

116TH CONGRESS
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S. 5040

To require the Secretary of State to submit to Congress a strategy of the Department of State and the United States Agency for International Development to address the global climate change crisis, improve the energy and resource efficiency of the Department, and for other purposes.

IN THE SENATE OF THE UNITED STATES

DECEMBER 17, 2020

Mr. CARDIN introduced the following bill; which was read twice and referred to the Committee on Foreign Relations

A BILL

To require the Secretary of State to submit to Congress a strategy of the Department of State and the United States Agency for International Development to address the global climate change crisis, improve the energy and resource efficiency of the Department, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Climate Change Diplo-
5 macy and Development Act of 2020”.

1 **SEC. 2. FINDINGS; SENSE OF CONGRESS.**

2 (a) FINDINGS.—Congress makes the following find-
3 ings:

4 (1) The planet risks increasingly catastrophic
5 impacts unless global average temperatures are lim-
6 ited to no more than 2 °C, aiming for 1.5 °C above
7 preindustrial levels.

8 (2) According to the Intergovernmental Panel
9 on Climate Change’s Special Report on 1.5 °C, lim-
10 iting warming to no more than 1.5 °C requires fast
11 mitigation of both CO₂ and non-CO₂ climate pollut-
12 ants, as well as the protection and expansion of for-
13 ests and other sinks that remove and store CO₂,
14 along with other strategies for removing CO₂ and
15 other climate pollutants.

16 (3) Forced displacement and forced migration
17 are increasingly caused or exacerbated by environ-
18 mental changes and climate-induced disruptions.

19 (4) The United National Human Rights Coun-
20 cil has recognized that climate change poses an exis-
21 tential threat that has already had a negative impact
22 on the fulfillment of human rights.

23 (5) To have a chance at limiting warming to
24 1.5 °C and avoiding increasingly severe impacts
25 from climate change, the Intergovernmental Panel
26 on Climate Change (IPCC) concluded that global net

1 anthropogenic carbon dioxide emissions must fall by
2 45 percent from global 2010 levels by 2030 and
3 reach net-zero by 2050.

4 (6) Failure to act on the climate crisis leads to
5 higher levels of warming and exposes all regions of
6 the world to potentially catastrophic insecurity and
7 destabilization that could cause a breakdown of
8 economies, social systems, and political institutions
9 in ways that are likely irreversible. It is in the inter-
10 est of the United States to place a high priority on
11 strengthening the global response to the threat of
12 climate change.

13 (7) United States leadership and ingenuity are
14 central to solving the climate crisis. The United
15 States must act urgently, guided by science, and in
16 concert with the international community to signifi-
17 cantly reduce emissions, prepare for climate impacts,
18 and drive progress through international negotia-
19 tions to maintain a livable climate for today and fu-
20 ture generations.

21 (8) The United States can also build strong sci-
22 entific and security partnerships and reinforce the
23 United States ability to lead on other key global pri-
24 orities through climate diplomacy. These efforts can
25 foster climate security while creating new opportuni-

1 ties for United States leadership, economic growth,
2 and innovation.

3 (9) The United States is a Party to the United
4 Nations Framework Convention on Climate Change
5 (referred to in this Act as the “Convention”), as
6 agreed to by the advice and consent of the Senate
7 on October 7, 1992, and should remain actively en-
8 gaged in the Convention.

9 (10) In Paris, on December 12, 2015, parties
10 to the Convention reached a landmark agreement to
11 strengthen the global response to the threat of cli-
12 mate change by keeping a global temperature rise
13 well below 2 °C above pre-industrial levels and to
14 pursue efforts to limit the temperature increase even
15 further to 1.5 °C.

16 (b) SENSE OF CONGRESS.—It is the sense of Con-
17 gress that the United States should—

18 (1) utilize multilateral and bilateral foreign as-
19 sistance to promote low-carbon, climate-resilient de-
20 velopment, including supporting greater participa-
21 tion of women in the development and implementa-
22 tion of climate policies that are gender-responsive;
23 and

1 (2) advance clean energy and climate resilience
2 through budgeting and operations of United States
3 Government facilities abroad.

4 **SEC. 3. DEFINITIONS.**

5 In this Act:

6 (1) ADAPTATION.—The term “adaptation”
7 means an adjustment in natural or human systems
8 to a new or changing environment that exploits ben-
9 eficial opportunities or moderates negative effects.

10 (2) APPROPRIATE CONGRESSIONAL COMMIT-
11 TEES.—The term “appropriate congressional com-
12 mittees” means—

13 (A) the Committee on Foreign Relations
14 and the Committee on Appropriations of the
15 Senate; and

16 (B) the Committee on Foreign Affairs and
17 the Committee on Appropriations of the House
18 of Representatives.

19 (3) CLEAN ENERGY.—The term “clean energy”
20 means any electricity generation, transmission, stor-
21 age, heating, cooling, industrial process, or manufac-
22 turing project the primary purpose of which is the
23 deployment, development, or production of an energy
24 system or technology that avoids, significantly re-

1 duces, or sequesters emissions of greenhouse gas or
2 other pollutants.

3 (4) CLIMATE CHANGE.—The term “climate
4 change” means anthropogenic changes in average
5 weather conditions that persist over multiple decades
6 or longer, and encompasses both increases and de-
7 creases in temperature, as well as shifts in precipita-
8 tion, changing risk of certain types of severe weather
9 events, and changes to other features of the climate
10 system.

11 (5) CLIMATE SECURITY.—The term “climate
12 security” has the meaning given such term in sec-
13 tion 120 of the National Security Act of 1947 (50
14 U.S.C. 3060).

15 (6) MITIGATION.—The term “mitigation”
16 means measures to reduce the amount or speed of
17 future climate change, including by reducing emis-
18 sions of heat-trapping gases or removing carbon di-
19 oxide from the atmosphere.

20 (7) RESILIENT.—The term “resilient” means
21 the capability to anticipate, prepare for, respond to,
22 or recover from significant multihazard threats with
23 minimum damage to social well-being, health, the
24 economy, or the environment.

1 **SEC. 4. STRATEGY FOR GLOBAL CLIMATE CHANGE DIPLO-**
2 **MACY AND DEVELOPMENT.**

3 (a) STRATEGY.—Not later than one year after the
4 date of the enactment of this Act, the Secretary of State,
5 in coordination with the Administrator of the United
6 States Agency for International Development (USAID),
7 shall—

8 (1) develop, in consultation with the Secretary
9 of Treasury, the Secretary of Defense, the Office of
10 the Director of National Intelligence, the heads of
11 any other relevant Federal departments or agencies,
12 and domestic and international civil society and or-
13 ganizations with experience researching or imple-
14 menting policies and programs dealing with the cli-
15 mate crisis, a “Joint Department of State and
16 USAID Strategy to Address the Global Climate
17 Change Crisis” (in this section referred to as the
18 “Strategy”);

19 (2) designate the Department of State’s Bureau
20 of Oceans and International Environmental and Sci-
21 entific Affairs to coordinate Department of State
22 and USAID efforts to guide United States foreign
23 policy related to global climate change in order to—

24 (A) confront risks to United States na-
25 tional security, including geopolitical, commer-

1 cial, economic, environmental, financial, and
 2 health interests;

3 (B) advance United States prosperity; and

4 (C) restore United States leadership
 5 through climate change diplomacy; and

6 (3) submit to the appropriate congressional
 7 committees the Strategy.

8 (b) ELEMENTS.—The Strategy developed pursuant to
 9 subsection (a) shall at a minimum—

10 (1) include an assessment of the global threat
 11 of climate change, including geographic or country
 12 prioritization based on the assessed threat to the
 13 United States and its allies;

14 (2) identify Department of State and USAID
 15 goals, objectives, and priorities for United States
 16 policy on climate change to protect United States
 17 national security (including the interests specified in
 18 subsection (a)(2)(A)), including—

19 (A) examining how the United States will
 20 engage diplomatically and utilize foreign assist-
 21 ance to ensure parties to the United Nations
 22 Framework Convention on Climate Change col-
 23 lectively move toward a pathway consistent with
 24 holding the increase in the global average tem-
 25 perature to well below 2 °C above pre-industrial

1 levels and pursuing efforts to limit the tempera-
2 ture increase to 1.5 °C above pre-industrial lev-
3 els, taking into account each country's domestic
4 circumstances and capabilities;

5 (B) outlining an approach to utilize multi-
6 lateral and bilateral foreign assistance to pro-
7 mote low-carbon, climate-resilient development;

8 (C) integrating into diplomatic fora and
9 development programs issues related to gender
10 and the impacts of climate change on the most
11 vulnerable countries and communities;

12 (D) articulating guidelines for inter-
13 national finance flows consistent with a path-
14 way toward low greenhouse gas emissions and
15 climate-resilient development;

16 (E) mobilizing public and private sector fi-
17 nance to support low-carbon, climate-resilient
18 development, including through the Green Cli-
19 mate Fund; and

20 (F) reflecting the input of other executive
21 branch agencies, as appropriate;

22 (3) describe the coordination mechanisms with-
23 in the Department of State and USAID, including
24 diplomatic missions, for developing and imple-
25 menting efforts to advance United States global cli-

1 mate change foreign policy, including with regard to
2 climate security policy, conflict mitigation, economic
3 policy, and geographic policy parameters;

4 (4) describe how the Department of State plans
5 to build on any existing frameworks, policies, or pro-
6 grams to—

7 (A) adapt or expand existing Department
8 programs, projects, activities, or policy instru-
9 ments based on existing authorities for the spe-
10 cific purpose of addressing or mitigating the ef-
11 fects of global climate change;

12 (B) consider how compliance with inter-
13 national climate agreements affects the global
14 economy, including in terms of employment,
15 trade, and investment; and

16 (C) identify the need for any new Depart-
17 ment programs, projects, activities, or policy in-
18 struments for the specific purpose of addressing
19 or mitigating the effects of global climate
20 change and describe the steps and resources
21 necessary to establish such programs, projects,
22 activities, or instruments, noting whether such
23 steps or resources would require new statutory
24 authorities; and

1 (5) demonstrate how the President’s Budget for
2 State, Foreign Operations and Related Programs
3 (SFOPs) allocates resources in support of the Strat-
4 egy, including for Department of State and USAID
5 operations and foreign assistance programs, includ-
6 ing security assistance.

7 (c) FORM.—The Strategy shall be submitted in un-
8 classified form, but may include a classified annex as ap-
9 propriate.

10 (d) IMPLEMENTATION.—Not later than three months
11 after the submission of the Strategy, the Secretary of
12 State and the Administrator of the United States Agency
13 for International Development shall begin implementing
14 the Strategy.

15 (e) CONSULTATION.—Not later than 90 days after
16 the date of the enactment of this Act and not less often
17 than annually thereafter, the Secretary of State and Ad-
18 ministrator of the United States Agency for International
19 Development shall jointly consult with the appropriate
20 congressional committees regarding the development and
21 implementation of the Strategy.

22 (f) CLIMATE CHANGE DIPLOMACY REPORTING RE-
23 QUIREMENT.—

24 (1) IN GENERAL.—Not later than 240 days
25 after the submission of the Strategy, and annually

thereafter, the Secretary of State shall submit to the appropriate congressional committees a report that outlines progress that the Department of State and USAID have made regarding implementation of the Strategy.

(2) FORM.—The reports required under paragraph (1) shall be submitted in unclassified form, but may include a classified annex as appropriate.

SEC. 5. CLIMATE-CONSCIOUS BUDGETING AND OPERATIONS OF DEPARTMENT OF STATE AND UNITED STATES AGENCY FOR INTERNATIONAL DEVELOPMENT.

The Secretary of State shall include in the annual budget submission of the President under section 1105(a) of title 31, United States Code—

(1) a dedicated budget line item for adaptation to, and mitigation of, climate-related risks to Department of State assets and capabilities;

(2) a dedicated budget line item to improve the sustainability and climate resilience of the Department's global operations, including reducing the Department's carbon footprint through enhanced energy efficiency and water efficiency, as well as utilization of clean energy sources; and

1 (3) an estimate of the anticipated adverse im-
2 pacts to the readiness of the Department and
3 USAID and the financial costs to the Department
4 and USAID during the year covered by the budget
5 of the loss of, or damage to, Department assets and
6 capabilities as a result of climate change.

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