G20 Climate Change and Energy Accountability:
The G20’ Summit’s Compliance Record, 2008 to 2011
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Deliberation

Climate change and energy are likely to be high on the G20 agenda for the 2012 Los Cabos, Mexico Summit. At the 2011 Cannes Summit, President of Mexico and future G20 host, Felipe Calderon made it clear that green and sustainable development would be a priority. That the pressing environmental matters such as global warming would provide a path toward lowering government and consumer costs, and expanding trade, “if we want to solve financial and environmental crises, we need to find a solution for both—and that solution involves green growth—sustainable growth.”

But climate change is not a new issue for the G20. The G20 finance ministers and central bank governors first referred to the issue at their second meeting in Montreal, Canada, in 2000 (G20 2000). They promised to collectively address broad environmental concerns, which included climate change. When they met in Melbourne, Australia, in 2006, they explicitly noted the need to take collective action to tackle climate change. In particular they focused on the critical link between energy and climate change (G20 2006).

At the first G20 summit in Washington in November 2008, the leaders simply noted the importance of climate change (G20 2008) (see Appendix A). This was restated in London, where they also called for a green and sustainable recovery (G20 2009b). At the Pittsburgh Summit in September 2009 the issue came onto the agenda in a more meaningful way. There, the leaders pledged to reach an agreement in Copenhagen on the United Nations Framework Convention on Climate Change (UNFCCC), to reduce inefficient fossil fuel subsidies, to stimulate investment for clean and renewable energy and to transfer clean energy technologies, particularly to developing countries. They also

asked their finance ministers to report back on a range of climate financing options (G20 2009a).

Climate change deliberations decreased at the Toronto Summit in June 2010. They re-emerged to reach a new high at the Seoul Summit in November 2010 with an emphasis on green growth and collective development, evident in the Seoul Action Plan.

**Decision Making through Commitments**

In the Washington Summit communiqué, 1 of the 95 commitments referred to both climate change and energy. The London Summit communiqué made 6 of its 88 commitments on climate change and none on energy. The Pittsburgh Summit produced the most climate-intensive communiqué, with 25 of its total 128 commitments, made on climate change and energy. However, most of the commitments (21) addressed energy specifically, leaving four for climate change alone. The Toronto Summit in June 2010 concluded with four, with only 3 of the 61 commitments touching broadly on climate change and one commitment on energy. The Seoul Summit concluded with 8 of the 153 commitments addressing climate change specifically and 14 addressing energy, for a total of 22 (see Appendix B).

**UNFCCC-Focused Commitments**

The G8 members have supported the United Nations Framework Convention on Climate Change (UNFCCC) and its objectives since its beginning. However, the G20 members first expressed their support for the UNFCCC at the London Summit in 2009. One of the climate change commitments at this summit was to “reach an agreement at the UN Climate Change conference in Copenhagen in December 2009.” This commitment included support for the principle of common but differentiated responsibility. But it did not address the specific topics of mitigation, adaptation, technology and finance. At the following Pittsburgh Summit in September of 2009 the leaders reiterated their commitment to the UNFCCC process and included a statement that “an agreement must include mitigation, adaptation, technology, and financing.” At the Toronto Summit in June 2010, the leaders again committed to engage in negotiations under the UNFCCC by stating their support to “ensure a successful outcome through an inclusive process at the Cancun Conferences.” This commitment was again reiterated at the Seoul Summit in November 2010.

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http://www.g7.utoronto.ca/g7/2009/2009communique0402.html.

http://www.g7.utoronto.ca/g7/2009/2009communique0402.html.

http://www.g20.utoronto.ca/analysis/commitments-09-pittsburgh.html
November 2010. In each communiqué the text of the commitment to the UNFCCC process evolved to include more detail.

At the Cannes Summit in November 2011 leaders stated their commitment to the “Rio+20” conference, saying that they “are committed to the success of the United Nations Conference on Sustainable Development in Rio de Janeiro in 2012.” Leaders also restated their commitment to a successful outcome at the Conference of the Parties (COP) Durban, South Africa, on 28 November–9 December 2011.\(^{11}\)

**Non-UN Commitments**

At the Pittsburgh Summit the G20 leaders had introduced reforms to fossil fuel subsidies, pledging “to phase out and rationalize over the medium term inefficient fossil fuel subsidies while providing targeted support for the poorest.”\(^ {12}\) At the Toronto Summit, the G20 finance ministers presented the leaders with country specific timeframes and strategies to phase out inefficient fossil fuels. The Toronto Summit concluded with a reaffirmed and evolved commitment to the fossil fuel subsidy initiative, to implement the country specific strategies and to continue to review progress towards the commitment at the upcoming summits.\(^ {13}\) The Seoul Summit concluded with the leaders requesting their finance and energy ministers to “report back on the progress made in implementing country-specific strategies and in achieving the goals to which we agreed in Pittsburgh and Toronto at the 2011 Summit in France.”\(^ {14}\) The commitment was reiterated at the Cannes Summit in 2011 and the leaders welcomed the country progress reports on implementing strategies as well as the joint report from the IEA, OPEC, OECD and the World Bank. They also tasked their Finance Ministers and other relevant officials to press ahead with reforms and report back next year.\(^ {15}\)

**Delivery through Compliance**

G20 members have complied with their priority climate change and energy commitments made from 2008–2011 at an overall level of +0.41%, on a scale ranging from -100% to +100% (see Appendix C). This translates to a 71% compliance average on a regular 0-100% scale.

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13 The G20 Toronto Summit Commitments, 2010 Toronto Summit, G20 Information Centre (Toronto) 27 June 2010 Date of Access: 3 December 2010. [http://www.g20.utoronto.ca/analysis/commitments-10-toronto.html](http://www.g20.utoronto.ca/analysis/commitments-10-toronto.html)

14 The Seoul Summit Declaration, G20 Information Centre, 3 November 2010 Date of Access: 4 December 2010. [http://www.g20.utoronto.ca/2010/g20seoul-doc.html](http://www.g20.utoronto.ca/2010/g20seoul-doc.html)

All members except Saudi Arabia have compliance in the positive range. Compliance has been led by the above-average performance of Korea at 91%, Italy at 89%, France at 87%, United Kingdom at 82%, Japan at 80%, Australia, United States and China at 78%, Brazil and Mexico at 73% and Germany at 72%. They have been followed by the below-average performers of the European Union at 70%, South Africa and Canada at 68%, India at 64%, Argentina at 60%, Indonesia at 59%, Turkey, and Russia at 50%, and Saudi Arabia at 34%.

The G20 first committed to a green recovery and sustainable global growth at the London summit. Since then the commitment has been repeated in various ways, specifically in Toronto where Mexico, Russia and Saudi Arabia received a score of -1. Each of the countries who complied with this commitment have done so in varying ways and with different targeted areas to distribute resources. The areas vary from the development of renewable energies to energy efficiency initiatives in businesses and homes.

On the fossil fuel subsidy initiative, in the first compliance cycle the United States, France and Mexico received full compliance, while Canada, Russia and the United Kingdom scored -1, indicating a lack of compliance. In the second compliance cycle, Canada and Russia increased their performance and received a score of partially compliance, while the United Kingdom went from -1 in the first cycle to +1 in the second. The United States dropped from +1 in the first compliance cycle to 0 in the second. France stayed at a score of +1 for both compliance cycles.

Canada, Mexico, Russia, United Kingdom and United States were each awarded a score of full compliance for their efforts to reach an agreement in Copenhagen that included mitigation, adaptation, technology and finance. However, the momentum for the UNFCCC process for the Cancun meetings was not as positive. Canada and the United States only partially complied with the Toronto UNFCCC commitment, while the United Kingdom and many of the non-G8 countries received scores of full compliance.

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16 A compliance cycle starts the last day of one summit until the first day of the next summit. The first summit cycle for the fossil fuel commitment starts after the Pittsburgh Summit.
Appendix A: Summaries of G20 Leaders’ Conclusions on Climate Change and Energy

Conclusions on Climate Change

<table>
<thead>
<tr>
<th>Year</th>
<th># of Words</th>
<th>% of Total Words</th>
<th># of Paragraphs</th>
<th>% of Total Paragraphs</th>
<th># of Documents</th>
<th>% of Total Documents</th>
<th># of Dedicated Documents</th>
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<tbody>
<tr>
<td>2008 Washington</td>
<td>64</td>
<td>1.7</td>
<td>2</td>
<td>2.8</td>
<td>1</td>
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<td>2009 London</td>
<td>64</td>
<td>1</td>
<td>2</td>
<td>2.1</td>
<td>1</td>
<td>100</td>
<td>0</td>
</tr>
<tr>
<td>2009 Pittsburgh</td>
<td>911</td>
<td>9.7</td>
<td>10</td>
<td>11.7</td>
<td>3</td>
<td>100</td>
<td>0</td>
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<tr>
<td>2010 Toronto</td>
<td>838</td>
<td>7.4</td>
<td>11</td>
<td>7.6</td>
<td>1</td>
<td>50</td>
<td>0</td>
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<tr>
<td>2010 Seoul</td>
<td>2018</td>
<td>12.7</td>
<td>25</td>
<td>11.4</td>
<td>3</td>
<td>60</td>
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<tr>
<td>Average</td>
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<td>10</td>
<td>7.1</td>
<td>1.8</td>
<td>82</td>
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</table>

Notes:
Data are drawn from all official English-language documents released by the G20 leaders as a group. Charts are excluded.
“# of Words” is the number of energy-related subjects for the year specified, excluding document titles and references. Words are calculated by paragraph because the paragraph is the unit of analysis.
“% of Total Words” refers to the total number of words in all documents for the year specified.
“# of Paragraphs” is the number of paragraphs containing references to energy for the year specified. Each point is recorded as a separate paragraph.
“% of Total Paragraphs” refers to the total number of paragraphs in all documents for the year specified.
“# of Documents” is the number of documents that contain energy subjects and excludes dedicated documents.
“% of Total Documents” refers to the total number of documents for the year specified.
“# of Dedicated Documents” is the number of documents for the year that contain an energy-related subject in the title.

Inclusions in the Definition of Climate Change
Biodiversity, carbon, carbon dioxide (CO2), carbon capture and storage (CCS), carbon sequestration, climate change, climate change mitigation, climate finance, climatic change, Conference of the Parties (COP), Copenhagen Accord, deforestation, ecosystems, emissions, emissions reduction, fossil fuels, Global Environment Facility (GEF), environmental degradation, environmental development, environmental stress, global warming, greenhouse gases, green development, green economy, green growth, green recovery, Intergovernmental Panel on Climate Change (IPCC), Kyoto Protocol, marine protection, reducing emissions from deforestation and forest degradation (REDD), renewables, sinks, sustainable development (when dealing with climate control), United Nations Conference on Environment and Development (UNCED), United Nations Framework Convention on Climate Change (UNFCCC), United Nations Environment Programme (UNEP), UN High-Level Advisory Group on Climate Change Financing
**Conclusions on Energy**

<table>
<thead>
<tr>
<th>Year</th>
<th># of Words</th>
<th>% of Total Words</th>
<th># of Paragraphs</th>
<th>% of Total Paragraphs</th>
<th># of Documents</th>
<th>% of Total Documents</th>
<th># of Dedicated Documents</th>
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<td>1</td>
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<td>1</td>
<td>100</td>
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<td>0</td>
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<td>0</td>
<td>3</td>
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<td>4.1</td>
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Notes:
Data are drawn from all official English-language documents released by the G20 leaders as a group. Charts are excluded.

“# of Words” is the number of energy-related subjects for the year specified, excluding document titles and references. Words are calculated by paragraph because the paragraph is the unit of analysis.

“% of Total Words” refers to the total number of words in all documents for the year specified.

“# of Paragraphs” is the number of paragraphs containing references to energy for the year specified. Each point is recorded as a separate paragraph.

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“# of Documents” is the number of documents that contain energy subjects and excludes dedicated documents.

“% of Total Documents” refers to the total number of documents for the year specified.

“# of Dedicated Documents” is the number of documents for the year that contain an energy-related subject in the title.

**Inclusions in the Definition of Energy**
Energy, power, Nuclear, renewables, oil, fuel
## Appendix B: Climate Change and Energy Commitments

<table>
<thead>
<tr>
<th>Summit</th>
<th>Total commitments</th>
<th># commitments on climate change</th>
<th># commitments on energy</th>
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<tr>
<td>2009 London</td>
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<tr>
<td>2009 Pittsburgh</td>
<td>128</td>
<td>4</td>
<td>21</td>
</tr>
<tr>
<td>2010 Toronto</td>
<td>61</td>
<td>3</td>
<td>1</td>
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<tr>
<td>2010 Seoul</td>
<td>153</td>
<td>8</td>
<td>14</td>
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# Appendix C: G20 Climate Change Compliance Scores

### Notes:

<table>
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<tr>
<th>N=11</th>
<th>Percent Average</th>
<th>Country Average</th>
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<tbody>
<tr>
<td>Seoul, November 2010</td>
<td>71% 60% 78% 73% 68% 78% 87% 72% 64% 59% 89% 80% 91% 73% 50% 68% 34% 50% 82% 78% 70%</td>
<td>0.41 0.20 0.55 0.45 0.36 0.55 0.73 0.44 0.27 0.18 0.78 0.60 0.82 0.45 0.00 0.36 -0.33 0.00 0.64 0.55 0.40</td>
</tr>
<tr>
<td>London, April 2009 (N=1/6)</td>
<td>0.135</td>
<td>0.75</td>
</tr>
<tr>
<td>Toronto, June 2010 (N=1/6)</td>
<td>0.32</td>
<td>0.75</td>
</tr>
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</table>

### 2009-84

<table>
<thead>
<tr>
<th>N=4/25</th>
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<tbody>
<tr>
<td>Pittsburgh, September 2009</td>
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<tr>
<td>Summit Average</td>
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</table>

### 2009-72

<table>
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<tbody>
<tr>
<td>Toronto, June 2010</td>
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### 2009-83

<table>
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<tr>
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<tbody>
<tr>
<td>Toronto, June 2010</td>
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<tr>
<td>Summit Average</td>
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### 2010-56

<table>
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<tr>
<th>N=4/25</th>
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<td>Toronto, June 2010</td>
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<tr>
<td>Summit Average</td>
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<table>
<thead>
<tr>
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</thead>
<tbody>
<tr>
<td>Toronto, June 2010</td>
</tr>
<tr>
<td>Summit Average</td>
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### 2010-57

<table>
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<tr>
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<tbody>
<tr>
<td>Toronto, June 2010</td>
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<tr>
<td>Summit Average</td>
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### 2010-58

<table>
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<tbody>
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<td>Toronto, June 2010</td>
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<tr>
<td>Summit Average</td>
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### 2010-60

<table>
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<tbody>
<tr>
<td>Toronto, June 2010</td>
</tr>
<tr>
<td>Seoul, November 2010 (N=2/22)</td>
</tr>
<tr>
<td>Summit Average</td>
</tr>
</tbody>
</table>

N/A — not analyzed.
Appendix D: G20 Summit Commitments on Climate Change

Washington (N=1)
2008-39: We remain committed to addressing other critical challenges such as energy security and climate change, food security, the rule of law, and the fight against terrorism, poverty and disease.

London (N=6)
2009-6: [We have today therefore pledged to do whatever is necessary to:] build an inclusive, green, and sustainable recovery.

2009-14: [We are undertaking an unprecedented and concerted fiscal expansion, which will save or create millions of jobs which would otherwise have been destroyed, and that will, by the end of next year,] and accelerate the transition to a green economy.

2009-84: We agreed to make the best possible use of investment funded by fiscal stimulus programmes towards the goal of building a resilient, sustainable, and green recovery.

2009-85: We will make the transition towards clean, innovative, resource efficient, low carbon technologies and infrastructure.

2009-86: We will identify and work together on further measures to build sustainable economies.

2009-87: We reaffirm our commitment to address the threat of irreversible climate change, based on the principle of common but differentiated responsibilities, and to reach agreement at the UN Climate Change conference in Copenhagen in December 2009.

Pittsburgh (N=25)
2009-14: We called on the World Bank to play a leading role in responding to problems whose nature requires globally coordinated action, such as climate change and food security, and agreed that the World Bank and the regional development banks should have sufficient resources to address these challenges and fulfill their mandates.

2009-15: To take new steps to increase access to food, fuel and finance among the world’s poorest while clamping down on illicit outflows

2009-17: We will increase, on a voluntary basis, funding for programs to bring clean affordable energy to the poorest, such as the Scaling Up Renewable Energy Program.

2009-18: To phase out and rationalize over the medium term inefficient fossil fuel subsidies while providing targeted support for the poorest.
2009-19: We call on our Energy and Finance Ministers to report to us their implementation strategies and timeline for acting to meet this critical commitment at our next meeting.

2009-20: We will promote energy market transparency and market stability as part of our broader effort to avoid excessive volatility.

2009-21: To maintain our openness and move toward greener, more sustainable growth.

2009-23: We will spare no effort to reach agreement in Copenhagen through the United Nations Framework Convention on Climate Change (UNFCCC) negotiations.

2009-71: Increase energy market transparency and market stability by publishing complete, accurate, and timely data on oil production, consumption, refining and stock levels, as appropriate, on a regular basis, ideally monthly, beginning by January 2010.

2009-72: We will improve our domestic capabilities to collect energy data and improve energy demand and supply forecasting and ask the International Energy Agency (IEA) and the Organization of Petroleum Exporting Countries (OPEC) to ramp up their efforts to assist interested countries in developing those capabilities.

2009-73: We will strengthen the producer-consumer dialogue to improve our understanding of market fundamentals, including supply and demand trends, and price volatility, and note the work of the IEF experts group.

2009-74: Improve regulatory oversight of energy markets by implementing the International Organization of Securities Commissions (IOSCO) recommendations on commodity futures markets and calling on relevant regulators to collect data on large concentrations of trader positions on oil in our national commodities futures markets.

2009-75: We ask our relevant regulators to report back at our next meeting on progress towards implementation.

2009-76: We will direct relevant regulators to also collect related data on over-the-counter oil markets and to take steps to combat market manipulation leading to excessive price volatility.

2009-77: We call for further refinement and improvement of commodity market information, including through the publication of more detailed and disaggregated data, coordinated as far as possible internationally.

2009-78: We ask IOSCO to help national governments design and implement these policies, conduct further analysis including with regard to excessive volatility, make specific recommendations, and to report regularly on our progress.
2009-79: Rationalize and phase out over the medium term inefficient fossil fuel subsidies that encourage wasteful consumption.

2009-80: We will have our Energy and Finance Ministers, based on their national circumstances, develop implementation strategies and timeframes, and report back to Leaders at the next Summit.

2009-81: We request relevant institutions, such as the IEA, OPEC, OECD, and World Bank, provide an analysis of the scope of energy subsidies and suggestions for the implementation of this initiative and report back at the next summit.

2009-82: We commit to stimulate investment in clean energy, renewables, and energy efficiency and provide financial and technical support for such projects in developing countries.

2009-83: We commit to take steps to facilitate the diffusion or transfer of clean energy technology including by conducting joint research and building capacity.

2009-85: We will intensify our efforts, in cooperation with other parties, to reach agreement in Copenhagen through the UNFCCC negotiation. An agreement must include mitigation, adaptation, technology, and financing.

2009-87: Even before the crisis, too many still suffered from hunger and poverty and even more people lack access to energy and finance. Recognizing that the crisis has exacerbated this situation, we pledge cooperation to improve access to food, fuel, and finance for the poor.

2009-90: To increase access to energy, we will promote the deployment of clean, affordable energy resources to the developing world.

2009-91: We commit, on a voluntary basis, to funding programs that achieve this objective, such as the Scaling Up Renewable Energy Program and the Energy for the Poor Initiative, and to increasing and more closely harmonizing our bilateral efforts.

*Toronto (N=4)*

2010-56: We reiterate our commitment to a green recovery and to sustainable global growth.

2010-57: those of us who have associated with the Copenhagen Accord reaffirm our support for it and its implementation and call on others to associate with it.

2010-58: We are committed to engage in negotiations under the UNFCCC on the basis of its objective provisions and principles including common but differentiated responsibilities and respective capabilities and are determined to ensure a successful outcome through an inclusive process at the Cancun Conferences.
2010-60: [We note with appreciation the report on energy subsidies from the IEA, OPEC, OECD and World Bank. We welcome the work of Finance and Energy Ministers in delivering implementation strategies and timeframes, based on national circumstances, for the rationalization and phase out over the medium term of inefficient fossil fuel subsidies that encourage wasteful consumption, taking into account vulnerable groups and their development needs.] We also encourage continued and full implementation of country specific strategies and will continue to review progress towards this commitment at upcoming summits.

*Seoul (N=22)*

2010-33: [To provide broader, forward-looking leadership in the post-crisis economy, we will also continue our work to] rationalize and phase-out over the medium term inefficient fossil fuel subsidies;

2010-34: [To provide broader, forward-looking leadership in the post-crisis economy, we will also continue our work to] mitigate excessive fossil fuel price volatility;

2010-35: [To provide broader, forward-looking leadership in the post-crisis economy, we will also continue our work to] safeguard the global marine environment;

2010-36: [To provide broader, forward-looking leadership in the post-crisis economy, we will also continue our work to] and combat the challenges of global climate change.

2010-37: We reaffirm our resolute commitment to fight climate change, as reflected in the Leaders’ Seoul Summit Document.

2010-38: We will spare no effort to reach a balanced and successful outcome in Cancun.

2010-127: We reaffirm our commitment to rationalize and phase-out over the medium term inefficient fossil fuel subsidies that encourage wasteful consumption, with timing based on national circumstances, while providing targeted support for the poorest.

2010-128: We direct our Finance and Energy Ministers to report back on the progress made in implementing country-specific strategies and in achieving the goals to which we agreed in Pittsburgh and Toronto at the 2011 Summit in France.

2010-129: We support the establishment of the IEF charter to strengthen the producer-consumer dialogue

2010-130: We ask the Energy Experts Group to extend its work on volatility to other fossil fuels as a second step.

2010-131: We reiterate our commitment to take strong and action-oriented measures and remain fully dedicated to UN climate change negotiations.
2010-132: Those of us who have associated with the Copenhagen Accord reaffirm our support for it and its implementation.

2010-133: We all are committed to achieving a successful, balanced result that includes the core issues of mitigation, transparency, finance, technology, adaptation, and forest preservation.

2010-134: We are committed to support country-led green growth policies that promote environmentally sustainable global growth along with employment creation while ensuring energy access for the poor.

2010-135: We will take steps to create, as appropriate, the enabling environments that are conducive to the development and deployment of energy efficiency and clean energy technologies, including policies and practices in our countries and beyond, including technical transfer and capacity building.

2010-136: [We] encourage further discussion on cooperation in R&D and regulatory measures, together with business leaders, and ask our Energy Experts Group to monitor and report back to us on progress at the 2011 Summit in France.

2010-137: [We also commit to stimulate investment in] clean energy technology,

2010-138: [We also commit to stimulate investment in] energy and resource efficiency

2010-139: [We also commit to stimulate investment in] green transportation

2010-140: [We also commit to stimulate investment in] green cities by mobilizing finance, establishing clear and consistent standards

2010-141: [We also commit to stimulate investment in] developing long-term energy policies, supporting education, enterprise and R&D

2010-142: [We also commit to stimulate investment in] continuing to promote cross-border collaboration and coordination of national legislative approaches.