

**VENEZUELA**

Caracas, 25 October 2016

National Institute of Civil Aviation (INAC)

Ref.: PRE-9514-CJU-GDA-1227-2016

Madam,

I have the honour to submit a formal reservation with regard to Operative Paragraph 6 of Resolution 22/1, *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate change*, and to Operative Paragraphs. 3, 4, and 5 of Resolution 22/2, *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Global Market-based Measure (MBM) scheme*. Both resolutions were adopted at the 39th Session of the Assembly of the International Civil Aviation Organization (ICAO), which took place in Montreal, Canada, from 26 (27) September to 7 (6) October of the current year, and in which the National Institute of Civil Aviation (INAC) of the Bolivarian Republic of Venezuela participated. Said reservation is detailed below.

The Bolivarian Republic of Venezuela, through its ecosocialist economic production model, is committed to protecting the environment and is part of the global fight against the threat of climate change, developing actions and programmes which are contained in the Plan for the Country, Second Socialist Plan for the Economic and Social Development of the Nation 2013-2019, and which are based on the environmental rights enshrined in the Constitution of the Bolivarian Republic of Venezuela. The Constitution establishes that “it is the right and duty of each generation to protect and preserve the environment for its own benefit and for the benefit of the future.”

The measures being implemented include the development of the National Mitigation Plan and the National Adaptation Plan, which deal with the effects of climate change and which aim, in part, to reduce CO<sub>2</sub> emissions by at least 20 per cent by the year 2030. The actions developed include the following: the establishment and maintenance of compensatory forests within the agroforestral system; the use of natural gas; the establishment of recycling companies; energy efficiency and rational use of energy; reduction of the need for raw-materials extraction; reduction of emissions associated with industrial processes; educational policies; community participation; and socio-environmental training on how to address the threat of climate change.

That said, we wish to present the position of the State of Venezuela regarding Agenda Item 22, *Environmental Protection – International Aviation and Climate Change*, putting forward the reservations formulated in respect of the aforementioned instruments, beginning with Resolution 22/1, contained in working paper A39-WP/461 (Executive Committee [EX]), *Draft Text for the Report on Agenda Item 22* (Section on Climate Change without Global Market-based Measure Scheme). Our position is detailed below.

“6. *Also resolves* that, without any attribution of specific obligations to individual States, ICAO and its Member States with relevant organizations will work together to strive to achieve a collective medium term global aspirational goal of keeping the global net carbon emissions from international aviation from 2020 at the same level, taking into account: the special circumstances and respective capabilities of States, in particular

developing countries; the maturity of aviation markets; the sustainable growth of the international aviation industry; and that emissions may increase due to the expected growth in international air traffic until lower emitting technologies and fuels and other mitigating measures are developed and deployed.”

The Bolivarian Republic of Venezuela, as indicated previously, is characterized by its diversified environmental protection management and policy and shares the world’s determination to achieve strategies for civil aviation growth without increasing carbon emissions. However, it feels that the time frame established, namely, four years, is insufficient for the establishment of sustainable policies and the implementation of suitable plans and strategies aimed at successfully mitigating CO<sub>2</sub> emissions, with a view to reaching the goal of maintaining the same level of global net carbon emissions in the international aviation industry.

That said, the State of Venezuela reiterates its adherence to the principles of the Climate Change Convention, the specific mandate regarding emissions reduction, and recognition of the existence of a differentiation between the responsibilities of developed countries and those of developing countries, with a differentiation of obligations as regards the limiting and reducing of emissions. It is important to consider the potential implications of market-based measures (MBMs) for developing countries and their trade. The global goal for emissions reduction or maintenance of levels from 2020 does not imply disregard for the principle of common but differentiated responsibilities. For these reasons, the Bolivarian Republic of Venezuela submits its reservation on the matter.

Our reservation regarding Resolution 22/2, *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Global Market-based Measure (MBM) scheme*, contained in working paper A39-WP/462 (Executive Committee [EX]), *Draft Text for the Report on Agenda Item 22* (Section on Global Market-based Measure Scheme), relates to the following:

“3. *Also acknowledges* that, despite this progress, the environmental benefits from aircraft technologies, operational improvements and sustainable alternative fuels may not deliver sufficient CO<sub>2</sub> emissions reductions to address the growth of international air traffic, in time to achieve the global aspirational goal of keeping the global net CO<sub>2</sub> emissions from international aviation from 2020 at the same level;

“4. *Emphasizes* the role of a GMBM scheme to complement a broader package of measures to achieve the global aspirational goal, without imposing inappropriate economic burden on international aviation;

“5. *Decides* to implement a GMBM scheme in the form of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) to address any annual increase in total CO<sub>2</sub> emissions from international civil aviation (i.e. civil aviation flights that depart in one country and arrive in a different country) above the 2020 levels, taking into account special circumstances and respective capabilities.”

Market-based measures (MBMs) refer to complementary mechanisms designed to achieve a set reduction of emissions and, therefore, their implementation in the international aviation sector is optional for States. These measures do not guarantee the sustainability of international civil aviation; they only affect the creation of measures subject to the volatility of international finances. We do not feel that the implementation of MBMs, though their original focus is on limiting emissions, will reduce States’ emissions; rather, such implementation would legitimize the purchase of the right to pollute the atmosphere by permitting international CO<sub>2</sub> market schemes based on States’ economic capacity, directly affecting the planet.

For the above reasons, we reject the application of these measures, which are established in the Carbon Offsetting and Reduction Scheme for International Aviation (CORSA), since this market-based approach counteracts the objective and intention of preventing the atmospheric release of greenhouse gases (GHGs) produced by international aviation, thereby running counter to the commitment and policies undertaken by the State of Venezuela and set out, as previously explained, in the Plan for the Country, Second Socialist Plan for the Economic and Social Development of the Nation 2013-2019, which focuses on the preservation of our planet. Pollution threatens irreparable worldwide damage which needs to be appropriately and responsibly addressed by all the States signatory to the Paris Agreement under the United Nations Framework Convention on Climate Change, for which reason we urge the development of alternative measures, expressing the overwhelming need for mitigating pollution on a global scale.

In light of the foregoing, the Bolivarian Republic of Venezuela, acknowledging its commitment and responsibility as regards the preservation of the planet for future generations, supports the adoption of strategies which make possible the aspirational goals of reducing emissions in the international aviation sector, and which are based on technological measures, improvements in fuel, improvements in air traffic, infrastructure, and complementary fuels which improve fuel quality. It supports such strategies in order to achieve a real reduction in the volume of GHG emissions, preventing in the near future the irreparable consequences of climate change.

Accept, Madam, etc. [...]

[*Sgd*] Jorge Luis Montenegro Carrillo  
President of the National Institute of Civil Aviation (INAC)  
Decree No. 1,800 of 03/06/2015  
Published in Official Gazette No. 40,674 of 03/06/2015  
and

Chief of the Delegation of the Bolivarian Republic of Venezuela at the  
39th Session of the ICAO Assembly

Secretary General  
ICAO  
Montreal