



国际民用航空组织

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国际民航组织 新闻公报

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国际民航组织环境会议与会者就航空排放权交易指导原则达成一致

2007年2月16日，蒙特利尔——国际民用航空组织（ICAO）航空环境保护委员会（CAEP）本周就为本组织 189 个成员国拟定的指导原则达成协商一致，由各国用以将国际航空排放纳入符合《联合国气候变化框架公约》进程的其排放权交易计划中。

航空环保委员会第七次会议（CAEP/7）于2月5日至16日在国际民航组织总部举行。会议的建议以世界顶尖专家的工作为基础，并将在今后几周内由国际民航组织理事会审查。

该指导原则的重点，是排放权交易中针对特定的航空问题的方面，并为交易制度的各种因素提供了倾向性选择方案。该指导原则的提议如下：

- 为排放权交易之目的，将航空器运营人作为国际航空的问责实体；
- 将该计划所包括的每一航空器运营人运行的全部适用飞行所产生的排放总量作为义务的基础；
- 各国在采用一个包容性临界限值时将总体航空运输活动（例如二氧化碳的排放）和/或航空器的重量作为包容的依据；
- 各国的排放权交易计划以仅包括二氧化碳作为开始；
- 为计算民用航空温室气体排放之目的，各国使用政府间气候变化问题小组对国际和国内排放的定义；
- 各国将需要制定计算安排，确保国际航空产生的排放得以另计，而不与各国可能已在《京都议定书》下确定的具体减排目标挂钩；
- 关于交易单位，各国在作出选择时将需要考虑经济效率、环境完好性、公平性和竞争性问题。

关于地理范围的问题，该指导原则建议各国考虑国际民航组织理事会对航空环保委员会的要求，即收编对地理范围的不同选择方案，叙述其各自的利弊，并开始相互商定的基础上处理纳入外国航空器运营人的问题，以及继续分析今后的选择方案。

关于排放权交易的指导原则是航空环保委员会一揽子建议的一部分，用以处理与当地空气质量和全球气候效应有关的直接由航空造成的航空器发动机排放，其中包括采用技术、运行和基于市场的措施减排。会议还针对 NO_x（氮氧化物）审议了长期的技术目标，并一致同意了制定与当地空气质量有关的航空器排放收费指导原则的提议。鼓励各国评价其各种现有措施的成本和收益，目的在于以最具成本效益的方式处理排放问题。航空环保委员会第七次会议提议，在国际民航组织公共网站上登载关

于自愿排放权交易和会议所讨论的其他自愿措施的信息。

这一为期两周的会议还产生了许多其他建议，内容涉及航空器发动机排放和航空器噪声以及这些措施之间的折衷平衡。

编注：高贝·冈萨雷斯先生在航空环保委员会第七次会议开幕式上的讲话附后供参考。

国际民航组织是联合国的一个专门机构，创建于 1944 年，其宗旨为在全世界促进国际民用航空安全而有秩序的发展。它为航空安全、保安、效率和正常以及航空环境保护制订必要的标准和规章。本组织是 189 个成员国之间在民用航空各领域内合作的论坛。

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**Opening address by the President of the Council
of the International Civil Aviation Organization (ICAO),
Mr. Roberto Kobeh González
to the Seventh Meeting of the
Committee on Aviation Environmental Protection (CAEP)**

(Montreal, 5 February 2007)

On behalf of the Council and the Secretary General of ICAO, I would like to welcome you all to the Seventh Meeting of the Committee on Aviation Environmental Protection (CAEP). CAEP is essential for ICAO to reach its Strategic Objective of minimizing the adverse environmental effects of global civil aviation and to meet its three related goals: limit or reduce the number of people affected by significant aircraft noise, limit or reduce the impact of aircraft engine emissions on local air quality and limit or reduce the impact of aviation greenhouse gas emissions on the global climate.

Over the years, you have consistently provided the Organization with authoritative and credible technical information which is absolutely necessary for discussions in global fora on complex environmental issues with considerable social, economic and political implications. Through your deliberations and recommendations, you and your predecessors have made it possible for ICAO to develop and promote realistic, comprehensive and forward-looking environmental solutions that have been endorsed by the world community. The depth and scope of your technical advice have proven essential in arriving at decisions of a political nature.

During this latest CAEP/7 cycle, which culminates with the present meeting, you laid the foundation for decisions and actions in a number of critical areas. You took a first step in the establishment of the interdependencies modelling framework that will provide, I am sure, much more analytical capability for CAEP to make recommendations in the future. You selected and analyzed candidate models and databases that will enable a comprehensive assessment of options to address the impact of aviation on the environment, including the trade-off of possible measures related to noise and emissions.

You also laid the groundwork for future assessments of the evolution of noise and emissions emanating from aviation operations, thereby forming the basis for the review of our environmental goals. You established a process for formulating a long-term vision for NO_x goals, something that industry has been requesting for a long time. You considered novel solutions to address emissions from international aviation, such as the use of emissions trading. You proposed distinct approaches to deal with the impact of aviation on local air quality and on global climate, making it possible to address these issues separately in the CAEP cycle and increase our effectiveness with more focused measures. And you have done all of this while continuing to develop the necessary proposals to ensure that our main Standards and policies remain relevant, while developing measures leading to greater operational efficiency.

As CAEP/7 gets under way, expectations are high, especially in the area of market-based measures to limit or reduce emissions. At its last regular session in 2004, the ICAO Assembly endorsed, through Resolution A35-5, the further development of an open emissions trading system for international civil aviation and requested the Council of ICAO to provide further guidance to States for its implementation. The CAEP Emissions Trading Task Force has prepared the much awaited draft guidance for your review and ultimately for consideration by the next session of the Assembly in September. The guidance will certainly be one of the highlights of this meeting and I am sure that the outcome will prove invaluable in promoting a global consensus on such a critical subject.

Although I consider emissions trading a central issue of this meeting, I hasten to add that all of your deliberations and deliverables will be highly consequential. Together, they could form the basis for an ICAO plan of action encompassing all measures designed to deal effectively with aviation environmental impacts, particularly with emissions. The need for concrete and coordinated action was underscored by findings contained in the Fourth Assessment Report of the Intergovernmental Panel on Climate Change made public last week, in Paris. The Working Group 1 contribution to the Report – titled “Climate Change 2007: the Physical Science Basis” – clearly states that “there is more than a 90 per cent probability that human action has contributed towards recent climate change”. Without a doubt, there is a need to act, and more than ever, ICAO is determined to provide the world with the leadership and guidance it is looking for in moving towards a sustainable global air transport system.

The results of CAEP/7 will also be incorporated into the first ICAO Environmental Report which will be published every Assembly year from now on. And they will be watched closely by participants at the ICAO Colloquium on Aviation Emissions in May as well as other environmental meetings in the coming months.

Of course, the impact of CAEP rests ultimately with States and the measures they adopt and enforce. As the officially recognized international body to deal with aviation and the quality of the environment, ICAO depends on the support of States. I would be most grateful if you could convey to your respective States and organizations our sincere appreciation for their cooperation and support in terms of expertise, models and databases that they have made available to CAEP. I would also like to thank our members who have already contributed in a very tangible manner to the creation of the new Environmental Unit at ICAO, notably by seconding valuable personnel to assume responsibility for major components of our programme.

Ladies and gentlemen, the challenge of CAEP can be seen as reconciling differing legitimate interests and viewpoints in a world that is in constant mutation. One might be allowed to wonder whether the accelerating change that is an integral part of today’s modern society is beginning to exceed the capacity of our social institutions to cope. Adapting to change is particularly difficult for institutions dealing with international or global issues that require a concerted, cooperative effort by many countries if they are to succeed. Often the question is not only if we know what needs to be done, or whether we have the technical capability to do it, but whether we can agree on how and when.

What we have accomplished together through CAEP in more than two decades and what I believe we can accomplish in the future demonstrates that we can indeed agree on how and when. The CAEP process can serve as a model of global cooperation in solving seemingly insurmountable problems. As we begin our deliberations, let us be guided by this thought and by the conviction that what we will do in a few short days may have a lasting impact for generations to come. I sincerely thank each and every one of you for having taken this precious time to be with us and to have given so much thought and energy in preparing this meeting.