



HIGH-LEVEL MEETING ON THE FEASIBILITY OF A LONG-TERM ASPIRATIONAL GOAL FOR INTERNATIONAL AVIATION CO₂ EMISSIONS REDUCTIONS (HLM-LTAG)

Montréal, 19 to 22 July 2022

SUMMARY OF DISCUSSIONS FOR OPENING AND AGENDA ITEM 1

(Presented by the Secretariat)

Opening of the Meeting

1. The High-level Meeting began with an inspirational video¹ on the LTAG process, highlighting the urgency to deal with the climate impact of aviation and this was followed by the opening from Mr. Salvatore Sciacchitano, President of the ICAO Council. In his opening address, the President welcomed the Delegations and encouraged them to demonstrate collective determination to build a sustainable future for international aviation, and to show strong political will on the part of States to work together through ICAO, with each other, and with the aviation industry to deliver outcomes for an ambitious LTAG. The President highlighted the technical work of the ICAO Committee on Aviation Environmental Protection (CAEP) on the LTAG Report, which outlined three integrated aviation in-sector CO₂ emissions reduction scenarios for an LTAG, covering a range of readiness, attainability, and ambition. This report had been agreed by consensus in the CAEP and was published by the Council in March 2022. The President also underscored that an LTAG must be delivered together with concrete and practical means of support for implementation and monitoring progress, as the agreement of a “balanced package” for all, under the leadership of ICAO in a post-COVID world.

Keynote address

2. Dr. Bertrand Piccard, Initiator and Chairman, Solar Impulse Foundation, provided a keynote address to the Meeting.

Election of the Chairperson and Vice-Chairperson of the Meeting

3. On the nomination of Singapore, seconded by Greece and Colombia, the Honourable Bishop Juan Edghill, Minister of Public Works of Guyana was elected Chairperson of the Meeting. Her Excellency Ms. Aishath Nahula, Minister of Transport and Civil Aviation of Maldives, was elected first Vice-Chairperson, and Ms. Charity Musila, Alternate Permanent Representative of Kenya to ICAO was elected second Vice-Chairperson of the Meeting.

¹ https://youtu.be/8fCvQ_Htmqo

Secretariat

4. The Meeting noted that Mr. J.C. Salazar, Secretary General of ICAO, would be Secretary of the Meeting, advised by Mr. M.K. Rahma, Director, Air Transport Bureau (ATB), and Ms. J. Hupe, Deputy Director, Environment, ATB. A number of senior staff would also participate and the full resources of the Secretariat were at the disposal of the Meeting.

Setting of the scene presentation on an LTAG

5. The Meeting noted the setting of the scene presentation on an LTAG made by Ms. J. Hupe, Deputy Director, Environment, ATB, which provided the context and basis by which the various Agenda items for the Meeting had been set out.

High-level Statements by Member States and International Organizations

6. Oral Statements were delivered by high-level representatives of 27 Member States (Argentina, Brazil, Cabo Verde, Canada, Chile, China, Czechia, France, Greece, India, Indonesia, Japan, Malaysia, Maldives, Netherlands, New Zealand, Oman, Qatar, Republic of Korea, Russian Federation, Rwanda, Saudi Arabia, Singapore, Spain, United Arab Emirates, United Kingdom, and the United States), as well as three International Organizations (Airports Council International, Air Transport Action Group, and European Union). In addition, Guatemala and Peru also provided their views on an LTAG.

Administrative arrangements

7. The Meeting agreed on the working hours, and the timetable as described in HLM-LTAG-WP/1. In response to HLM-LTAG-WP/23 presented by Brazil, China, India and Russian Federation, which requested amendments to the Agenda items contained in WP/1, the Meeting noted that the Agenda items had already been approved by the ICAO Council, and the proposed topics raised in WP/23 regarding the principle of common but differentiated responsibilities (CBDR) and the means of implementation would be accommodated during the discussion of the Agenda items.

Agenda Item 1: CO₂ emissions reduction scenarios and options for a long-term global aspirational goal for international aviation

8. The Meeting considered four Working Papers by the Secretariat, and 11 Working Papers from States and International Organizations. A summary of these papers are detailed below.

9. HLM-LTAG-WP/2 presented by the Secretariat provided the overview of ICAO's work on the feasibility of an LTAG, and explained the six LTAG Building Blocks which served as basis for the structuring and facilitation of discussions on the LTAG-related topics.

10. HLM-LTAG-WP/3 presented by the Secretariat provided information on recent developments in other United Nations bodies of relevance to international aviation, in particular to the feasibility of an LTAG for international aviation.

11. HLM-LTAG-WP/4 presented by the Secretariat focused on the technical assessment performed by CAEP on the feasibility of various aviation in-sector CO₂ emissions reduction scenarios, noting that the largest potential impact on aviation CO₂ emissions reduction will come from fuel-related measures, while observing an unprecedented level of emerging new technologies and innovations towards a green aviation transition.

12. HLM-LTAG-WP/5 presented by the Secretariat provided information on ICAO's work of relevance to the level of ambition for an LTAG for international aviation, through an information sharing and consultative process, such as the annual ICAO Stocktaking, and the LTAG Global Aviation Dialogues (GLADs), as well as the commitments by States, aviation industry and other stakeholders.

13. HLM-LTAG-WP/10 presented by Indonesia expressed the view that an LTAG should not hamper the growth of the aviation industry, especially in developing countries. The view highlighting the need for capacity building and cooperation by ICAO Member States to minimize unintended impact from the implementation of LTAG, would be discussed in Agenda item 2.

14. HLM-LTAG-WP/9 presented by China and Russian Federation expressed the need for continued research to develop more objective scenarios for a real reduction in CO₂ emissions, and to identify possible sources of funding for projected activities at the global level. The Chairperson explained ICAO's ongoing preparatory work in combating forest fires and other natural calamities, and also clarified that while out-of-sector measures could be part of the considerations in the context of an LTAG, the Meeting would not specifically discuss Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) or regional market-based measures.

15. HLM-LTAG-WP/12 presented by Egypt, Kuwait, Oman, Qatar, Saudi Arabia, Sudan and United Arab Emirates, and supported by Arab Civil Aviation Organization (ACAO), highlighted the view on considering a detailed review on the economic impact of any agreed LTAG, principles upon setting any LTAG, and limiting LTAG discussion and potential decision to aviation in-sector measures, as well as on acknowledging regional endeavours to the production and use of novel fuels, including on Lower Carbon Aviation Fuel (LCAF) among others, as an efficient measure to reduce emissions from international aviation.

16. HLM-LTAG-WP/18 presented by Czechia on behalf of the European Union (EU) and its Member States and other Member States of the European Civil Aviation Conference (ECAC) expressed the view to retain options for an LTAG which included a goal consistent with the temperature goals of the Paris Agreement, such as net-zero international aviation CO₂ emissions by 2050 with trajectory milestones, as well as to set at the ICAO Conference on Aviation and Alternative Fuels (CAAF/3) in 2023 a global framework for the deployment of sustainable aviation fuels (SAF) in a sustainable manner. The views on launching a process towards establishing means to monitor, report and verify the progress for the achievement of an LTAG, by the end of 2023, would be discussed in Agenda item 3.

17. HLM-LTAG-WP/21 presented by China, India, Russian Federation and Saudi Arabia expressed the view that ICAO must consider principles of common but differentiated responsibilities (CBDR) and equity while deciding on an LTAG, and for developed nations to take an immediate lead in peaking and reducing carbon emissions and logically reaching the goal of net-zero first. The view concerning the building of assistance mechanisms, and to provide developing countries with adequate technical, funding, and capacity building to strengthen their efforts to address international aviation and climate change, would be discussed in Agenda item 2.

18. HLM-LTAG-WP/24 presented by Brazil, China, India and Russian Federation expressed the view that addressing climate change included key elements of mitigation, adaptation, finance and technology, and the need for ICAO to wholly consider relevant United Nations Framework Convention on Climate Change (UNFCCC) legal documents and Intergovernmental Panel on Climate Change (IPCC) research findings when discussing long-term goals and other aviation emission reduction issues, especially the principles of fairness and CBDR.

19. HLM-LTAG-WP/25 presented by China, India and Russian Federation expressed the view that the work undertaken by the ICAO Council and supported by CAEP has not fulfilled the mandate of the 40th Session of the Assembly, and that the LTAG Report could not be used as the basis for the negotiations and consultations on the feasibility of any proposed LTAG at the 41st Session of the Assembly.
20. HLM-LTAG-WP/26 presented by China, India and Russian Federation expressed the view that enhancing the ambition of LTAG should be based on the stocktaking and research on the emission reduction goals and action independently determined by States, on the premise that developed countries take the lead in the dramatic reduction of emissions and provide adequate assistance to developing countries.
21. HLM-LTAG-WP/30 presented by New Zealand and co-sponsored by Canada, Cook Islands, Japan, Kenya, Kiribati, Papua New Guinea and Samoa expressed the view that decisions on climate action cannot be delayed, and that States should strive for an ambitious LTAG. The view that the delivery of an LTAG should include considerations of the need for an equitable transition would be discussed in Agenda item 2.
22. HLM-LTAG-WP/11 presented by International Coalition for Sustainable Aviation (ICSA) expressed views supporting a net-zero emissions goal for international aviation, and for an LTAG to be in the form of a cumulative emissions target plus a designated year to peak emissions as an interim milestone. The Chairperson indicated that ICSA's proposal to encourage States to include their share of aviation emissions in Nationally Determined Contributions (NDCs) of the UNFCCC Paris Agreement cannot be considered by the meeting of ICAO Member States, as emissions from international aviation were not part of NDCs and being addressed by ICAO. ICAO cannot take a decision on behalf of Parties to the UNFCCC, and vice versa, as both are sovereign UN bodies with respective mandates and memberships. The Chairperson also emphasized the fundamental role of ICAO in global harmonization, which would frame how discussions on an LTAG should take a global view, whilst taking into account different national and regional circumstances.
23. HLM-LTAG-WP/20 presented by Airports Council International (ACI), Civil Air Navigation Services Organization (CANSO), International Air Transport Association (IATA), International Business Aviation Council (IBAC) and International Coordinating Council of Aerospace Industries Associations (ICCAIA), coordinated by Air Transport Action Group (ATAG), expressed the aviation industry's collective view for a sector-wide ICAO long-term aspirational goal for aviation climate action, in line with the Paris Agreement stretch goal of 1.5°C and backed by the latest scientific advice on limiting the worst impacts of climate change, and enable the achievement of net-zero carbon emissions by 2050. The view on ICAO Council to develop, with full support from industry, a work programme to determine the means of implementation for an LTAG, would be discussed in Agenda item 2.
24. The Chairperson also acknowledged the contributions of the following Information Papers to the Meeting: HLM-LTAG-IPs 1, 2, 3 and 4 by the Secretariat; HLM-LTAG-IP/5 by IBAC coordinated by ATAG; HLM-LTAG-IP/6 by ICSA; HLM-LTAG-IP/7 by CANSO; HLM-LTAG-IP/8 by ICCAIA coordinated by ATAG; HLM-LTAG-IP/9 by IATA; and HLM-LTAG-IP/10 by ATAG. The Meeting was presented with a video² provided by ATAG on the messages featuring young aviation professionals.
25. During the following interventions, all States and organizations expressed the importance of taking action on the existential threat of climate change, and the need for a global long-term objective for international aviation, taking into account different circumstances and readiness levels of States, and

² <https://vimeo.com/729215593>

the flexibility for each State to contribute to the collective efforts, while also recognizing the necessary means of implementation of an LTAG in the spirit of ICAO's *No Country Left Behind* initiative.

26. States and organizations expressed their appreciation for the work of ICAO on the feasibility of an LTAG since the last Assembly, in particular the development of the LTAG Report. Some delegates acknowledged that the report was unanimously approved by CAEP, and considered the report to be complete and that no further work was necessary. They agreed that the report should be the basis for considerations on an LTAG at the next Assembly. Other delegates expressed concern, highlighting that CAEP's work had not completed the mandate set out by the ICAO Assembly Resolution A40-18, in particular on the cost impacts to specific regions and developing countries, and the lack of coverage on the assistance to developing countries in meeting any agreed LTAG.

27. Some delegates highlighted the urgency for ICAO to agree on an ambitious LTAG, expressing the need for the sector to work towards a global goal of net-zero carbon emissions by 2050 with possible intermediate waypoints in 2030 and 2040, in light of the latest consensus scientific understanding by the IPCC, and in support of the Paris Agreement's 1.5C temperature goal. They also acknowledged that the implementation of an LTAG as a global aspirational collective goal should be flexible, without attributing specific emissions reductions goals to individual States.

28. Other delegates expressed concern over the consideration of net-zero outcomes, noting that the extent of emissions reductions through in-sector measures based on the scenarios reflected in the LTAG report would not enable the sector to reach net-zero, and the latest IPCC scientific reports that recognised aviation as a hard to decarbonise sector. They requested developed States to take the lead in attaining net-zero outcomes, before developing States.

29. There was general acknowledgement of views on the interdependency between the level of ambition for an LTAG and the extent of providing the means of implementing an LTAG (which would be discussed under Agenda item 2).

30. Delegates expressed views on the critical importance of establishing practical means of implementation, including through ICAO State Action Plans, strengthening financing support, technology transfer and capacity-building efforts toward the achievement of any agreed LTAG, in support of ICAO's *No Country Left Behind* initiative. Some delegates expressed the view that it would be difficult to agree on an ambitious LTAG, due to the concern on impacts in particular to developing countries, while others emphasized that an agreed LTAG would provide the opportunity to divert much needed financial support to the sector and provide economic opportunities to developing States.

31. The Chairperson explained that a summary of papers submitted and main views expressed on this Agenda item would be drafted into a Summary of Discussions (SD/1), which would be reviewed later during the Meeting. A similar approach would also be taken for Summaries of Discussions for Agenda item 2 (SD/2) and Agenda item 3 (SD/3). Due to the close inter-linkages between Agenda items 1, 2 and 3, the conclusions for these Agenda items would subsequently be considered together as a package, through a draft Summary of Discussions for Agenda item 4 (SD/4).