



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

BEYOND THE GIACC PROGRAM OF ACTION

(Presented by Canada, Mexico and the United States)

SUMMARY

Aviation plays a central role in the world economy. Its global greenhouse emissions, while small, are significant and growing and should be addressed appropriately. The Program of Action developed by the ICAO Group on International Aviation and Climate Change (GIACC) represents a fundamental first step for the global aviation sector to mitigate its climate change impact. However, more can and should be done beyond this comprehensive, initial program that includes fuel efficiency improvement goals through 2050, a basket of measures for States' use, and reporting by all States. Given the evolving global climate negotiations and the development of national and regional economy-wide measures to address greenhouse gas emissions, ICAO Contracting States should undertake further work to add even greater ambition into the GIACC's global sectoral approach for international aviation in time for the next ICAO Assembly in September 2010.

Action by the HLM-ENV is in paragraph 4.

1. INTRODUCTION

1.1 Aviation has become an essential element of the world's economy over the past 60 years. It is a crucial driver of economic development and a key element of the global economy. However, the contribution of aviation emissions to global greenhouse gas emissions, while small, is significant and growing and should be addressed appropriately. The Contracting States of the International Civil Aviation Organization acknowledged this at the 36th Assembly in September 2007 and created the Group on International Aviation and Climate Change (GIACC) to develop a Program of Action to address these emissions.

¹ French version provided by Canada.

1.2 The Program of Action represents a broad, initial approach, in which all States should participate to contribute to the global aspirational goals according to their respective capabilities. Having participated in the GIACC, Canada, Mexico and the United States endorse the Program of Action as a fundamental baseline from which the global aviation community should work. Indeed, the GIACC's work represents a significant accomplishment for a global sector where consensus on the need for worldwide action was reached among a diverse range of States. However, more can and should be done.

1.3 Canada, Mexico and the United States recognized this when our heads of government met in August 2009. In the North American Leaders' Declaration on Climate Change and Clean Energy, the leaders said, "We will reduce transportation emissions, including by striving to achieve carbon-neutral growth in the North American aviation sector in the context of global action."

2. PROGRAMME OF ACTION

2.1 The Program of Action includes several important components:

- a) Short-term (to 2012), medium-term (to 2020) and long-term (to 2050) global aspirational goals of two per cent annual fuel efficiency improvements. The goals are collective and do not attribute obligations to individual States.
- b) A basket of measures from which States may choose in formulating action plans to contribute to the global aspirational goals. The basket includes measures to facilitate access to assistance, particularly for developing States.
- c) Development of a mechanism under which all States submit to the Secretariat data on traffic and fuel consumption per Article 67 of the Convention on International Aviation.
- d) A recommendation to develop a CO₂ standard for new aircraft types.
- e) Encouragement of all States to develop and file with ICAO action plans outlining their respective approaches.
- f) A recommendation to establish a process for developing a framework on market-based measures applied to international aviation.

2.2 Each of these is an important part of the overall commitment expressed by all Contracting States in Appendix K of Resolution A36-22 to show "continuous leadership to international civil aviation in limiting or reducing its emissions that contribute to global climate change."

3. NEXT STEPS

3.1 The Program of Action will provide to the United Nations Framework Convention on Climate Change (UNFCCC) 15th Meeting of the Conference of the Parties (COP 15) in December 2009 important information on the firm commitment of the global aviation sector to mitigate its climate change impact while allowing for sustainable growth.

3.2 However, as described in the Program of Action and in the GIACC Chairman's Report, there is a desire to consider more ambitious goals for international aviation, reflecting in large measure the policy developments in many ICAO Contracting States. Discussions within GIACC took note of legislative and policy initiatives, already established or under consideration, in several States to address climate change across their respective economies, each of which will affect aviation. Although no consensus was reached, GIACC considered such goals of greater ambition as carbon neutral growth for international aviation and subsequent reductions in emissions. In addition, GIACC acknowledged several industry proposals and goals seeking to address the climate change impacts of international aviation.

3.3 Given the clear, broad set of climate-related decisions that are evolving rapidly at national and international levels and given the growing desire of many States to undertake action of greater ambition, we believe Contracting States, under the auspices of ICAO, should undertake further joint work to factor into the Program of Action in 2010 elements of greater ambition for consideration at the 37th Assembly in September 2010. Such work would be informed by the outcome of COP 15.

4. ACTION BY THE HLM-ENV

4.1 The HLM-ENV is invited to:

- a) affirm the Program of Action as endorsed by the Council;
- b) recommend that the President of the Council establish a process to further develop the Program of Action by the 37th Assembly, reflecting more ambitious action and informed by the outcome of the UNFCCC COP 15 meeting; and
- c) recommend that the process result in a report by the participant States to the 37th Assembly on more ambitious goals and actions, including:
 - 1) a framework for market-based measures;
 - 2) plans of action; and
 - 3) financial considerations.

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