



## **HIGH-LEVEL MEETING ON INTERNATIONAL AVIATION AND CLIMATE CHANGE**

**Montréal, 7 to 9 October 2009**

### **SUMMARY OF DISCUSSIONS**

(Presented by the Secretariat)

#### **Opening of the Meeting**

1. The High-level Meeting was opened by Mr. Roberto Kobeh González, President of the Council. In his opening address, the President stressed the need for this Meeting to demonstrate the leadership of ICAO in reviewing the Programme of Action developed by the Group on International Aviation and Climate Change (GIACC) and recommending further necessary actions on addressing emissions from international aviation with the aim of providing concrete proposals to the United Nations Framework Convention on Climate Change (UNFCCC) COP15 in December 2009.

#### **Election of the Chairman and Vice-Chairman of the Meeting**

2. On the nomination of Saudi Arabia, seconded by South Africa, Mexico, Egypt, Qatar and Ecuador, Mr. Yap Ong Heng, Director-General, Civil Aviation Authority of Singapore was elected Chairman of the Meeting, and Mr. Valery M. Okulov, Deputy Minister of Transport of the Russian Federation was elected Vice-Chairman of the Meeting.

#### **Secretariat**

3. The Meeting noted that Mr. R. Benjamin, Secretary General, would be Secretary of the Meeting advised by Mrs. F. Odutola, D/ATB and Mr. J. Begin, C/CRC, and that Ms. J. Hupe, C/ENV, ATB would be Deputy Secretary. A number of other senior staff would also participate and the full resources of the Secretariat were at the disposal of the Meeting.

#### **Agenda Item 1: Aspirational goals and implementation options**

4. The Meeting reviewed HLM-ENV/09-WP/3 (Council decision on the work of the GIACC), HLM-ENV/09-WP/4 (Report of the GIACC) and HLM-ENV/09-WP/5 (Aspirational goals and implementation options) presented by the Secretariat, along with the working papers from: Sweden on behalf of the European Union (EU) and European Civil Aviation Conference (ECAC) member States (HLM-ENV/09-WP/14); Canada, Mexico and the United States (HLM-ENV/09-WP/25); Australia (HLM-ENV/09-WP/21); United Arab Emirates (WP/24); the Airports Council International (ACI), Civil Air Navigation Services Organisation (CANSO), International Air Transport Association (IATA) and International Coordinating Council of Aerospace Industries Associations (ICCAIA) (HLM-ENV/09-WP/19); and the International Business Aviation Council (IBAC) (HLM-ENV/09-WP/22), as well as four information papers from the Secretariat.

5. All participants who spoke expressed their appreciation for the work of the GIACC and support for the ICAO Council decision. They recognized that the Programme of Action on International Aviation and Climate Change is a positive first step in the efforts of the ICAO on addressing greenhouse gas emissions from international aviation. They also recognized the need for the aviation sector to continue to develop in a sustainable manner.

6. There was general support for ICAO to continue to exercise its leadership and on the need for ICAO to provide concrete input to the UNFCCC process and COP15 on how the impact of international aviation on climate change would be addressed. It was also indicated that, given the expected growth of the sector over the coming decades, the aspirational goals of annual 2 per cent fuel efficiency improvement recommended by GIACC would not lead to absolute reductions of CO<sub>2</sub> emissions in the long-term.

7. Some States highlighted that more ambitious medium-term and long-term goals for international emissions reductions would be required to address the projected growth of greenhouse gas emissions from international aviation. Proposals from some States on more ambitious goals included:

- a) for the medium-term: carbon neutral growth by 2020 (using 2005 as the base year); and emissions reduction by 2020 below 2005 baseline, with secondary goal of 2% annual fuel efficiency improvement for 2013 to 2020 from technological and operational contributions;
- b) for the long-term: emissions reductions by 2050, including a 50 per cent reduction compared to 2005 levels and emissions reduction consistent with the target of not raising the global average temperature by more than 2°C above pre-industrial levels.

8. The aviation industry proposed the adoption of their recommended collective aviation goals, including 1.5% annual CO<sub>2</sub> efficiency improvement for up to 2020, carbon neutral growth from 2020 onwards, and a long-term goal of 50% reduction in 2050 compared to 2005 levels.

9. Some participants expressed the view that it would be difficult to agree on more ambitious goals during this Meeting. They indicated that in light of the mandate given by the last Assembly Resolution A36-22 Appendix K and taking into account the principle of common but differentiated responsibilities and respective capabilities (CBDR) of the UNFCCC, the consensus position developed by the GIACC on the short-, medium- and long-term fuel efficiency goals should be maintained. Other participants suggested that a process be established to develop proposals on more ambitious goals with the aim of finalizing the position of ICAO at the 37th Assembly in 2010, taking into account the outcome of COP15.

10. IBAC, supported by several States, proposed that ICAO consider the development of metrics other than volume of fuel used per revenue tonne kilometre performed that could be used for defining fuel efficiency goals for small operators.

11. To facilitate further discussions on aspirational goals, the Chairman established an informal group under his authority. The group consisted of representatives from 18 States. The Chairman informed the Meeting that any recommendations from the informal group would be presented back to the Plenary for the consideration of the Meeting.

**Agenda Item 2: Proposals for strategies and measures to achieve emissions reductions**

12. The Meeting reviewed HLM-ENV/09-WP/6 (Proposal for strategies and measures to achieve emissions reductions), HLM-ENV/09-WP/7 (Technical and operational means to achieve emissions reductions), HLM-ENV/09-WP/8 (Market-based instruments and climate change) and HLM-ENV/09-WP/9 (Aviation alternative fuels) presented by the Secretariat, along with related working papers from Sweden on behalf of the EU and ECAC member States (HLM-ENV/09-WP/15), Nigeria on behalf of African States (HLM-ENV/09-WP/28), Egypt (HLM-ENV/09-WP/20), United Arab Emirates (HLM-ENV/09-WP/23), India (HLM-ENV/09-WP/26), UNWTO (HLM-ENV/09-WP/13) and IMO (HLM-ENV/09-WP/27).

13. There was general agreement that ICAO should continue to have a leading role on all aviation matters, including issues relating to international aviation and climate change. There was also general agreement that a comprehensive approach would be necessary to achieve reductions in aviation's emissions. There was broad support for ICAO to continue the development of a basket of measures, including measures to provide assistance to developing countries; a process to develop a framework for market-based measures in international aviation; and facilitation of the development and use of alternative fuels for aviation.

14. The discussions on the application of market-based measures reflected the divergent views expressed during the GIACC deliberations. Many States reflected the need for ICAO to undertake the necessary steps to prepare a framework for market-based measures building upon the outcome of this Meeting and of COP15. Several States proposed specific issues to be taken into consideration in the development of such framework, including:

- a) evaluating the potential contribution of market-based measures to the expected global emissions reductions efforts for the international aviation sector;
- b) how the international aviation sector could have access to market-based measures;
- c) the potential for raising resources from the use of market-based measures;
- d) how any such resources should be best utilized taking into account the needs of different States and specific needs for mitigation and adaptation activities;

15. Several participants noted that any strategies to reduce greenhouse gas emissions from international aviation should take into account relevant principles of the Chicago Convention and of the UNFCCC. They also supported the view that the successful implementation of measures depends on specific national circumstances, technology needs and capacities and on the provision of sufficient financial resources.

16. The participants recognized the potential role that alternative fuels can play in reducing greenhouse gas emissions from aviation. It was noted that the use of alternative fuels is linked to specific national circumstances. Participants noted that a Conference on aviation and alternative fuels will take place in Rio de Janeiro in November 2009. The results of this Conference should also be brought to the attention of the UNFCCC.

### **Agenda Item 3: Means to measure progress**

17. The Meeting reviewed HLM-ENV/09-WP/10 (Means to measure progress) presented by the Secretariat, along with a related working paper from Sweden on behalf of the EU and ECAC member States (HLM-ENV/09-WP/16).

18. There was general agreement that ICAO should take the lead on the establishment of a mechanism to measure/estimate, monitor and verify global GHG emissions from international aviation.

19. In line with the Council decision, there was recognition on the need to provide technical and financial assistance in the reporting process to developing States, and the important role that ICAO could play in this regard.

20. There was also agreement on the importance that States support ICAO in providing traffic and fuel consumption data under Article 67 of Chicago Convention as recommended by GIACC and in enhancing its modelling capabilities.

21. The Meeting recognized the need for the Council to further consider a reporting system that would not impose additional burden and would be consistent with UNFCCC and other reporting requirements.

22. In relation to the Council decision on States' action plans, the majority of participants expressed the view that ICAO should develop as soon as possible the necessary guidance for States and should consider a de-minimis exception to avoid unnecessary administrative burden for States that do not have a substantial international aviation activity.

### **Agenda Item 4: Financial and human resources**

23. The Meeting reviewed ENV-HLM/09-WP/11 (Financial and human resources) presented by the Secretariat, along with a related working paper from Sweden on behalf of the EU and ECAC member States (ENV-HLM/09-WP/17).

24. There was general agreement that, in order to move forward implementation of recommendation by the GIACC related to financial and human resources, as referred in ENV-HLM/09-WP/11, it is necessary for ICAO to act as a facilitator to assist States in need to get access to financial resources and to cooperate with other agencies in this regard.

25. Some delegates expressed the view that market-based measures for international aviation in a future climate change agreement can play a significant role for generating financial resources for developing States. Other delegates expressed the view that the extent of assistance to developing States in terms of financial resources, technology transfer and capability building will, to a large extent, determine the extent of implementation of the action plans and achievement of the goals by developing States.

26. Regarding the States' financial support for environment-related activities of the Organization, all States recognized the need for adequate resources to support ICAO's environment-related activities in line with the leading role expected from ICAO in this area. The Meeting acknowledged the importance of member States contributing to the environmental voluntary funds to support environment-related activities, and that due priority be given to such activities in the ICAO's next Programme budget.