



WORKING PAPER

ASSEMBLY — 42ND SESSION

EXECUTIVE COMMITTEE

Agenda Item 16: Environmental Protection – International Aviation and Climate Change

Agenda Item 17: Environmental Protection - Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)

**SUPPORTING POLICIES AND PRACTICES FOR THE
ICAO CAAF/3 ROADMAP AND CORSIA IMPLEMENTATION**

(Presented by the State of Qatar)

EXECUTIVE SUMMARY

This working paper highlights the views of the State of Qatar to support the successful implementation of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) and the Third International Civil Aviation Organization (ICAO) Conference on Aviation and Alternative Fuels (CAAF/3) roadmap. It emphasizes the importance of deployment of CORSIA Eligible Fuels (CEF) — including Sustainable Aviation Fuels (SAF) and Lower Carbon Aviation Fuels (LCAF) — while addressing the barriers and avoid imposing unnecessary financial burdens on airlines due a patchwork and fragmented regulatory landscape, where differing national or regional rules could lead to compliance complexity and duplication of efforts.

Action: The Assembly is invited to take note of this working paper and consider the following points, if possible, as part of the ICAO Resolution for *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate Change*:

- a) request ICAO Council to assist the Member States on guidance materials for the issuance of Letter of Authorization (LoA) for CORSIA Emission Eligible Units (CEEU);
- b) request ICAO Council to work in collaboration with the Member States, as part of the ICAO Assistance, Capacity-building and Training (ACT) programme, to increase the number of CORSIA Approved Sustainability Certification Schemes (SCS) for SAF/LCAF;
- c) urge the ICAO Council to develop guidelines and accelerate the approval processes for standards to certify CEFs submitted by the SCS, especially for the LCAF; and
- d) encourage ICAO Council and Member States to explore mechanisms for a global recognition for SAF/LCAF certification, instead of patchwork of regulatory framework.

<i>Strategic Goals:</i>	This working paper relates to the Strategic Goal – <i>Aviation is Environmentally Sustainable</i>
<i>Financial implications:</i>	Resources in the ICAO 2026 – 2028 Regular Budget and/or from extra budgetary contributions.

<i>References:</i>	• Doc 10201, Third ICAO Conference on Aviation and Alternative Fuels (CAAF/3) Report • ICAO Assembly Resolution, Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate Change
--------------------	--

1. INTRODUCTION

1.1 The State of Qatar welcomes the leadership and commitment of International Civil Aviation Organization (ICAO) and the aviation sector to continue working in collaboration to address CO₂ emissions from international aviation and contribute to tackle climate with a robust basket of measures, including cleaner fuels and the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA).

1.2 Since the historical ICAO global Market-Based Measure (MBM) agreement in 2016, CORSIA became a cornerstone of global aviation climate policy for the international aviation with the participation of 129 Member States as of 2025. The role of ICAO has been crucial to develop the critical elements required for the CORSIA successful implementation while working with Member States to establish mechanism for environmental integrity. However, the long-term success of CORSIA depends heavily on two foundational elements: CORSIA Eligible Emission Units (CEEUs) and CORSIA Eligible Fuels (CEFs).

2. CORSIA Eligible Emission Units (CEEUs):

2.1 The CEEUs represent certified carbon offsets that adhere to ICAO's robust sustainability eligibility framework and must be formally authorized by host countries through corresponding adjustments.

2.2 As member of the ICAO Council and Technical Advisory Body (TAB), the State of Qatar recognised the important progress achieved to expand the availability of eligible emissions units and increase the confidence in the scheme's robustness and its integration with international carbon markets. Nevertheless, it is important to emphasize the critical role of ICAO Member States in supporting CORSIA's implementation, which includes:

- reducing barriers and explore mechanism to harmonize carbon market mechanism (e.g. Emissions Trading System (ETS) and CORSIA) to prevent double counting and/or double compensation that could lead in commercial disadvantage, market distortion or unfair in specific routes;
- encouraging the development of projects that meet the robust ICAO eligibility criteria to generate CORSIA-eligible units; and
- establish processes to expedite the Letters of Authorization (LoA) and incorporate the Corresponding Adjustments (CAs) mechanism(s).

3. CORSIA Eligible Fuels (CEFs): Lower Carbon Aviation Fuel (LCAF) and Sustainable Aviation Fuel (SAF)

3.1 SAF and LCAF, known as CORSIA eligible fuels, are one five implementation element ICAO Annex 16 vol. IV - *Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)* and crucial part of the ICAO basket of measures to reduce aviation emissions.

3.2 The ICAO Global Framework for SAF, LCAF, and other Aviation Cleaner Energies, aims to reduce CO₂ emissions from international aviation by 5% by 2030 using these cleaner fuels. To achieve this goal, the certification process plays a crucial role in ensuring that SAF/LCAF meets sustainability criteria, including life-cycle greenhouse gas emission reductions. However, the key challenge remains as there are

limited CORSIA-approved Sustainability Certification Schemes (SCS) for SAF and LCAF and SCS standards have yet been approved for LCAF, hindering broader implementation.

3.3 LCAF is defined in Annex 16 Vol IV as a “A fossil-based aviation fuel that meets the CORSIA Sustainability Criteria: including at least a 10 per cent lower life cycle emissions than the baseline (i.e., 89 gCO_{2e}/MJ baseline). The Technologies supporting LCAF production are well identified such as low carbon intensity electricity, Carbon Capture and Sequestration (CCS), and renewable and low carbon intensity hydrogen. Many technologies are fully available and can be immediately implemented, including best-in-class practices in cutting venting, flaring and managing fugitive emissions, particularly for methane (well known as being more than 25 times as potent as carbon dioxide at trapping heat in the atmosphere). On this basis, LCAF will become commercially available with a sharp production increase well before 2030, which will not only support a short-term path to reducing aviation fuel Greenhouse gas (GHG) emissions, but will also precede the marketing of increasing volumes of SAF which need to be blended with conventional Jet-Fuel.

3.4 ICAO and the Member States have a critical role to harmonize the regulatory frameworks for supporting and simplifying the processes required for air carriers to claim environmental benefits/attributes, as well as, establishing a global cooperative framework for:

- mutual SAF/LCAF recognition between CORSIA and regional/national certification frameworks to reduce the barriers and accelerate the deployment and use of CEFs at commercial scale.
- adoption/development of a robust and harmonized SAF Registry to simplify the reporting mechanism of CEFs claim of its environmental attributes.
- avoiding a fragmented patchwork of SAF mandates that could enforce unnecessary financial burdens on the aviation industry, undermining the investments to accelerate the production of SAF and LCAF.

3.5 The State of Qatar reaffirm its strong commitment to continued collaboration on SAF/LCAF and reaffirm its recognition for the extensive amount of work and efforts to support the use of SAF/LCAF at commercial scale that have been undertaken by the ICAO, the Member States and the different groups of experts, particularly the CAEP Working Group 5 (WG5) and Sustainability Certification Schemes Evaluation Group (SCSEG).

— END —