHINA INDUSTRIALIZES AND SENDS POLLUTION, ACID RAIN, ETC. OVER JAPAN.

7.(SBU) IN THAT REGARD, THE GOJ CONTINUES TO FOCUS ON HOW TO ENSURE COP-3 WILL SECURE MOMENTUM TO BRING DEVELOPING COUNTRIES EVENTUALLY UNDER THE BINDING ELEMENTS OF THE CLIMATE CHANGE CONVENTION. GOJ OFFICIALS BELIEVE THEIR TWO-TRACK GREENHOUSE GAS REDUCTION PROPOSAL (I.E. A CHOICE BETWEEN PER CAPITA AND FLAT RATE TARGETS) WILL BE ATTRACTIVE TO DEVELOPING COUNTRIES WHICH MAY BE MORE WILLING TO SIGN ON TO AN EMISSIONS REDUCTION REGIME WHICH ALLOWS FOR SOME

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INCREASE IN EMISSIONS AS THEIR ECONOMIES GROW. THE GOJ WILL ALSO PROPOSE THAT A COP-3 PROTOCOL INCLUDE A PROVISION CALLING FOR PREFERENTIAL FUNDING FROM THE GLOBAL ENVIRONMENT FACILITY TO THOSE DEVELOPING COUNTRIES WHICH VOLUNTARILY ABIDE BY THE COP-3 EMISSIONS REDUCTION REGIME OR PARTICIPATE IN EMISSIONS TRADING OR JOINT IMPLEMENTATION.

MOFA SPECIAL AMBASSADOR FOR THE ENVIRONMENT

8.(C) MOFA WILL ANNOUNCE IN JANUARY THAT JAPAN'S AMBASSADOR TO BAHRAIN, TOSHIKI TANABE, WILL RETURN TO TOKYO TO SERVE AS THE GOJ'S SPECIAL AMBASSADOR ON THE ENVIRONMENT. TANABE WAS THE CONSUL GENERAL IN RIO DURING THE EARTH SUMMIT IN 1992 AND PLAYED AN IMPORTANT ROLE IN JAPAN'S PARTICIPATION. ACCORDING TO TAMURA, THE SPECIAL AMBASSADOR FOR THE ENVIRONMENT WILL REPORT DIRECTLY TO THE FOREIGN MINISTER'S OFFICE. HIS MAIN FUNCTION WILL BE TO CONSULT WITH FOREIGN GOVERNMENTS ON THE VARIOUS ENVIRONMENTAL ISSUES COMING UP IN 1997, INCLUDING THE UNGA SPECIAL SESSION, G-7 ENVIRONMENTAL MINISTERIAL, APEC ENVIRONMENTAL ACTIVITIES AND COP-3. MOFA

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WILL TRY TO LIMIT THE SPECIAL AMBASSADOR'S INVOLVEMENT IN THE OFTEN CONTENTIOUS INTERAGENCY DELIBERATIONS ON INTERNATIONAL ENVIRONMENTAL POLICY. TANABE WILL BE AN UNOFFICIAL MEMBER OF THE GOJ DELEGATION TO THE AGBM-5 MEETING.

GOJ DELEGATION TO AGBM-5

9.(U) THE GOJ DELEGATION WILL INCLUDE THE FOLLOWING KEY OFFICIALS:

MOFA:

MULTILATERAL COOPERATION DEPARTMENT DEPUTY DIRECTOR GENERAL

AKIHIKO FURUYA

GLOBAL ISSUES DIVISION ASSISTANT DIRECTOR MASAMI TAMURA

AMBASSADOR TOSHIKI TANABE

ENVIRONMENT AGENCY:
INTERNATIONAL STRATEGY ON CLIMATE CHANGE OFFICE DIRECTOR
KATSUMI SUZUKI
CONTROL AND COOPERATION DIVISION DIRECTOR HIKARU KOBAYASHI

MITI:
GLOBAL ENVIRONMENT AFFAIRS DEPUTY DIRECTOR GENERAL YUKIO
ISHIUMI
GLOBAL ENVIRONMENT AFFAIRS OFFICE DIRECTOR KAZUHITO SAKURAI

COMMENT

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10.(SBU) GOJ OFFICIALS WILL BE LOOKING TO THE USG
DELEGATION IN GENEVA FOR FURTHER CLARIFICATION ON SUCH
ISSUES AS EMISSIONS TRADING AND A LEGALLY-BINDING MECHANISM.
THE GOJ CLEARLY NEEDS MUCH MORE INFORMATION ON HOW SUCH A
REGIME MIGHT WORK, THE ADVANTAGE TO JAPAN, HOW IT CAN BE
SOLD TO NON-ANNEX ONE COUNTRIES, ETC. BEFORE IT CAN GET OUT
AHEAD ON THIS IN INTERNATIONAL TALKS.
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