



WORKING PAPER

GROUP ON INTERNATIONAL AVIATION AND CLIMATE CHANGE (GIACC)

FIRST MEETING

Montréal, 25 to 27 February 2008

Agenda Item 1: Administrative matters

TERMS OF REFERENCE OF THE GROUP

(Presented by the Secretariat)

1. TERMS OF REFERENCE

1.1 The terms of reference of the Group, as approved by the Council, are shown in Appendix A to this paper. While reviewing these terms of reference, Council Members made a number of comments which it requested be passed on to members of the Group. An extract from the relevant minutes of the Council meeting are therefore included in Appendix B for the Group's attention.

2. ACTION BY THE GROUP

2.1 The Group is invited to note the terms of reference of the Group in Appendix A and the Council's comments in Appendix B.

APPENDIX A

TERMS OF REFERENCE FOR THE GROUP ON INTERNATIONAL AVIATION AND CLIMATE CHANGE

The Group on International Aviation and Climate Change (GIACC) will develop and recommend to the Council a Programme of Action and common strategy consistent with Appendix K of Resolution A36-22. The GIACC will be guided by the following terms:

1. Determine possible aspirational goals consistent with Appendix K of Resolution A36-22

- a) consider short, medium and long-term goals which guide the programme of action;
- b) discuss what possible goals and implementation of such goals could encompass and what roles various stakeholders would have in implementing such goals.

2. Framework of Programme elements

Identify a menu of options from which States can choose to limit or reduce greenhouse gas emissions attributable to international civil aviation:

- a) more efficient operational measures in the maintenance and operation of the aircraft and airports;
- b) market-based measures including: emissions trading, taking into consideration the nature of the scheme (global, regional or national); examination of how compatibility and inter-operability of the schemes can be achieved; consideration of mechanisms to determine equivalence of different measures; benchmarking; the interests of developing countries; charges and taxes; positive economic incentives, etc.;
- c) voluntary measures including carbon offsets, recognition mechanisms, measuring efficiency and verification of outcomes;
- d) improvements in Air Traffic Management (ATM) including technological advances that take into account the Global ATM operational concept and the Global Air Navigation Plan (GANP);
- e) dissemination of technological advances, e.g. alternative fuel, improved engine performance, airframe advances, etc.;
- f) identification of the most effective ways to assist States in achieving emissions reductions.

3. Determine means to measure progress

- a) measurement of aircraft greenhouse gas emissions;
- b) estimating possible outcomes deriving from the programme elements;
- c) sourcing and collecting data;
- d) identification of reference base(s) (e.g. emissions per passenger or available tonne-kilometre, emissions per operator, etc.);
- e) recommendations for reporting, such as progress achieved by States and Stakeholders.

4. Other considerations

The group will conduct its work on the basis of consensus (unanimity), will be in a position to avail itself of the technical work of CAEP, will take into consideration developments in other UN bodies and will make periodic reports.

APPENDIX B

EXTRACT FROM THE MINUTES OF THE FOURTEENTH MEETING OF THE 182ND SESSION OF THE COUNCIL (C-MIN 182/14)

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Subject No. 50.3: Aircraft engine emissions

Terms of reference and working methods of the Group on International Aviation and Climate Change (GIACC)

1. The Council reviewed C-WP/13086 presented by the Secretary General, which proposed terms of reference and working methods for the Group on International Aviation and Climate Change (GIACC), as well as a schedule of meetings that would accommodate a high-level meeting to review the Programme of Action developed by the GIACC before the fifteenth meeting of the Conference of the Parties (COP 15) of the *United Nations Framework Convention on Climate Change* (UNFCCC), scheduled for December 2009. The President of the Council expressed appreciation to the seven Council Representatives who, together with the Secretariat, had developed the expanded terms of reference of the GIACC contained in Appendix A to the paper.

2. Underscoring that the lack of maintenance of aircraft engines not only negatively impacted the safety of international civil aviation but also resulted in an increase in emissions, the Representative of China averred that aircraft manufacturers had an obligation to provide technical assistance to developing countries. He therefore suggested that the Framework of Programme elements set forth in paragraph 2 of the said terms of reference be amended to include a new sub-paragraph g) along the following lines: “to provide technical support to developing countries in order to reduce aviation emissions”.

3. In supporting this proposal, the Representative of Argentina noted that it was related to sub-paragraph e) “dissemination of technological advances, e.g. alternative fuel, improved engine performance, airframe advances, etc.”. Drawing attention to sub-paragraph b), he suggested that it be amended to refer not only to the interests of developing countries but also to their obligations, in accordance with the views expressed during the 36th Session of the Assembly. In then referring to paragraph 4, which stated that the GIACC would “take into consideration developments in other UN bodies”, the Representative of Argentina emphasized that there were measures being taken in various regions of the world which should also be taken into account. He thus proposed that the paragraph be amended to read along the following lines: “The Group ... will take into consideration developments, in particular, in other UN bodies ...”.

4. The Representative of Brazil endorsed the suggestions put forward by the Representatives of China and Argentina.

5. Maintaining that the Framework of Programme elements should focus on those areas where concrete results could be obtained from the common efforts made, the Representative of the Republic of Korea questioned what results were expected from the dissemination of technological advances referred to in paragraph 2 e). He underscored that, in most cases, technology was owned by private companies and that governments could not force them to transfer such technology to other States.

6. In fully supporting the proposal made by the Representative of China, the Representative of India emphasized that developing countries required technical support, as well as financial support, in their efforts to fulfil the global target of cutting aviation emissions. Noting that the aspirational goals referred to in Appendix K to Assembly Resolution A36-22 related only to fuel efficiency for international aviation and not to reductions in aviation emissions, he suggested that the chapeau of paragraph 1 and sub-paragraph a) thereof be amended accordingly.

7. Maintaining that the terms of reference set forth in Appendix A, in particular, the Framework of Programme elements contained in paragraph 2 thereof, were well-balanced and took into account the interests of developing countries, the Representative of Saudi Arabia spoke in favour of approving them in the form presented. He underscored that the GIACC would be established on the basis of equitable geographical representation and would therefore comprise members from both developed and developing countries. The amendment to the Framework of Programme elements suggested by the Representative of China should be considered by the Group as part of its overall deliberations. The Representative of the United Arab Emirates shared this view.

8. In also concurring with the comments made by the Representative of Saudi Arabia, the Representative of the United States suggested that the GIACC be provided with the summary minutes of the discussion so that the Group could take into account the views expressed in planning its own priorities and agenda based on the issues presented in Appendix A. The Representative of Argentina voiced support for this proposal.

9. The Representatives of South Africa, Germany and Switzerland also endorsed the suggested action, as well as the comments made by the Representatives of Saudi Arabia and the United Arab Emirates. The Representative of Switzerland noted, in this regard, that the proposal made by the Representative of China could be covered under paragraph 2 f) “identification of the most effective ways to assist States in achieving emissions reductions”.

10. In agreeing with the views expressed by the Representatives of the United States and Switzerland, the Representative of Australia indicated that the point raised by the Representative of China could be covered not only by paragraph 2 f) but also partly by above-mentioned paragraph 2 e). He then suggested two editorial amendments: that paragraph 2 a) be amended by deleting the word “the” to refer to the “operation of aircraft and airports”; and that the second sentence of the chapeau of Appendix A [“The GIACC will be guided by the following terms:”] be replaced with a sentence along the following lines: “For this work, the GIACC will consider the following aspects:”. These suggestions were noted by the Secretariat.

11. Drawing attention to Appendix B to the paper on the proposed working methods of the GIACC, the Representative of Brazil noted that, under “Function of members”, members were to be “Senior government officials at a policy-making level, representative of all regions, with responsibility for aviation, with equitable participation of developing and developed countries”. Indicating that that did not correspond to his recollection of what had been agreed upon, he averred that specifying that members were to be officials responsible for aviation would limit, to a certain extent, governments’ choices of GIACC representatives. In his view, GIACC members should be high-level government officials having a broad overview not only of aviation but also of climate change. Apart from that issue, the Representative of Brazil considered that the paper was very well conceived.

12. The President of the Council clarified that the said wording was similar to that used in Operative Clause 2 a) of Assembly Resolution A36-22, Appendix K. In then referring to a point raised by the Representative of the Republic of Korea regarding the attendance of observers at GIACC meetings, the President indicated that he would consult with Council Representatives thereon, by correspondence,

once the Group had been established. The Representative of Saudi Arabia emphasized that, as the GIACC was to report to the Council on its development of a Programme of Action on International Aviation and Climate Change, members should work independently and not be influenced by observers, particularly those from delegations to ICAO or from the Committee on Aviation Environmental Protection (CAEP).

13. Referring to the proposed meeting schedule for the GIACC contained in Appendix C to the paper, the Representative of South Africa recommended two possible dates for the Group's first meeting: 21-22 February 2008 and 20-21 February 2008. In advocating 21-22 February 2008, he underscored that those dates immediately preceded the opening of the Council phase of the 183rd Session.

14. Replying to a query by the President of the Council as to whether two days would be sufficient for the first meeting of the GIACC, the Deputy Director of the Air Transport Bureau (DD/ATB) noted that he had envisioned a three-day meeting given the scope of the material to be covered. He observed that one of the difficulties in setting up the meeting schedule was that the GIACC had not yet been established. The fact that the Group would comprise senior government officials meant that members' schedules would be somewhat inflexible. Underscoring that it would thus take some effort to identify twelve to fifteen high-level officials who could all meet at the same time, DD/ATB indicated that that was the reason why the paper proposed that the first meeting take place in the second or third week of February 2008 rather than suggesting specific dates. Noting that a three-day meeting would result in senior government officials being out of their offices for approximately a week, he averred that it would be unrealistic to expect them to be absent for a greater period of time. Observing that a two-day meeting would also entail a week's absence, DD/ATB maintained that it would be preferable if that additional day accrued to the benefit of ICAO through an extra day of GIACC deliberations rather than to the flexibility of travel schedules. He thus proposed a three-day meeting, typically Tuesday, Wednesday and Thursday, anticipating travel days on Monday and Friday.

15. Noting that the second and third week of February 2008 (11-22 February 2008) represented the recess between the Committee and the Council phases of the 183rd Session, the President of the Council indicated that dates within that timeframe would be the most appropriate for the first GIACC meeting. He suggested that a number of dates be proposed to the Group once it had been established, taking into account the suggestions made by the Representative of South Africa and the need to ensure a sufficient amount of time in which to prepare meeting documentation, and that it be left to members to decide on the dates of their meeting.

16. In fully concurring with the comments made by DD/ATB regarding the duration of the said meeting and the reasons for its timeframe, the Representative of Canada affirmed that his analysis of the availability of high-level government officials was very much to the point. Stressing that many of the said officials would wish to receive documentation electronically well in advance of the first meeting, he underscored that any work that could be done prior to the first meeting would make the latter more productive. The Representative of Canada underscored the importance of members coming to the meeting well-prepared. Agreeing that the high-level officials would not have much time to attend the GIACC meeting, he spoke in favour a three-day timeframe. The President of the Council also considered that three days should be the maximum duration of the meeting and that work should begin beforehand.

17. The Representative of Germany likewise supported a three-day timeframe. Expressing concern about fixing concrete dates for the first GIACC meeting in the second or third week of February 2008, she averred that it might be difficult for all of the high-level officials to meet within six weeks of Christmas and for meeting preparations to be properly done well in advance of that timeframe. Recalling that it had previously been suggested that the first GIACC meeting be convened in either February or March 2008, the Representative of Germany proposed that the Council give the President the flexibility to consult with the GIACC members to determine if they were available to meet in the second or third week

of February 20008 or in the last week of March 2008, after Easter, when the Council would also be in recess.

18. Endorsing this suggestion, the Representative of Australia stressed the importance of flexibility when dealing with such a large number of high-level officials. The Representatives of South Africa and El Salvador also voiced support for the proposal.

19. Recalling that the possibility had previously been raised of convening the GIACC meeting during the Council session if that was the only time when members would be able to meet, the Representative of the United Kingdom emphasized that, in view of the importance of the meeting and of having all members in attendance, flexibility should be extended to the maximum extent possible and that that option should be retained.

20. In then taking the action proposed in C-WP/13086, as amended by the President of the Council in light of the exchange of views, the Council:

- a) approved the terms of reference of the GIACC presented in Appendix A to the paper, on the understanding that in reviewing them the GIACC would take into consideration the comments made thereon during the discussion;
- b) approved the working methods of the GIACC outlined in Appendix B to the paper, on the understanding that the word “(unanimity)” would be added to the last entry “Decision-making process:” after the word “Consensus”; and
- c) agreed to the GIACC meeting schedule set forth in Appendix C to the paper, on the understanding that the specific dates of the Group’s first meeting would be determined by the GIACC itself.

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