



WORKING PAPER

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

Montréal, 7 to 9 October 2009

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

STRATEGIES AND MEASURES TO ACHIEVE EMISSIONS REDUCTIONS

(Presented by Sweden, on behalf of the European Community and its Member States¹ and by the other States Members of the European Civil Aviation Conference²)

SUMMARY

This paper outlines measures that should be taken at ICAO level with regard to strategies and measures to achieve emissions reductions.

Action by the HLM-ENV is in paragraph 4.

1. INTRODUCTION

1.1 The European Community (EC) and its Member States and the other States members of the European Civil Aviation Conference (ECAC) consider the final report of the Group on International Aviation and Climate Change (GIACC) and the subsequent decision adopted by ICAO Council during its 188th session as laying an important foundation for the development of ICAO's strategy to address international aviation's climate change impact. This paper proposes measures that should be taken at ICAO level with regard to certain issues addressed by the HLM in order to demonstrate that international aviation is ready to contribute effectively to the overall reduction of greenhouse gas emissions and thereby confirm ICAO's key role before the United Nations Framework Convention on Climate Change (UNFCCC) COP15 meeting due to take place in December 2009 in Copenhagen.

¹ Austria, Belgium, Bulgaria, Cyprus, Czech Republic, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden and United Kingdom. All these 27 States are also Members of the ECAC.

² Albania, Armenia, Azerbaijan, Bosnia and Herzegovina, Croatia, Georgia, Iceland, Monaco, Montenegro, Norway, Republic of Moldova, San Marino, Serbia, Switzerland, The former Yugoslav Republic of Macedonia, Turkey and Ukraine.

2. ICAO ROLE TO DEVELOP AND FACILITATE THE IMPLEMENTATION OF MITIGATION MEASURES

2.1 Europe firmly supports ICAO developing mitigation measures for global international aviation. The UNFCCC COP15 should facilitate the development of measures by ICAO by setting global climate change targets for the sector. ICAO should adopt by 2011 measures to deliver these targets. Effective integration of targets for aviation in the UNFCCC agreement should benefit the aviation sector by enabling access to UNFCCC instruments (such as the international carbon market and the Clean Development Mechanism). In this context, ICAO in close coordination with the UNFCCC should assess and create the adequate instruments in order to ensure that the aviation sector in developing countries, like other industrial sectors, receives support to improve activities such as the ATM modernization, the replacement of obsolete fleets and the improvement of efficiency in airports and installations, including through the clean development mechanisms.

2.2 GIACC identified a basket of measures for addressing GHG emissions from international aviation. This basket of measures is intended to help Contracting States and the aviation industry to identify the actions that they can take. ICAO should ensure that this basket of measures is appropriately refined, updated, expanded and detailed to provide further information, in particular on the relative gains, costs and timeframe for each measure on a global basis.

2.3 Some measures identified by GIACC could be more effective and efficient if developed at global level and, as underlined in GIACC report, ICAO has a direct role to play in the implementation of certain measures, for example the adoption of global fuel efficiency standards and the development of global standards to achieve harmonized and timely introduction of improved avionics.

2.4 GIACC also recognized the need for approaches to support the implementation of measures across all Contracting States. ICAO should facilitate such approaches by increasing the provision of technical assistance to Contracting States which choose to implement measures contained in GIACC's basket of measures, focussing its efforts on developing States.

3. APPLICATION OF MARKET-BASED MEASURES

3.1 GIACC recommended that the ICAO Council 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 COP15 with a view to completing this process expeditiously. GIACC discussed the critical issues that should be addressed under such framework and identified in particular that:

- a) the principles of non-discrimination and fair and equal opportunity set forth in the Chicago Convention are fully taken into account;
- b) the specific circumstances and different capabilities of each State and Region are fully taken into account;
- c) only the most effective and efficient measures are chosen;
- d) industry compliance is facilitated;
- e) market-based measures can be coordinated and are not duplicative; and

- f) across border issues are addressed.

3.2 Europe considers that market-based instruments can ensure emissions reductions in the most cost-effective manner. At the same time, it recognizes that some disagreement remains on the application of market-based measures across borders and is fully committed to continue its dialogue with international partners on the issues identified by GIACC. While on-going bilateral discussions between states are considered very promising, the development of an appropriate process as recommended by GIACC under ICAO auspices, on the basis of UNFCCC COP15 deliberations, could facilitate the implementation of market-based measures. This process should address the critical issues identified by GIACC (listed above) and be completed expeditiously and by the 37th ICAO Assembly in September 2010, in order that the framework can be applied immediately thereafter.

3.3 Regarding specifically the identification of options for market-based measures, the interaction between Contracting States' initiatives, the possibility to take into account the specific circumstances and respective capabilities of Contracting States and Regions and the possible use of revenues generated by market-based measures, the ICAO Council should review the work already carried out within GIACC and seek to reach conclusions on this basis.

4. ACTION BY THE HLM-ENV

4.1 The HLM-ENV is invited to urge the ICAO Council to:

- a) take an active role in the development of mitigation measures for global international aviation, to be adopted by 2011;
- b) ensure that the basket of measures developed by GIACC to help Contracting States and the aviation industry identify the actions that they can take to further address international aviation emissions is appropriately refined, updated, expanded and detailed;
- c) accelerate the development and implementation of the measures identified by GIACC which fall under ICAO's direct responsibility;
- d) explore and increase the provision of assistance to Contracting States which choose to implement measures contained in GIACC's basket of measures, focussing its efforts on developing States;
- e) 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 COP15 and considering in particular that (a) the principles of non-discrimination and fair and equal opportunity set forth in the Chicago Convention are fully taken into account, (b) the specific circumstances and different capabilities of each State and Region are fully taken into account, (c) only the most effective and efficient measures are chosen, (d) industry compliance is facilitated, (e) market-based measures can be coordinated and are not duplicative and (f) across border issues are addressed; and

- f) ensure that such process addresses the critical issues identified by GIACC reviewing the work already carried out within this group and is completed expeditiously and by the 37th ICAO Assembly in September 2010, in order that the framework can be applied immediately thereafter.

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