



WORKING PAPER

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

Montréal, 7 to 9 October 2009

PROVISIONAL AGENDA AND ANNOTATIONS

(Presented by the Secretariat)

Provisional agenda

1. Aspirational goals and implementation options
2. Proposals for strategies and measures to achieve emissions reductions
3. Means to measure progress
4. Financial and human resources
5. Review of Programme of Action on International Aviation and Climate Change and recommendations to COP15

1. INTRODUCTION

Background

1.1 The High-level Meeting on International Aviation and Climate Change (HLM-ENV) will begin with opening formalities at 0930 hours on Wednesday, 7 October 2009 at ICAO Headquarters, in Montreal, Canada.

1.2 The request for this meeting stems from Resolution A36-22: *Consolidated statement of continuing ICAO policies and practices related to environmental protection* of the 36th Session of the ICAO Assembly (Montréal, 18 to 28 September 2007), which recognized the critical importance of ICAO providing continuous leadership to international civil aviation in limiting or reducing its emissions that contribute to global climate change. In particular, Appendix K – ICAO Programme of Action on international aviation and climate change of Resolution A36-22 requested the convening of a high-level meeting to review the Programme of Action recommended by the Group on International Aviation and Climate Change (GIACC) at an appropriate time, taking into account the fifteenth meeting of the Conference of the Parties (COP15) of the United Nations Framework Convention on Climate Change (UNFCCC).

1.3 The GIACC was formed by ICAO at the request of the above-mentioned Resolution and was composed of a group of senior government officials representative of all ICAO regions, for the purpose of developing and recommending to the Council an aggressive Programme of Action on

International Aviation and Climate Change, based on consensus and reflecting the shared vision and strong will of all Contracting States. The HLM-ENV is aimed at revising this Programme of Action that was recommended by the GIACC and considered by the Council during its 187th Session.

1.4 In December 2007, a comprehensive programme (so called “Bali Roadmap”) was launched at UNFCCC COP13 to enable the development of the future climate change agreement. This work will culminate at the Climate Change Talks that will take place in December 2009 in Copenhagen. ICAO and UNFCCC have set up two separate but parallel streams of activity leading to COP15.

1.5 Governments have been working under the auspices of the UNFCCC process on the development of an agreement since early 2008. The treatment of greenhouse gas emissions from international aviation is one of many contentious issues within the UNFCCC process. This is because the Convention and its Kyoto Protocol excluded these emissions from the reduction/limitation commitments in the Protocol. The same is true of emissions from the international maritime sector. During the ongoing negotiations, several Parties and observer organizations have made proposals on how to address these emissions in a future global agreement on climate change.

1.6 It is anticipated that the outcome of the work of ICAO (through the GIACC and this HLM-ENV) will provide concrete proposals on addressing emissions from international aviation as an integral part of an ICAO position for the COP15 deliberations on a future global agreement under the UNFCCC.

Organizational matters

1.7 The provisional agenda for the meeting, which will be presented for adoption, will not provide for general statements by participants. However, ICAO Contracting States and International Organizations are invited to submit their written Statements electronically to be posted on a dedicated area of the ICAO website.

1.8 Participants are invited to refer to the tentative timetable (HLM-ENV/09-WP/2, Appendix A) that will be made available on the ICAO website for the proposed schedule of work of the HLM-ENV.

1.9 With the exception of the opening at 0930 hours on the first day, the meeting hours are from 0900 to 1200 hours and from 1500 to 1800 hours. The session(s) will be organized accordingly.

1.10 This meeting will be conducted on a paper-free basis as much as possible. No documentation posted electronically prior to the meeting will be distributed in hard copy. However, once the meeting has begun, documentation will be printed and distributed (2 copies per State; 1 copy per Observer Organization).

2. ANNOTATED AGENDA

Agenda Item 1: Aspirational goals and implementation options

2.1 *Background:* In adopting the Programme of Action agreed by consensus in the GIACC, ICAO Council highlighted the importance and urgency in finding a means of limiting or reducing the impact of greenhouse gas emissions from international civil aviation on the global climate. It recognized the progress achieved to that end by the GIACC and that, building upon GIACC’s work, ICAO needed to prepare a message to be presented to COP15.

2.2 The Assembly Resolution A36-22 Appendix K “ICAO Programme of Action on International Aviation and Climate Change” encompasses the identification of possible global aspirational goals in the form of fuel efficiency for international aviation and possible options for their implementation.

2.3 The GIACC focused on this area of work during its third and fourth meeting taking into consideration the recommendations of a GIACC working group and the work of CAEP on the assessment of current CO₂ emissions and the quantification of future CO₂ emissions trends and fuel efficiency improvements of the global aviation system for the period 2006 through 2050.

2.4 Following extensive deliberations, the GIACC adopted global aspirational goals in the form of annual improvements in fuel efficiency (2%) up to 2050. Although the GIACC also considered more ambitious fuel efficiency improvement goals (2.5% and 3%), it was not possible to come to an agreement on any of them, due to, among others, the uncertainty associated with achieving such goals.

2.5 Other goals that were considered by GIACC (with no final agreement on any of them) included goals based on carbon neutral growth or carbon neutrality that could be achieved through the application of technical measures and/or through the use of market-based measures.

2.6 *Anticipated Action:* The HLM-ENV will be invited to consider the report of the GIACC contained in document HLM-ENV/09-WP/4 and the Council Decision on the GIACC report contained in document HLM-ENV/09-WP/3. It will also be invited to consider the proposed recommendations in document HLM-ENV/09-WP/5 on aspirational goals and implementation options and other submissions received from States and International Organizations, and to agree on actions relating to these recommendations. Furthermore, the HLM-ENV will be invited to note inter alia, the recent Major Economies Forum on Energy and Climate Change meeting in L’Aquila, Italy on 9 July 2009 and consider whether:

- a) ICAO should present a global framework to address the impact of international aviation on climate change to COP15;
- b) fuel efficiency goals alone would be sufficient to reduce aviation’s absolute contribution of GHG emissions; and
- c) a more ambitious goal for international aviation emissions reduction could be agreed upon.

HLM-ENV/09-WP/3: Council Decision on GIACC Report

HLM-ENV/09-WP/4: Report of the GIACC

HLM-ENV/09-WP/5: Aspirational Goals and Implementation Options

HLM-ENV/09-IP/1: Resolution: A36-22: Consolidated Statement of continuing ICAO policies and practices related to environmental protection (36th Session of the ICAO Assembly)

HLM-ENV/09-IP/2: Minutes of the 13th and 14th meetings of the 187th Session of the ICAO Council

HLM-ENV/09-IP/3: Declaration of the Leaders of the Major Economies Forum on Energy and Climate Change (G8 Summit 2009, L’Aquila, Italy, 9 July 2009)

HLM-ENV/09-IP/4: Aviation’s Contribution to Climate Change

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

2.7 *Background:* The Assembly Resolution A36-22 Appendix K “ICAO Programme of Action on International Aviation and Climate Change” includes a request for the Council to develop an aggressive Programme of Action that includes strategies and measures to achieve emissions reductions.

2.8 The GIACC focused on this area of work during its third and fourth meeting taking into consideration the recommendations of two of its working groups; one on measures to achieve emissions reductions; and another on market-based measures and building upon the work of CAEP on market-based instruments, including emissions trading.

2.9 The GIACC recommended a basket of measures from which States may choose to reduce international aviation emissions, covering aircraft-related technology development, improved air traffic management and infrastructure use, more efficient operations, economic/market-based measures, and regulatory measures. Each State would retain the ultimate authority to choose the portfolio of measures appropriate to its circumstances, consistent with the global aspirational goals. States should be encouraged to develop and file with ICAO individual action plans.

2.10 The opinion of Parties to the UNFCCC has continued to be divided over the issue of how to deal with the emissions from international aviation and maritime transport in the future UNFCCC agreement, with some States willing to establish targets for these sectors under the UNFCCC and others supporting the coordination of all aspects of international aviation and maritime emissions under ICAO and IMO respectively. Concrete negotiating texts were prepared by the Parties to support the UNFCCC discussions. Specific proposals for international aviation include: amendments of Kyoto Protocol Article 2.2; the inclusion of targets for international aviation; and the creation of a levy on international aviation for financial resources for mitigation and adaptation measures in a future agreement.

2.11 *Anticipated Action:* The HLM-ENV will be invited to consider the report of the GIACC contained in document HLM-ENV/09-WP/4 and the Council Decision on the GIACC report contained in document HLM-ENV/09-WP/3. It will also be invited to consider the proposed recommendations in documents HLM-ENV/09-WPs 6, 7, 8, 9 and other submissions received from States and International Organizations, and to agree on actions relating to these recommendations. Among others, the HLM-ENV will be invited to consider whether ICAO should:

- a) commission a study to further the work of the GIACC on proposals for strategies and measures to achieve emissions reduction and, if so, decide upon the specific content of the study and its timeframe taking into account the urgency to reach agreement on this issue;
- b) establish a CO₂ emissions standard for aircraft, and facilitate further development and implementation of operational measures to reduce aviation emissions;
- c) establish a process to develop a framework for market-based measures in international aviation, taking into account the conclusions of the HLM-ENV and the outcome of the COP15, by the 37th Session of the ICAO Assembly in 2010; and
- d) incorporate the roadmap on aviation and alternative fuels to be established by the Conference on Aviation and Alternative Fuels into the position delivered at COP15.

HLM-ENV/09-WP/3: Council Decision on GIACC Report

HLM-ENV/09-WP/4: Report of the GIACC

HLM-ENV/09-WP/6: Proposals 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

HLM-ENV/09-WP/9: Aviation Alternative Fuels

Agenda Item 3: Means to measure progress

2.12 *Background:* The need for goals to be measurable, reportable, and verifiable (MRV) has been recognized within the UNFCCC since its inception and measuring emissions from international civil aviation has been a challenge due to the difficulty in attributing those emissions to individual States.

2.13 The GIACC focused on this area of work during its third and fourth meeting taking into consideration the recommendations of a GIACC working group, the outcome of fourteenth meeting of the Statistics Panel (STAP/14), the deliberations during a technical meeting on fuel data collection and information provided by the Secretariat.

2.14 Among other things, the GIACC acknowledged that Contracting States should develop detailed annual reports on the actions they are taking to contribute toward the global aspirational goal. It also recognized that ICAO should play a leading role in coordinating the collection and analysis of data gathered from all available sources, building on the existing arrangements under Article 67 of the Chicago Convention and the modeling capabilities available to the Organization.

2.15 *Anticipated Action:* The HLM-ENV will be invited to consider the report of the GIACC contained in document HLM-ENV/09-WP/4 and the Council Decision on the GIACC report contained in document HLM-ENV/09-WP/3. It will also be invited to consider the proposed recommendations in document HLM-ENV/09-WP/10 and other submissions received from States and International Organizations, and to agree on actions relating to these recommendations.

HLM-ENV/09-WP/3: Council Decision on GIACC Report

HLM-ENV/09-WP/4: Report of the GIACC

HLM-ENV/09-WP/10: Means to Measure Progress

Agenda Item 4: Financial and human resources

Broad financial issues

2.16 *Background:* The GIACC Programme of Action contains specific references to financial and human resources aspects. Specifically, it recognizes that the achievement of the fuel efficiency improvement goals (2% per year up to 2050) “will require a significant investment in technological development” (para 10); it proposes a basket of measures that includes “measures to facilitate access to assistance, particularly for developing countries” (para 14), and “measures to assist developing countries, as well as access to financial resources, technology transfer and capacity building” (para 15); and it recommends that “Council seek to develop approaches for providing technical and financial assistance in the reporting process to developing countries” (para 19).

2.17 A number of proposals are also under consideration within the UNFCCC process that could lead to some form of levies being imposed on the international aviation sector associated with its greenhouse gas emissions levels. The collected funds could be used to finance mitigation and adaptation in developing countries. Whether as an outcome of the UNFCCC COP15 negotiations, or through some alternative financing mechanism proposed through ICAO deliberations, the potential exists for ICAO to be required to administer funds associated with climate change initiatives by the international aviation sector.

2.18 Document HLM-ENV/09-WP/11 outlines how funds generated from proceeds of aviation emissions-related financial mechanisms may be used.

2.19 *Anticipated Action:* (see para 2.20 below)

Internal ICAO financial and human resource issues

2.20 *Background:* During the 14th meeting of the 182nd Session, the Council established a voluntary environment fund to finance the additional environmental-related initiatives called for by the 36th Session of the Assembly. Contracting States were solicited to contribute to the fund in support of these initiatives as soon as possible. The fund is intended to cover environmental activities, including the hiring of three environmental officers up to 2010, but due to insufficient level of contribution at present, the fund will be depleted by the end of 2009.

2.21 *Anticipated Action:* The HLM-ENV will be invited to consider the proposed recommendations in document HLM-ENV/09-WP/11 and to agree on actions relating to these recommendations. In particular, the HLM-ENV will be invited to recognize the need for additional resources to facilitate the implementation of all recommended actions, including the possible establishment of a financial framework to assist developing countries, to be taken by States and the Secretariat, and to recommend ICAO take necessary steps to respond to this challenge.

<i>HLM-ENV/09-WP/11: Financial and Human Resources</i>
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Agenda Item 5: Review of Programme of Action in International Aviation and Climate Change and recommendations to COP15

2.22 The HLM-ENV is aimed at reviewing the Programme of Action recommended by the GIACC and considered by the Council and further recommendations, to enable ICAO to provide input to COP15 to be held in Copenhagen in December 2009.

2.23 *Anticipated Action:* The HLM-ENV will be invited to consider the proposed recommendations in document HLM-ENV/09-WP/12 and to agree on actions relating to these recommendations. These, together with previous decisions by the meeting, will be presented in the form of a Declaration, to be considered by the Council during its 188th Session, enabling ICAO to provide input to COP15 in December 2009.

<i>HLM-ENV/09-WP/12: Elements of an ICAO Position for COP15</i>
