



WORKING PAPER

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

Montréal, 7 to 9 October 2009

Agenda Item 1: Aspirational goals and implementation options

**COUNCIL DECISION ON THE WORK OF THE GROUP ON INTERNATIONAL AVIATION
AND CLIMATE CHANGE (GIACC)**

(Presented by the Secretariat)

SUMMARY

This paper presents the HLM-ENV with the decision of the ICAO Council on the work of the Group on International Aviation and Climate Change (GIACC).

Action by the HLM-ENV is in paragraph 3.

1. INTRODUCTION

1.1 The Programme of Action on International Aviation and Climate Change agreed by consensus in the Group on International Aviation and Climate Change (GIACC) was presented for the consideration by the ICAO Council at its thirteenth and fourteenth meeting of the 187th Session. During the fourteenth meeting of this Council session, the Programme of Action was fully accepted. The minutes recording the Council's discussions on this item (C-MIN 187/13 and 14) are available to this meeting as HLM-ENV/09-IP/2.

1.2 The Programme of Action represents what could be agreed by consensus in the GIACC. However, there were a number of topics where consensus could not be achieved but wherein there were highly developed views expressed by many of the members. These include, *inter alia*, the desire to adopt goals demonstrating a stronger ambition, the desire to develop a specific set of market based measures, and the desire to establish specific measures to provide support for developing countries (more information provided in HLM-ENV/09-WPs 4 to 11).

1.3 In the ensuing discussion, the President of the Council invited all Representatives to encourage their authorities to participate in the High-level Meeting on International Aviation and Climate Change. He trusted that the High-level Meeting would bring positive results and clear guidance for ICAO in preparation for the fifteenth session of the Conference of the Parties (COP15) of the United Nations

Framework Convention on Climate Change (UNFCCC) (Copenhagen, 7 – 18 December 2009) and for its future work related to the environment.

1.4 The 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. THE COUNCIL DECISION

2.1 The following text is an excerpt of the Council's decision on the Programme of Action taken at the fourteenth meeting of the 187th Session of the ICAO Council (C-DEC 187/14).

“...

2. In taking the action proposed by the fifteen Council Representatives from States represented on the GIACC, the Council:

- a) accepted fully the Programme of Action¹ as a positive development to limit or reduce aviation's climate impact;
- b) reaffirmed the critical importance of addressing climate change, and thus recognized the need to strive to find ways and means to limit or reduce the impact of greenhouse gas (GHG) emissions from international civil aviation on the global climate;
- c) underscored that the outcome of the GIACC and this decision of the Council would not prejudice the outcome of the negotiations under the UNFCCC and Kyoto Protocol;
- d) acknowledged the principles and provisions on common but differentiated responsibilities and respective capabilities, and with developed countries taking the lead under the UNFCCC and the Kyoto Protocol;
- e) also acknowledged the principles of non-discrimination and equal and fair opportunities to develop international aviation set forth in the Chicago Convention;
- f) noted that while there was no consensus, some GIACC Members were of the view that the Programme of Action did not address the commitments under Article 2.2 of the Kyoto Protocol;
- g) noted that notwithstanding the substantial fuel efficiency improvements achieved by the aviation sector and the impact of the current economic downturn, the Council recognized that the projected growth of international air traffic would outweigh the gains made by currently projected fuel efficiency improvements resulting in an average year over year increase in total fuel burned;

¹ The GIACC Programme of Action can be found in HLM-ENV/09-WP/4, Appendix A.

- h) recommended a strategy for efforts to achieve global aspirational goals. The short term goal to 2012 agreed by the GIACC was for improvements in the in-service fleet average fuel efficiency of international aviation operations at the rate of 2% per annum, calculated on the basis of volume of fuel used per revenue tonne kilometre performed;
- i) supported the GIACC Agreement on goals in the form of fuel efficiency for the medium and longer terms. Specifically, the Council endorsed an annual improvement of 2% over the medium term until 2020. For the long term, the Council endorsed an aspirational global fuel efficiency improvement rate of 2% per annum from 2021 to 2050;
- j) recognized that these goals were established on the basis of forecasts and the Council directed that they be reviewed on a periodic basis in light of scientific and technological advances. To achieve these goals would require a significant investment in technological development;
- k) affirmed that in addition to fuel efficiency goals, the focus was on goals that could indicate stronger ambition. For the medium term, the discussions focused on a goal of carbon neutral growth by 2020. For the long term, there could be discussion of carbon emissions reductions. No consensus existed in either case, but further work was recommended on both medium and long term goals;
- l) recognized that while there was no consensus, some GIACC members were of the view that it would be necessary and feasible to achieve carbon neutral growth in the medium term, relative to a baseline of 2005, and to achieve substantial CO₂ emissions reduction for the long term for global international aviation;
- m) recognized that under the recommended strategy, goals would not attribute specific obligations to individual States. The different circumstances, respective capabilities and contribution of developing and developed States to the concentration of aviation GHG emissions in the atmosphere would determine how each State may contribute to achieving the global aspirational goals;
- n) agreed to adopt the basket of measures developed by GIACC, from which States may choose (<http://www.icao.int/>), covering aircraft-related technology development, improved air traffic management and infrastructure use, more efficient operations, economic/market-based measures, and regulatory measures. The basket includes measures to facilitate access to assistance, particularly for developing countries;
- o) directed that the ICAO Secretariat further develop the initial table showing the basket of measures, and directed that the Secretariat continue to develop, and update as necessary, guidance to States on the adoption of those measures, including measures to assist developing countries, as well as access to financial resources, technology transfer and capacity building;
- p) acknowledged that there remains disagreement on the application of market-based measures across national borders. The Council undertook to establish a

process to develop a framework for market-based measures in international aviation, taking into account the conclusions of the High-Level Meeting and the outcome of the UNFCCC COP-15 with a view to complete this process expeditiously;

- q) encouraged States to develop action plans which articulate the proposed approach in that State, and file those plans with ICAO;
- r) directed the Secretariat to develop and implement a mechanism under Article 67 of the Convention to collect annually from States data on traffic and fuel consumption;
- s) would explore approaches for providing technical and financial assistance in the reporting process to developing countries;
- t) directed the Secretariat, working through CAEP, to develop a CO₂ standard for new aircraft types;
- u) directed that the Secretariat report every three years through the Council to the Assembly; and
- v) acknowledged, with thanks, the GIACC for the timely completion of its work, thereby fulfilling its assigned mandate (A36-22 Appendix K).

3. Furthermore, the Council directed that CAEP adjust its activities accordingly and undertake the tasks necessary to deliver the agreed Programme of Action.

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3. ACTION BY THE HIGH-LEVEL MEETING

3.1 The HLM-ENV is invited to:

- a) agree that the work of the GIACC provides the foundation for a global framework to address the impact of international aviation on climate change; and
- b) agree that ICAO should present a global framework to address the impact of international aviation on climate change to COP15.

— END —