



WORKING PAPER

ASSEMBLY — 38TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 17: Environmental Protection

STATES' ACTION PLANS FOR CO₂ EMISSIONS REDUCTION ACTIVITIES

(Presented by the Council of ICAO)

EXECUTIVE SUMMARY

This paper reports on developments related to States' action plans for CO₂ emissions reduction activities since the 37th Session of the ICAO Assembly. It also presents steps by which ICAO could further support States in preparing, updating and implementing action plans.

To assist States to voluntarily submit action plans prior to June 2012, as set forth by Assembly Resolution A37-19, ICAO developed within a two year timeframe, a guidance document, as well as a template and web interface to facilitate the preparation and submission of action plans. In addition, during 2011 and 2012, seven regional training workshops were organized, during which participants from 91 States representing over 93 per cent of global international air traffic, were trained. By the end of June 2013, 61 Member States, representing over 78.89 per cent of global international air traffic prepared and submitted action plans to ICAO. Building upon the experience and following the review of the information provided in action plans submitted, next steps are proposed to enhance the quality of the action plans, help harmonize the data contained therein, and further increase the number of action plans to be prepared and updated.

Action: The Assembly is invited to:

- a) acknowledge the activities undertaken and progress made by the Organization in response to the request of the 37th Session of the ICAO Assembly with respect to the preparation and submission of States' action plans on CO₂ emissions reduction activities;
- b) encourage Member States to voluntarily submit more complete and robust data in their action plans to facilitate the global emissions data compilation by ICAO;
- c) support the continued work of the Organization in further assisting States in the preparation and update of action plans, and implementation of the selected measures contained therein, as described in paragraph 4; and
- d) consider the information contained in this paper for the update of Assembly Resolution A37-19.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective C – <i>Environmental Protection and Sustainable Development of Air Transport.</i>
<i>Financial implications:</i>	The activities referred to in this paper will be undertaken subject to the resources available in the 2014–2016 Regular Programme Budget and/or from extra-budgetary contributions.
<i>References:</i>	A38-WP/31, <i>Assistance to States – Aviation and Climate Change</i> A38-WP/34, <i>Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate change</i>

1. INTRODUCTION

1.1 The 37th Session of the Assembly encouraged States to voluntarily submit to ICAO action plans outlining respective policies and actions on CO₂ emissions reduction from international aviation, and to annually report to ICAO on the implementation of such measures (Resolution A37-19, paragraph 9).

1.2 The Assembly also invited States to voluntarily submit action plans to ICAO as soon as possible, preferably by the end of June 2012, to enable ICAO to compile the information contained therein in order to assess the progress made toward the achievement of the global aspirational goals. Assembly Resolution A37-19 states that action plans should include information on the basket of measures considered by States in preparing the action plans, reflect respective national capacities and circumstances, and identify any specific assistance needs (A37-19, paragraph 10).

1.3 The action plans allow States to identify, from a basket of measures, mitigation activities, and the assistance needed to implement such measures. This basket of measures draws on different means to mitigate and reduce aviation CO₂ emissions such as, *inter alia*, aircraft related technology development, alternative fuels initiatives, improved air traffic management and infrastructure use, more efficient operations, economic and market-based measures, and other regulatory measures. In turn, the compilation of information contained in the States' action plans facilitates the assessment of progress toward the achievement of the global aspirational goals, as well as identify the areas of implementation support needed by States (refer to A38-WP/31, *Assistance to States – Aviation and Climate Change*).

1.4 In addition to the Standards and policies setting role of ICAO on the environment, the agreement by the 37th Session of the ICAO Assembly on the voluntary submission of States' action plans on CO₂ emissions reduction activities led the Organization's policy outlook to a more action-oriented implementation mode.

2. DEVELOPMENTS

2.1 Within the two-year timeframe established by Assembly Resolution A37-19 to enable States to be ready to voluntarily submit action plans prior to the June 2012 deadline, substantial efforts were undertaken by the Organization, in cooperation with States, industry and Regional Offices.

2.2 To facilitate the preparation and submission of States' action plans, ICAO developed, in collaboration with an ad-hoc group composed of experts from the ICAO Committee on Aviation Environmental Protection (CAEP), ICAO Doc 9988, *Guidance on the Development of States' Action Plans on Emissions Reduction*¹. Doc 9988 guides States through the process of preparing and submitting an action plan on CO₂ emissions reduction activities to ICAO. A dedicated interactive web-interface and an action plan template were also developed to facilitate the submission of States' action plans. The CAEP Steering Group meeting in September 2011 endorsed the guidance document and recommended the use of the web-interface by States in the submission of action plans to ICAO.

2.3 In addition, ICAO organized seven hands-on training workshops in 2011 and 2012 across the ICAO regions, during which participants from 91 States representing 93 per cent of global international air traffic were trained (Figure 1 in the Appendix) to use a template as a guideline for developing an action plan. The guidance document was updated after each workshop, in order to reflect the suggestions emanating from ICAO Member States. Although States are not obligated to use this

¹The ICAO Guidance Document is available on the ICAO public website at http://www.icao.int/environmental-protection/Documents/ActionPlan/GuidanceMaterial_DevelopmentActionPlans.pdf

template, it facilitates the compilation of data and information to be submitted. The workshops were also an opportunity for national action plan focal points to share information with ICAO regarding the CO₂ emissions reduction activities being currently undertaken by their respective States.

2.4 The Secretariat also worked directly with individual States and national action plan focal points to provide tailored, individual assistance to facilitate the preparation of action plans; since February 2012, this work has included over 200 conference calls with national action plan focal points (Figure 2 in the Appendix).

2.5 In addition, ICAO held the Assistance for Action – Aviation and Climate Change Seminar from 23 to 24 in October 2012, in Montréal, Canada. The seminar focused on the assistance needs identified by States to develop and implement action plans. This seminar presented a range of measures identified by States, from the creation of a new environmental unit within the State government to address matters related to aviation and environmental protection, to alternative fuels measures. The event showcased the synergies and constructive engagement between ICAO, its Member States, stakeholders and other international organizations, toward the development and the implementation of action plans. Further information on assistance to States is provided in A38-WP/31, Assistance to States – Aviation and Climate Change.

2.6 The ICAO Symposium on Aviation and Climate Change “Destination Green” held in May 2013 was an additional venue for the sharing of information on the latest developments in the area of aviation and environment with Members States and other key stakeholders, including sessions on States’ Action Plans, Assistance and Financing. In addition, a pre-Symposium seminar focusing on the development and data review of States’ Action Plans was organized one day prior to the Symposium. This Seminar allowed State Focal Points to further work on the development and the refinement of the action plan.

2.7 By the end of June 2013, 61 Member States, representing 78.89 per cent of global international air traffic prepared and submitted action plans to ICAO. It is expected that by the end of 2013, an additional 22 States will submit action plans, which will represent 90 per cent of global international air traffic, being far above the 70 per cent initially targeted. These successful results demonstrate the high level of interest of States in this initiative. However, it is paramount that all States be involved in this effort.

2.8 States that have not yet developed an action plan are being encouraged to prepare and submit action plans to ICAO by the 38th Assembly in September 2013. In this regard, ICAO organized another workshop on States’ action plans in May 2013 on the development of an action plan, review of data and the implementation of measures selected by States in the action plan.

2.9 In November 2012, the Council agreed to establish the High-level Group on International Aviation and Climate Change (HGCC) to develop policy recommendations regarding the elements of the 38th Assembly Resolution on international aviation and climate change, including recommendations pertaining to States’ action plans.

3. AREAS OF IMPROVEMENT

3.1 The work undertaken by the Organization in connection with the preparation of States’ action plans and the level of interest, cooperation and engagement by ICAO Member States and other stakeholders, in such a short timeframe, has been impressive. However, there are still some challenges remaining in term of the quality of action plans received.

3.2 An example of such a challenge is that the data contained in some submissions are not sufficiently robust to assess the contribution made toward the achievement of the global aspirational goals. Another example is that some States have not used the ICAO action plan template. While there is no requirement for States to use the action plan template, it would facilitate ICAO's work in the compilation of the data and information submitted. Due to the discrepancies in the robustness of the data contained in the action plans, for this Session of the Assembly, it was not possible for the Secretariat to compile the global reduction in CO₂ based on the action plans submitted.

3.3 Some States with lower levels of aviation activity did not get involved in the initiative. The Secretariat is exploring the possibility of the preparation and submission of joint action plans by groups of States.

3.4 With regard to the transparency of information contained in States' action plans, 20 States have decided to make action plans available publically. Those States' action plans have subsequently been published on the ICAO public website².

4. NEXT STEPS

4.1 In an effort to maintain momentum and keep States engaged in the action plan process, it is necessary to initiate dialogue with States, and to exchange perspectives, on how ICAO could provide further support in preparing, updating or implementing States' action plans.

4.2 In light of the best practices and lessons learned from the first phase of the action plan process, the guidance document and associated template, as well as the interactive web interface, will need to be updated in the next triennium to ensure that information being collected in States' action plans, including information on the expected environmental benefits from the implementation of the selected measures, such as sustainable alternative fuels, operational measures, offset, etc., harmonized. Such an update will guide States in providing ICAO with data and information that is sufficient to allow the Organization to make a full assessment of the plans and assess the progress being made toward the global aspirational goals. The use of tools developed by ICAO (e.g. ICAO Fuel Saving Estimation Tool – IFSET) should be further encouraged to address data collection needs.

4.3 A clear timeline needs to be established for States to prepare or update voluntary action plans for submission to ICAO during the next triennium. In order that ICAO can continue to compile the information in relation to achieving the global aspirational goals in time for consideration by the 39th Session of the ICAO Assembly, the information will need to be available by mid-2015. The possibility for some groups of States to develop joint action plans, will continue to be explored during the next triennium.

4.4 It is also envisaged that ICAO will continue to conduct regional hands-on training seminars, in cooperation with Member States and regional organizations, in the next triennium to provide further support to States in the preparation and update of action plans, and to build partnerships to support States that have not yet prepared action plans (Tables 1 and 2 of the Appendix).

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² <http://www.icao.int/environmental-protection/Pages/action-plan.aspx>

APPENDIX

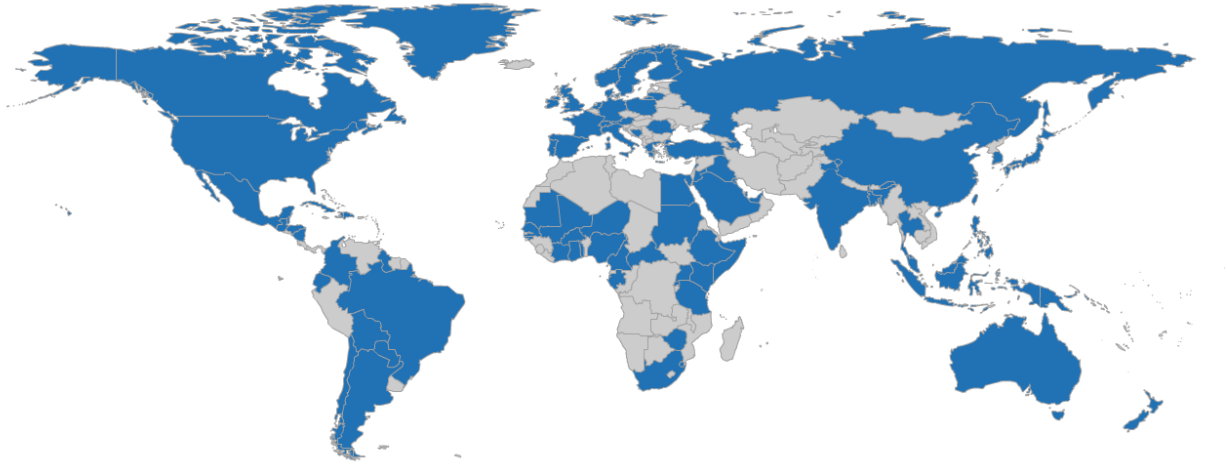


Figure 1. States trained by ICAO hands-on training workshops (blue highlighted).



Figure 2. States contacted by the ICAO Secretariat (blue highlighted).

Table 1. Preliminary Outline for the Action Plan and Assistance Seminars for 2014 and 2015.

	Theme	ICAO and other organizations
Topic 1	Development of an action plan, Use of ICAO tools and Guidance Material	ICAO ENV / RO
Topic 2	Review of the action plan, Review of the measures	ICAO ENV
Topic 3	Assistance for the implementation of the measures developed/ identified by States	ICAO ENV / TCB / RO + Regional Organizations

Table 2. Preliminary Plan for the Action Plan and Assistance Seminars.

2014	2015
ESAF, WACAF, NACC/SAM, APAC	MID, EUR NAT, Montreal

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