



A42-WP/649
EX/285
26/9/25

ASSEMBLY — 42ND SESSION

EXECUTIVE COMMITTEE

DRAFT TEXT FOR THE REPORT ON AGENDA ITEM 17

The attached material on Agenda Item 17 is submitted for consideration by the Executive Committee.

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

17.1 At its fifth meeting, the Executive Committee considered the subject of environmental protection on the basis of progress reports by the Council on the implementation of Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), and considered the Council's proposals to update Assembly Resolution A41-22, *Consolidated statement of continuing ICAO policies and practices related to environmental protection – CORSIA* (WP/28). In addition, there were 12 papers submitted by States and Observers: WPs 103, 112 Revision No. 1, 114, 122, 219, 249, 263, 294, 295, 322, 382 Revision No. 1 and 576.

17.2 In WP/28, the Council reported on progress made by ICAO since the 41st Session of the Assembly regarding CORSIA, including the updates of CORSIA-related Standards and Recommended Practices (SARPs) and other relevant implementation elements, and the implementation support provided under the ICAO Assistance, Capacity-building and Training for CORSIA (ACT-CORSIA) programme, as well as the 2025 periodic review of CORSIA, reflecting that CORSIA implementation is on track and continues to proceed as had been anticipated at the time of its adoption in 2016. In addition, the Council proposed revisions to Resolution A41-22, in light of developments since the last Assembly.

17.3 In WP/112, Revision No. 1, China presented its position on measures for international aviation CO₂ emissions reduction and its views on the importance of the market-based measures (MBMs) approach to achieving decarbonization in international aviation, in particular CORSIA. The paper proposed that the adjusted CORSIA baseline adopted by the 41st Session of the Assembly be revised through subsequent periodic assessment that includes, in addition to the description of the international aviation emissions and offsetting supply and demand, a methodology with a system of assessment indicators based on the guiding principles for the design and implementation of MBMs.

17.4 In WP/263, India expressed its views on CORSIA, in particular regarding the need to develop additional procedural guidance for States on the treatment of complex organizational changes for aeroplane operators such as mergers, demergers, splits and acquisitions in the context of CORSIA compliance. The paper proposed to include safeguard mechanisms for such scenarios to uphold transparency and consistency in emissions accounting and offsetting obligations in CORSIA and to enhance the capacity-building and best practices sharing on emissions reporting under CORSIA.

17.5 In WP/294, Pakistan presented its views on CORSIA, in particular on the application of the revised baseline and its potential economic implications to developing States. In this context, the paper noted that CORSIA offsetting requirements introduce additional costs for operators, especially due to the procurement of CORSIA eligible fuels (CEFs) and CORSIA eligible emissions units (CEEUs). The paper proposed to review the eligibility of CEFs by expanding the acceptable feedstocks, and to expand the list of CEEUs by including offsets generated under Article 6.4 Mechanism.

17.6 In WP/219, Qatar recognized the importance of CORSIA as the cornerstone of global climate policy for international aviation, in particular the role of CEFs and CEEUs and the significance of their effective implementation. The paper also highlighted the critical role of ICAO Member States in supporting CORSIA implementation and proposed a series of actions to increase the availability of CEFs

and CEEUs, namely: ensuring the issuance of Letters of Authorization for CEEUs; and preventing double-counting and double compensation between CORSIA and other schemes.

17.7 In WP/103, the United Arab Emirates (UAE) expressed its support for the continued implementation of CORSIA, the relevance of the CORSIA Central Registry (CCR) to report CORSIA data while also mentioning some challenges to manage the CO₂ emissions data volume, particularly in the case of States with multiple operators. The paper presented a proposal for a digital platform to be developed by the UAE that enables aggregation and reporting of national emissions data, and offered support to States interested in implementing similar platforms.

17.8 In WP/295, the Arab Civil Aviation Organization (ACAO), on behalf of 21 Arab States¹, presented its Members' views on the current and future implementation of CORSIA, reaffirming CORSIA's role as the only global MBM to address CO₂ emissions from international aviation. The paper expressed concerns in relation to having other regional or unilateral MBMs, as well as proposals to impose taxes on the aviation sector to be used as a source of climate finance, which will affect the effective implementation of CORSIA. The paper also showcased the active engagement by the ACAO Member States participating in CORSIA, the role of the ICAO ACT-CORSIA programme and the need for a coordinated approach that ensure the supply of CEEUs, including the issuance of Letters of Authorization.

17.9 In WP/122, the African Civil Aviation Commission (AFCAC), on behalf of 54 African States², expressed its Members' support for the continued and robust implementation of CORSIA as the only global MBM for international aviation. The paper presented the progress in the CORSIA implementation by the AFCAC Member States, highlighting that the number of CORSIA volunteer States from Africa has steadily increased throughout CORSIA's Pilot Phase and First Phase. The paper also elaborated on the possible challenges to have other regional MBMs and taxes/levies that would impose additional Monitoring, Reporting and Verification (MRV) or other overlapping requirements, which also may lead to unfair competition between aeroplane operators from developing States. The paper expressed support for the ICAO ACT-CORSIA programme and underscored the need for continuous support on capacity-building to African States.

17.10 In WP/249, Canada, Costa Rica, the Dominican Republic, Equatorial Guinea, Ghana, Japan, Kenya, Papua New Guinea, Republic of Korea, Rwanda, the European Civil Aviation Conference (ECAC) and its Member States³, and the European Union (EU) and its Member States⁴, co-sponsored by Mexico, presented the views of the members of the International Aviation Climate Ambition Coalition (IACAC), including their commitment to CORSIA as the only global MBM for international aviation. The paper recognized the significant progress in CORSIA implementation since the 41st Session of the

¹ Algeria, Bahrain, Comoros, Djibouti, Egypt, Iraq, Jordan, Kuwait, Lebanon, Libya, Mauritania, Morocco, Oman, Qatar, Saudi Arabia, Somalia, Sudan, Syrian Arab Republic, Tunisia, United Arab Emirates and Yemen.

² Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cabo Verde, Central African Republic, Chad, Comoros, Congo, Côte d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Eswatini, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, São Tomé and Príncipe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe.

³ Albania, Armenia, Austria, Azerbaijan, Belgium, Bosnia and Herzegovina, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Georgia, Germany, Greece, Hungary, Iceland, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Monaco, Montenegro, Netherlands, North Macedonia, Norway, Poland, Portugal, Republic of Moldova, Romania, San Marino, Serbia, Slovakia, Slovenia, Spain, Sweden, Switzerland, Türkiye, Ukraine and United Kingdom.

⁴ Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, Finland, France, Germany, Greece, Hungary, Ireland, Italy, Latvia, Lithuania, Luxembourg, Malta, Netherlands, Poland, Portugal, Romania, Slovakia, Slovenia, Spain and Sweden.

Assembly and encouraged all ICAO Member States to participate in the scheme as soon as practicable. The paper also highlighted the need for an effective collaboration among relevant national authorities for the timely issuance of host country attestations for CEEUs.

17.11 In WP/382, Revision No. 1, the Air Transport Action Group (ATAG), co-sponsored by Airports Council International (ACI), the International Business Aviation Council (IBAC) and the International Coordinating Council of Aerospace Industries Associations (ICCAIA), reaffirmed the air transport industry's support for CORSIA as the only global MBM applying to CO₂ emissions from international aviation, and expressed the view that taxes and levies should be avoided. The paper acknowledged the significant contribution of the ICAO ACT-CORSIA programme to support States in CORSIA implementation.

17.12 In WP/322, the International Air Transport Association (IATA), co-sponsored by the Dominican Republic, Malaysia and Singapore, recognized CORSIA as an essential element of the basket of measures to address CO₂ emissions from international aviation, and highlighted the importance of having CORSIA established as the only MBM for the international aviation sector, avoiding any unilateral or regional MBMs that could create a duplication of regulatory obligations, as well as taxes and levies that could lead to additional administrative and financial burden for aeroplane operators. The paper encouraged more States to participate in CORSIA to increase the scheme's coverage of the international aviation CO₂ emissions, and to continue with its successful implementation. The paper also highlighted the need for host countries to issue Letters of Authorization to upscale the supply of CEEUs to ensure that aeroplane operators will meet their offsetting requirements under CORSIA in a cost-effective manner.

17.13 The Committee noted information papers WP/114 by Cuba reiterating its support for CORSIA and for the continuation of the ICAO ACT-CORSIA programme, and WP/576 by Malaysia on effective CORSIA implementation and aviation decarbonization.

17.14 The Committee acknowledged the substantial progress achieved, including the robust implementation of CORSIA and its CO₂ emissions Monitoring, Reporting and Verification (MRV) requirements by States and aeroplane operators, in accordance with the Standards and Recommended Practices for CORSIA implementation as contained in Annex 16, Volume IV to the *Convention on International Civil Aviation*, and welcomed the timely development and updates of CORSIA implementation elements by the Council, including CORSIA eligible fuels, CORSIA eligible emissions units, and CORSIA Central Registry. The Committee also welcomed the continued success of the ICAO ACT-CORSIA programme, with the contributions and engagement of Member States, and requested States to continue to engage in and support the programme.

17.15 The Committee noted the request by a State to develop additional procedural guidance for States regarding the treatment of complex organizational changes of aeroplane operators such as mergers, demergers, splits and acquisitions in the context of CORSIA compliance. The Committee also noted the clarification that the ICAO Council's Committee on Aviation Environmental Protection (CAEP) had developed initial guidance on matters related to the allocation of the CORSIA baseline and calculation of offsetting requirements in cases of mergers and acquisitions of aeroplane operators. The Committee supported the proposed way forward for CAEP to give due consideration to additional possible scenarios with a view to develop further guidance on this matter, for inclusion in future editions of the *Environmental Technical Manual* (Doc 9501), Volume IV.

17.16 The Committee noted the work undertaken by a State on the development of a digital platform for the aggregation and reporting of CO₂ emissions data for its submission to the CORSIA Central Registry (CCR), and welcomed the offer by the said State to support the implementation of similar platforms in other States. The Committee supported the proposed way forward for the said State to work with the ICAO Secretariat to explore the feasibility of possible collaborations on this matter, including as part of the ICAO ACT-CORSIA programme.

17.17 Regarding the 2025 CORSIA periodic review, it was clarified that the Council conducted the review, with the technical contribution of CAEP, building upon the process followed for the first CORSIA review in 2022, and with a focus on the supply, demand and price of CORSIA eligible fuels and CORSIA eligible emissions units. It was also clarified that the outcome of the 2025 CORSIA periodic review shows the estimated cost of CORSIA implementation to be within the range provided by previous CAEP analyses, including the one considered at the time of the CORSIA agreement by the 39th Session of the ICAO Assembly in 2016. Emphasis was placed on the harmonized approach under CORSIA to ensure the quality of CORSIA eligible fuels and CORSIA eligible emissions units, through the CORSIA sustainability criteria and the CORSIA emissions unit eligibility criteria, respectively, as referenced in Annex 16, Volume IV. In this regard, the Committee requested the Council, with the technical contribution of CAEP, to continue to regularly assess and monitor the supply, demand and price of CORSIA eligible fuels and CORSIA eligible emissions units, while ensuring their sustainability and quality.

17.18 The Committee encouraged States and other relevant stakeholders to rapidly scale up the production and certification of CORSIA eligible fuels and urged the Council, with the technical contribution of CAEP, to accelerate the certification and approval of the sustainability of feedstocks and pathways, in order to maximize scalability and increase opportunities for States in all regions for an inclusive decarbonization of the international aviation sector. It recognized the critical importance of Letters of Authorization to facilitate the access and availability of CORSIA eligible emissions units to aeroplane operators, and encouraged governments hosting activities that generate CORSIA eligible emissions units to expedite the issue of such letters.

17.19 The Committee encouraged more States to participate voluntarily in CORSIA to increase its environmental integrity, as the only global scheme for international aviation, highlighting paragraph 18 of draft Assembly Resolution attached to WP/28, which states that “*CORSIA is the only global market-based measure applying to CO₂ emissions from international aviation so as to avoid a possible patchwork of duplicative State or regional MBMs, thus ensuring that international aviation CO₂ emissions should be accounted for only once*”. In this regard, the Committee expressed an overwhelming concern with an increasing number of initiatives to collect taxes from international aviation for the mobilization of revenue for climate change and other purposes, as called for by paragraph 16 of Assembly Resolution A41-21 on climate change, noting that similar concerns were raised in some papers under Agenda Items 16 and 26. The Committee recognized that such initiatives would represent duplicative market-based measures, leading to double-charging for aviation CO₂ emissions, and negatively impacting the implementation of CORSIA and ultimately the LTAG.

17.20 The Committee agreed to recommend that the Assembly adopt the following Resolution:

Resolution 17/1: Consolidated statement of continuing ICAO policies and practices related to environmental protection - Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)

Whereas Assembly Resolution A38-18 decided to develop a global market-based measure (GMBM) scheme for international aviation, for decision by the 39th Session of the Assembly;

Recalling that Assembly Resolution A38-18 requested the Council, with the support of Member States, to identify the major issues and problems, including for Member States, and make a recommendation on a GMBM scheme that appropriately addresses them and key design elements, including a means to take into account special circumstances and respective capabilities, and the mechanisms for the implementation of the scheme from 2020 as part of a basket of measures which also include technologies, operational improvements and sustainable aviation fuels to achieve ICAO's global aspirational goals;

Whereas Assembly Resolution A39-3 decided to implement a GMBM scheme in the form of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) as part of a basket of measures which also include aircraft technologies, operational improvements and sustainable aviation fuels to achieve ICAO's global aspirational goals;

Recognizing that ICAO is the appropriate forum to address emissions from international aviation, and the significant amount of work undertaken by the Council, its Climate and Environment Committee (CEC), its Technical Advisory Body (TAB) and its Committee on Aviation Environmental Protection (CAEP) to support the implementation of CORSIA;

Welcoming the adoption of the ~~second first~~ edition of Annex 16 – *Environmental Protection*, Volume IV – *Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)*, the provisions of which include Monitoring, Reporting and Verification (MRV) procedures for CORSIA;

Also welcoming the publication of the ~~third second~~ edition of *Environmental Technical Manual* (ETM, Doc 9501), Volume IV – *Procedures for demonstrating compliance with the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)*;

Welcoming the progress made for the development and update of ICAO CORSIA Implementation Elements, which are reflected in 14 ICAO documents directly referenced in Annex 16, Volume IV, containing materials that are approved by the Council, and are essential for the implementation of CORSIA;

Also welcoming the establishment by the Council of the Technical Advisory Body (TAB), with the mandate to make recommendations to the Council on the CORSIA eligible emissions units;

Recognizing the importance of a coordinated approach for capacity building activities by ICAO and its Member States, in cooperation with the aviation industry, to support the implementation of CORSIA, in particular through the ICAO Assistance, Capacity-building and Training for CORSIA (ACT-CORSIA) programme that includes the organization of seminars, development of outreach materials, and establishment of CORSIA partnerships among States, which have been instrumental to the successful implementation of MRV requirements by States and reporting of annual CO₂ emissions to the CORSIA Central Registry;

Welcoming the increasing number of announcements by Member States of their intention to voluntarily participate in CORSIA in the pilot phase from 2021, with the voluntary participation of 88 States for 2021, 107 States for 2022, and 115 States for 2023, 126 States for 2024, 129 States for 2025 and 130 States for 2026;

Recognizing that strong capacity-building activities can facilitate the decision of Member States to voluntarily participate in CORSIA;

~~*Recalling* the decision of the Council (June 2020) on the use of 2019 emissions instead of 2020 emissions for the implementation of relevant CORSIA design elements (i.e. CORSIA baseline, reference year for calculating an aeroplane operator's offsetting requirements, and new entrant threshold) during the pilot phase, in light of the COVID-19 pandemic and providing safeguards against inappropriate economic burden on aeroplane operators;~~

~~*Recalling*~~ *Recognizing* the completion of the 2022 periodic review of CORSIA by the Council with the technical contribution of CAEP, including the analyses on the impact of the COVID-19 pandemic and its CO₂ recovery scenarios to the demand, supply and cost of CORSIA offsetting requirements, and associated adoption of Assembly Resolution A41-22 with the adjustments of relevant CORSIA design elements, such as on the CORSIA baseline and calculation of an aeroplane operator's offsetting requirements during and beyond the pilot phase;

Noting the support of the aviation industry for CORSIA as a single global carbon offsetting scheme, as opposed to a patchwork of State and regional MBMs, as a cost-effective measure to complement a broader package of measures including technology, operations and infrastructure measures;

Recognizing that MBMs should not be duplicative and international aviation CO₂ emissions should be accounted for only once;

Emphasizing that the decision by the 39th Session of the Assembly to implement the CORSIA reflects the strong support of Member States for a global solution for the international aviation industry, as opposed to a possible patchwork of State and regional MBMs;

Reaffirming the concern with the use of international civil aviation as a potential source for the mobilization of revenue for climate finance to the other sectors, and that MBMs should ensure the fair treatment of the international aviation sector in relation to other sectors;

Recalling the United Nations Framework Convention on Climate Change (UNFCCC) and the Paris Agreement and *acknowledging* its principle of common but differentiated responsibilities and respective capabilities, in light of different national circumstances;

Also acknowledging the principles of non-discrimination and equal and fair opportunities to develop international aviation set forth in the Chicago Convention;

Recognizing that the work related to CORSIA and its implementation will contribute to the achievement of the goals set out in the Paris Agreement adopted under the UNFCCC;

Whereas the UNFCCC and its Kyoto Protocol and the Paris Agreement provide for mechanisms, such as

the Clean Development Mechanism (CDM) under the Kyoto Protocol and a new market mechanism the Paris Agreement Crediting Mechanism (PACM) under the Paris Agreement, to contribute to the mitigation of GHG emissions to support sustainable development, which benefit developing States in particular;

~~Welcoming the cooperation between the UNFCCC and ICAO on the development of CDM methodologies for aviation;~~

Recognizing that this Resolution does not set a precedent for or prejudice the outcome of negotiations under the UNFCCC, the Paris Agreement, or other international agreements, nor represent the position of the Parties to the UNFCCC, the Paris Agreement, or other international agreements;

The Assembly:

1. *Resolves* that this Resolution, together with Resolution ~~A42-xxA41-20~~: *Consolidated statement of continuing ICAO policies and practices related to environmental protection - General provisions, noise and local air quality* and Resolution ~~A42-xxA41-21~~: *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate change*, supersede Resolutions ~~A41-20, A41-21 and A41-22A40-17, A40-18 and A40-19~~ and constitute the consolidated statement of continuing ICAO policies and practices related to environmental protection;
2. *Acknowledges* the progress achieved on all elements of the basket of measures available to address CO₂ emissions from international aviation, including aircraft technologies, operational improvements, sustainable aviation fuels and CORSIA, and *affirms* the preference for the use of aircraft technologies, operational improvements and sustainable aviation fuels that provide the environmental benefits within the aviation sector;
3. *Also acknowledges* that, despite this progress, the environmental benefits from aircraft technologies, operational improvements and sustainable aviation fuels may not deliver sufficient CO₂ emissions reductions to address the growth of international air traffic, in time to achieve the global aspirational goal of keeping the global net CO₂ emissions from international aviation from 2020 at the same level;
4. *Emphasizes* the role of CORSIA to complement a broader package of measures to achieve the global aspirational goal, without imposing inappropriate economic burden on international aviation;
5. *Recalls* its decision at the 39th Session to implement a GMBM scheme in the form of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) to address any annual increase in total CO₂ emissions from international civil aviation (i.e. civil aviation flights that depart in one country and arrive in a different country) above the 2020 levels, taking into account special circumstances and respective capabilities;
6. *Requests* the Council to continue to ensure all efforts to make further progress on aircraft technologies, operational improvements and sustainable aviation fuels be taken by Member States and reflected in their action plans to address CO₂ emissions from international aviation, and to monitor and report the progress on implementation of action plans, and that a methodology should be developed to ensure that an aeroplane operator's offsetting requirements under the scheme in a given year can be reduced through the use of CORSIA eligible fuels (i.e. CORSIA sustainable aviation fuels and CORSIA lower

carbon aviation fuels), so that all elements of the basket of measures are reflected;

7. *Requests* the Council to continuously monitor the implementation of all elements of the basket of measures, and consider the necessary policies and actions to ensure that progress is achieved in all of the elements in a balanced way with an increasing percentage of emissions reductions accruing from non-MBM measures over time;

8. *Acknowledges* special circumstances and respective capabilities of States, in particular developing States, in terms of vulnerability to the impacts of climate change, economic development levels, and contributions to international aviation emissions, among other things, while minimizing market distortion;

9. *Recalls* its decision at the 39th Session on the use of a phased implementation for the CORSIA to accommodate the special circumstances and respective capabilities of States, in particular developing States, while minimizing market distortion, as follows:

- a) Pilot phase applies from 2021 through 2023 to States that have volunteered to participate in the scheme. States participating in this phase may determine the basis of their aeroplane operator's offsetting requirements from paragraph 11 e) i) below;
- b) First phase applies from 2024 through 2026 to States that voluntarily participate in the pilot phase, as well as any other States that volunteer to participate in this phase, with the calculation of offsetting requirements in paragraph 11 a) below;
- c) All States are strongly encouraged to voluntarily participate in the pilot phase and the first phase, noting that developed States, which have already volunteered, are taking the lead, and that several other States have also volunteered;
- d) The Secretariat will make public on the ICAO website updated information on the States that volunteered to participate in the pilot phase and first phase;
- e) Second phase applies from 2027 through 2035 to all States that have an individual share of international aviation activities in RTKs in year 2018 above 0.5 per cent of total RTKs or whose cumulative share in the list of States from the highest to the lowest amount of RTKs reaches 90 per cent of total RTKs, except Least Developed Countries (LDCs), Small Island Developing States (SIDS) and Land Locked Developing Countries (LLDCs) unless they volunteer to participate in this phase;
- f) States that are exempted or have not yet participated are strongly encouraged to voluntarily participate in the scheme as early as possible, in particular those States that are members of a regional economic integration organization. States who decide to voluntarily participate in the scheme, or decide to discontinue the voluntary participation from the scheme, may only do so from 1 January in any given year and they shall notify ICAO of their decision by no later than 30 June of the preceding year; and
- g) Starting in 2022, the Council will conduct a review of the implementation of the CORSIA every three years, including its impact on the growth of international aviation, which serves as an important basis for the Council to consider whether it is necessary to make adjustments to

the next phase or compliance cycle and, as appropriate, to recommend such adjustments to the Assembly for its decision;

10. *Recalls* its decision at the 39th Session that the CORSIA shall apply to all aeroplane operators on the same routes between States with a view to minimizing market distortion, as follows:

- a) all international flights on the routes between States, both of which are included in the CORSIA by paragraph 9 above, are covered by the offsetting requirements of the CORSIA;
- b) all international flights on the routes between a State that is included in the CORSIA and another State that is not included in the CORSIA by paragraph 9 above are exempted from the offsetting requirements of the CORSIA, while retaining simplified reporting requirements; and
- c) all international flights on the routes between States, both of which are not included in the CORSIA by paragraph 9 above, are exempted from the offsetting requirements of the CORSIA, while retaining simplified reporting requirements;

11. *Recalls* its decision at the 39th Session and *further decision at the 41st Session* ~~*further decides*~~ that the amount of CO₂ emissions required to be offset by an aeroplane operator in a given year from 2021 is calculated every year as follows:

- a) an aeroplane operator's offset requirement = [% sectoral × (an aeroplane operator's emissions covered by CORSIA in a given year × the sector's growth factor in the given year)] + [% individual × (an aeroplane operator's emissions covered by CORSIA in a given year × that aeroplane operator's growth factor in the given year)];
- b) where the sector's growth factor from 2021 through 2023 = (total emissions covered by CORSIA in the given year – total emissions covered by CORSIA in 2019) / total emissions covered by CORSIA in the given year, and the sector's growth factor from 2024 through 2035 = (total emissions covered by CORSIA in the given year – 85% of total emissions covered by CORSIA in 2019) / total emissions covered by CORSIA in the given year;
- c) where the aeroplane operator's growth factor from 2033 through 2035 = (the aeroplane operator's emissions covered by CORSIA in the given year – 85% of the aeroplane operator's emissions covered by CORSIA in 2019) / the aeroplane operator's emissions covered by CORSIA in the given year;
- d) where the % sectoral = (100% – % individual) and;
- e) where the % sectoral and % individual will be applied as follows:
 - i) from 2021 through 2023, 100% sectoral and 0% individual, though each participating State may choose during this pilot phase whether to apply this to:
 - a) an aeroplane operator's emissions covered by CORSIA in a given year, as stated above, or
 - b) an aeroplane operator's emissions covered by CORSIA in 2019;

- ii) from 2024 through 2026, 100% sectoral and 0% individual;
 - iii) from 2027 through 2029, 100% sectoral and 0% individual;
 - iv) from 2030 through 2032, 100% sectoral and 0% individual;
 - v) from 2033 through 2035, 85% sectoral and 15% individual;
- f) the aeroplane operator's emissions and the total emissions covered by CORSIA in the given year do not include emissions exempted from the scheme in that year;
- g) the scope of emissions in paragraphs 11 b) and 11 c) above will be recalculated at the start of each year to take into account routes to and from all States that will be added due to their voluntary participation or the start of a new phase or compliance cycle;
12. *Recalls* its decision at the 39th Session and ~~further decision at the 41st Session~~ *further decides* that a new entrant¹ is exempted from the application of the CORSIA for three years or until the year in which its annual emissions exceed 0.1 per cent of total emissions in 2019, whichever occurs earlier. From the subsequent year, the new entrant is included in the scheme and treated in the same way as the other aeroplane operators;
13. *Recalls* its decision at the 39th Session that, notwithstanding with the provisions above, the CORSIA does not apply to low levels of international aviation activity with a view to avoiding administrative burden: aeroplane operators emitting less than 10 000 metric tonnes of CO₂ emissions from international aviation per year; aeroplanes with less than 5 700 kg of maximum take-off mass (MTOM); or humanitarian, medical and firefighting operations;
14. *Recalls* its decision at the 39th Session that the emissions that are not covered by the scheme, as the results of phased implementation and exemptions, are not assigned as offsetting requirements of any aeroplane operators included in the scheme;
15. *Recalls* its decision at the 39th Session on a three-year compliance cycle, starting with the first cycle from 2021 to 2023, for aeroplane operators to reconcile their offsetting requirements under the scheme, while they report the required data to the authority designated by the aeroplane operator's State of registry every year;
16. *Recalls* its decision at the 39th Session on the need to provide for safeguards in the CORSIA to ensure the sustainable development of the international aviation sector and against inappropriate economic burden on international aviation, and *requests* the Council to decide the basis and criteria for triggering such action and identify possible means to address these issues;
17. *Recalls* its decision at the 39th Session that a periodic review of the CORSIA is undertaken by the Council, with the technical contribution of CAEP, for consideration by the Assembly, every three years from 2022 for the purpose referred to in paragraph 9 g) above and to contribute to the sustainable development of the international aviation sector and the effectiveness of the scheme, and *requests* the

¹ A new entrant is defined as any aeroplane operator that commences an aviation activity falling within the scope of Annex 16, Volume IV on or after its entry into force and whose activity is not in whole or in part a continuation of an aviation activity previously performed by another aeroplane operator.

Council to develop a methodology and timeline to conduct such reviews. This will involve, inter alia:

- a) assessment of: progress towards achieving ICAO's global aspirational goal; the scheme's market and cost impact on States and aeroplane operators and on international aviation; and the functioning of the scheme's design elements;
- b) consideration of the scheme's improvements that would support the purpose of the Paris Agreement, in particular its long-term temperature goals; and update the scheme's design elements to improve implementation, increase effectiveness, and minimize market distortion, taking into account the consequential impact of changing the scheme's design elements, e.g. to MRV requirements; and
- c) a special review by the end of 2032 on termination of the scheme, its extension or any other improvements of the scheme beyond 2035, including consideration of the contribution made by aircraft technologies, operational improvements and sustainable aviation fuels towards achieving ICAO's environmental objectives;

18. *Determines* that the CORSIA is the only global market-based measure applying to CO₂ emissions from international aviation so as to avoid a possible patchwork of duplicative State or regional MBMs, thus ensuring that international aviation CO₂ emissions should be accounted for only once;

19. *Requests* the following actions be taken for implementation of the CORSIA:

- a) the Council, with the technical contribution of CAEP, to update Annex 16, Volume IV and the Environmental Technical Manual, Volume IV, as appropriate;
- b) the Council, with the technical contribution of CAEP, to continue to develop and update the ICAO CORSIA documents referenced in Annex 16, Volume IV related to: ICAO CORSIA CO₂ Estimation and Reporting Tool; CORSIA eligible fuels; CORSIA emissions units criteria (EUC); and CORSIA Central Registry, as appropriate;
- c) the Council to develop and update the ICAO CORSIA document referenced in Annex 16, Volume IV related to the eligible emissions units for use by the CORSIA, considering the recommendations of the TAB;
- d) the Council to maintain and update the CORSIA Central Registry under the auspices of ICAO to enable the reporting of relevant information from Member States to ICAO;
- e) the Council to continue to oversee the implementation of the CORSIA, with support provided by the CEC and CAEP, as appropriate; and
- f) Member States to take the necessary action to ensure that national policies and regulatory frameworks are established for the compliance and enforcement of the CORSIA, in accordance with the timeline set forth by Annex 16, Volume IV;

20. *Recalls* its decision at the 39th Session that emissions units generated from mechanisms established under the UNFCCC and its Kyoto Protocol and the Paris Agreement Crediting Mechanism (PACM) are eligible for use in CORSIA, provided that they align with decisions by the Council, with the technical

contribution of TAB and CAEP, including on avoiding double-counting and on eligible vintage and timeframe;

21. *Decides* that ICAO and Member States take all necessary actions in providing the capacity building and assistance and building partnerships for implementation of the CORSIA, in accordance with the timeline set forth in Annex 16, Volume IV, including through the ICAO Assistance, Capacity-building and Training for CORSIA (ACT-CORSIA) programme that includes the organization of seminars, development of outreach materials, and establishment of CORSIA partnerships among States, while emphasizing the importance of a coordinated approach under the umbrella of ICAO for undertaking capacity building and assistance activities;
22. *Recalls* its decision at the 39th Session that the CORSIA will use emissions units that meet the Emissions Unit Criteria (EUC) in paragraph 19 above;
23. *Requests* the Council to promote the use of emissions units generated that benefit developing States, and *encourages* States to develop domestic aviation-related projects; and
24. *Requests* the Council to explore further development of aviation-related methodologies for use in offsetting programmes, including mechanisms or other programmes under the Paris Agreement, and *encourages* States to use such methodologies in taking actions to reduce aviation CO₂ emissions, which could further enable the use of credits generated from the implementation of such programmes by the CORSIA, without double-counting of emissions reduction.

— END —