



理事会 — 第 235 届会议

第十次会议

(2025 年 6 月 27 日，星期五，10 时和 14 时 30 分，理事会会议厅)

决定摘要

公开会议

审查航空环境保护委员会第十三次会议 (CAEP/13) 的报告

1. 理事会根据 C-WP/15725 号工作文件审议了该项目，该文件介绍了 2025 年 2 月 17 日至 28 日以虚拟方式召开的航空环境保护委员会第十三次会议 (CAEP/13) 的结果。理事会还分别审议了空中航行委员会 (ANC) 就此所做的口头报告 (第 1 号修改稿) 以及气候和环境委员会 (CEC) 的口头报告。

2. 经过审议，理事会：

- a) 赞扬航空环保委员会在上一个三年期开展的重要技术工作，并强调其未来工作方案对于 CAEP/14 的重要性，特别是实施 LTAG 监测和报告 (LMR) 方法、审议非二氧化碳航空排放的影响以及 CORSIA 定期审查；
- b) 批准了 C-WP/15725 号工作文件附录中列出的理事会/气候和环境委员会/航委会为实施 CAEP/13 会议建议应采取的拟议行动，但有一项谅解，即如 CAEP/13 报告所强调的，在航空环保委于 CAEP/14 周期内制定永久性方法的工作取得成果之前，应将提议的“加权平均法” (WAA) 视为一种临时过渡性解决方案，用于计算复种的间接土地用途变更 (ILUC) 默认值；
- c) 注意到航委会已对建议 6/1、9/1、9/4 和 11/1 进行了初步审查，这些建议分别涉及到附件 16 —《环境保护》第 IV 卷《国际航空碳抵消和减排计划》(CORSIA)、第 II 卷 —《航空器发动机的排放》、第 III 卷 —《飞机二氧化碳排放》和第 I 卷 —《航空器噪声》的修订提案；
- d) 还注意到 ANC 已同意将附件 16 的拟议修订案转发给国际民航组织成员国和国际组织征求意见，但附件 16 第 I 卷第 15 章中引入可变降噪系统 (VNRS) 的新规定除外，这有待 CAEP 和 ANC 相关专家组就潜在的安全影响进行进一步协调，并要求 CAEP 在秘书处的支持下，审查《环境技术手册》(Doc 9501 号文件) 第 I 卷 —《航空器噪声合格审定程序》当前第三版中的 VNRS 概念，以便在附件 16 第 I 卷中的上述规定适用之前，与相关 ANC 专家组协调，修订关于 VNRS 的指导材料；

- e) 批准了 C-WP/15725 号工作文件第 4.2 节所述的对以下三份关于 CORSIA 合格燃料的国际民航组织文件的修订，以供发布：
 - i. 国际民航组织文件《CORSIA 可持续性认证计划（SCS）的资格框架和要求》（见建议 7/1）；
 - ii. 国际民航组织文件《CORSIA 实际生命周期排放值计算方法》（见建议 7/3）；和
 - iii. 国际民航组织文件《CORSIA 合格燃料的默认生命周期排放值》（见建议 7/4）。
- f) 批准 CAEP/13 报告中议程项目 14 附录 B 所载的 CAEP/14 工作方案（见 CAEP/13 报告，建议 14/1）；和
- g) 同意 CAEP/13 报告应作为国际民航组织文件印发。

大会工作文件草案 — 《国际民航组织关于环境保护的持续政策和做法的综合声明 — 一般规定、噪声和当地空气质量》

3. 理事会根据 C-WP/15726 号工作文件审议了这一项目，该文件提出了一份大会工作文件草案，载有根据上届大会以来的发展情况对国际民航组织大会第 A41-20 号决议《国际民航组织关于环境保护的持续政策和做法的综合声明 — 一般规定、噪声和当地空气质量》所做的拟议修改。理事会还审议了气候和环境委员会（CEC）就此所做的口头报告。

4. 经过审议，理事会：

- a) 注意到 C-WP/15726 号工作文件所载信息，以及气候和环境委员会就此所做的口头报告；和
- b) 批准了 C-WP/15726 号工作文件所附的大会工作文件草案，但须纳入 CEC 所做的修订，包括 CEC 主席和秘书处向理事会口头介绍的更新情况，以及理事会在审议该项目过程中商定的其他修改意见（如本理事会决定的附录所示），随后提交大会第 42 届会议。

大会工作文件草案 — 《气候变化 — 适应和科学》

5. 理事会根据 C-WP/15728 号工作文件审议了这一项目，该文件提出了一份大会工作文件草案，汇报了自上届大会以来国际民航组织在国际航空和气候变化方面开展的工作。理事会还审议了气候与环境委员会（CEC）就此所做的口头报告。

6. 经过审议，理事会：

- a) 注意到 C-WP/15728 号工作文件所载信息，以及 CEC 就此所做的口头报告；和
- b) 批准了 C-WP/15728 号工作文件所附的大会工作文件草案，但须纳入 CEC 所做的修订，以及理事会在审议该项目过程中商定的其他修改意见（如本理事会决定的附录所示），随后提交大会第 42 届会议。

大会工作文件草案 — 《气候变化 — 可持续航空燃料、低碳航空燃料和其他更清洁航空能源全球框架》

7. 理事会根据 C-WP/15727 号工作文件审议了该项目，该文件提出了一份大会工作文件草案，报告了自上届大会以来国际民航组织在国际航空和气候变化方面的工作进展情况，侧重于长期理想目标的实施情况，并强调了《国际民航组织可持续航空燃料、低碳航空燃料和其他更清洁航空能源全球框架》及其包含有四个相互依存组块的实施路线图。理事会还审议了气候和环境委员会（CEC）就此所做的口头报告。

8. 经过审议，理事会：

- a) 注意到 C-WP/15727 号工作文件所载信息，以及 CEC 就此所做的口头报告；
- b) 批准了 C-WP/15727 号工作文件所附的大会工作文件草案，但须纳入 CEC 所做的修订，以及理事会在审议该项目过程中商定的其他修改意见（如本理事会决定的附录所示）；和
- c) 秘书处还需要更新大会工作文件及其附录中有关国际民航组织跟踪工具（附录 D）、ACT-SAF 方案（附录 E）和融投资枢纽运作（附录 F）的信息，然后再将其定稿和发布，同意授权理事会主席此后代表理事会批准该工作文件，以便随后提交大会第 42 届会议。

任何其他事项

向一位理事会代表道别

9. 理事会向大韩民国代表（Jaewan Lee 博士）道别。

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APPENDIX

MODIFICATIONS AGREED BY THE COUNCIL TO THE ASSEMBLY WORKING PAPERS ATTACHED TO C-WP/15726, C-WP/15728 AND C-WP/15727

The following changes consolidate the amendments agreed by the Council following its consideration of the draft Assembly working papers and associated oral reports from the Climate and Environment Committee (CEC) thereon. Amendments are reflected in grey-shading/strikeout.

Draft Assembly working paper – Consolidated statement of continuing ICAO policies and practices related to environmental protection – General provisions, noise and local air quality (C-WP/15726)

[...]

3. AIRCRAFT NOISE

3.1 CAEP/13 agreed to recommend the amendments to Annex 16, Volume I – Aircraft Noise, and the Environmental Technical Manual (ETM) (Doc 9501), Volume I – Procedures for the Noise Certification of Aircraft, for consideration by the Council, including the new Chapter 15 on a Landing and Take-Off (LTO) noise Standard applicable to supersonic aeroplane types (applicability date of 1 January 2029), and new definitions for supersonic aeroplanes ~~and variable noise reduction systems (VNRS).~~

[...]

APPENDIX A

ICAO GLOBAL ENVIRONMENTAL TRENDS – PRESENT AND FUTURE AIRCRAFT NOISE AND EMISSIONS

[...]

1.2 As shown in Figure 2 for international aviation, for the year 2050, with the ~~alternative-fuels~~ replacement with sustainable aviation fuels (SAF), lower carbon aviation fuels (LCAF) and other aviation cleaner energies, there is a 53% reduction in residual CO₂ emissions in addition to the reduction from technology and operations improvements. In 2070, with the ~~alternative-fuels~~ replacement with SAF, LCAF and other aviation cleaner energies, there is a 53% reduction in residual CO₂ in addition to the reduction from technology and operations improvements. Fuels based on biomass, solid/liquid wastes, and gaseous wastes are considered as SAF, while for the latter the carbon source in the fuel feedstock comes from waste CO/CO₂.

[...]

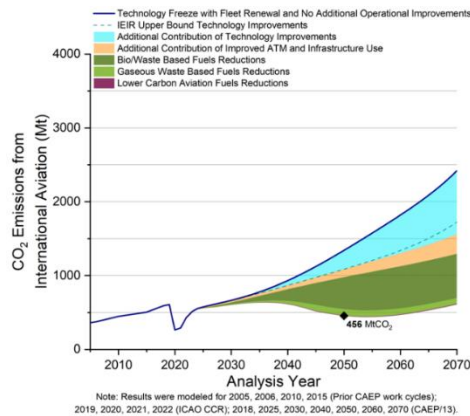


Figure 2. Combustion CO₂ Emissions from International Aviation, 2005 to 2070, Including Alternative Fuels Life Cycle Emissions Reductions from SAF, LCAF and other aviation cleaner energies.

[...]

APPENDIX C

Resolution A42-xx

A41-20:

Consolidated statement of continuing ICAO policies and practices related to environmental protection – General provisions, noise and local air quality

[...]

APPENDIX A

General

[...]

Noting the importance of updated information on the present and future impact of aircraft noise and aircraft emissions, as provided in the ICAO global environmental trends, as well as other ICAO assessment reports, such as the ICAO *Report on the Feasibility of a Long-Term Aspirational Goal for International Civil Aviation CO₂ Emission Reduction* 2022 ICAO Long-term Aspirational Goal for International Aviation (LTAG) Report, to support decision making on environmental matters;

[...]

APPENDIX B

Development of Standards, Recommended Practices and Procedures and/or guidance material relating to the quality of the environment

[...]

Recognizing the recommendation by CAEP on new more stringent standards for aeroplane CO₂ emissions;

Recognizing the recommendation by CAEP on a new more stringent Landing and Take-Off (LTO) noise certification Standard for subsonic aircraft;

[...]

5. *Welcomes* the development by CAEP of the new, more stringent Standard for aeroplane CO₂ emissions that, once adopted, will be part of Annex 16, Volume III;

6. *Welcomes* the development by CAEP of the new, more stringent noise Standard for new subsonic aeroplane types that, once adopted, will be part of Annex 16, Volume I;

[...]

10. *Calls on* the Council to monitor closely the technological improvements that reduce the level of aircraft noise and emissions, and to update regularly the relevant Standards accordingly;

[...]

APPENDIX G

Supersonic aircraft — the problem of sonic boom

[...]

Recognizing the recommendation by CAEP on new Landing and Take-Off (LTO) noise certification Standard for supersonic aeroplanes;

[...]

Welcomes the development by CAEP of the new LTO noise certification Standard for supersonic aeroplanes that, once adopted, will be part of Annex 16, Volume I;

— — — — —

Draft Assembly working paper – *Climate change – Adaptation and science* (C-WP/15728)

[...]

EXECUTIVE SUMMARY

[...]

b) ~~request recognize the need for~~ ICAO to continue to provide a forum for enhancing the scientific understanding of aviation's climate impacts and exploring measures to address such impacts;

c) ~~request recognize the need for~~ ICAO and its Member States to promote the recognition of ICAO's efforts and achievements to decarbonize international aviation, leveraging the resources of Member States to support ICAO's outreach and communication efforts, and to express a clear concern regarding proposals to use international aviation as a potential source for the mobilization of revenue for climate finance to other sectors in order to ensure that international aviation would not be targeted as a source of such revenue in a disproportionate manner, including through coordination with relevant government representatives and national delegations to relevant UN bodies and international organizations;

[...]

3. ICAO COOPERATION WITH OTHER UN BODIES AND INTERNATIONAL ORGANIZATIONS

[...]

3.3 With respect to the United Nations Framework Convention on Climate Change (UNFCCC) process, ICAO is regularly invited to report its working progress and written submissions, and has organized and participated in relevant meetings and side events during the UNFCCC conferences, with the aim to present ICAO's achievements in international aviation and climate change. ~~With respect to the United Nations Framework Convention on Climate Change (UNFCCC) process, emissions from international aviation and maritime sectors are not included in Nationally Determined Contributions (NDCs) under the UNFCCC Paris Agreement, as these are separately addressed by ICAO and the International Maritime Organization (IMO), respectively. In this regard, ICAO regularly delivers its statements and written submissions, and has organized and participated in relevant meetings and side events during the UNFCCC conferences, with the aim of enhancing the recognition of ICAO's achievements and leadership role in international aviation and climate change.~~

[...]

3.6 States and stakeholders are also encouraged to support and initiate cooperation with ICAO on outreach activities towards and during the upcoming COP30 meeting, thus ensuring ICAO's leadership in addressing emissions from international aviation. Given the challenges faced by ICAO in expanding outreach and communication efforts, including resource constraints, States and stakeholders are also encouraged to make their resources available to inform external bodies of ICAO's progress on international aviation and climate change as well as the views of the international aviation sector on key issues such as climate financing and aviation taxation.

[...]

~~3.10~~ 3.11 In this regard, ICAO and its Member States should continue to express a clear concern regarding proposals to use international aviation as a potential source for levies and taxes to mobilize financial resources to other sectors, including through coordination with relevant government representatives and national delegations to relevant UN bodies and international organizations. ~~States and stakeholders are also encouraged to support and initiate cooperation with ICAO on outreach activities towards and during the upcoming COP30 meeting, thus ensuring ICAO's leadership in addressing emissions from international aviation.~~

Draft Assembly working paper – *Climate change – Global framework for SAF, LCAF and other aviation cleaner energies* (C-WP/15727)

[...]

EXECUTIVE SUMMARY

This paper reports on progress made by ICAO since the 41st Session of the Assembly relating to international aviation and climate change, focusing on the implementation of the long-term global aspirational goal for international aviation (LTAG). It highlights the outcomes arising from the Third ICAO

Conference on Aviation and Alternative Fuels (CAAF/3) held in Dubai, United Arab Emirates in November 2023, namely the ICAO Global Framework for Sustainable Aviation Fuels (SAF), Lower Carbon Aviation Fuels (LCAF) and other Aviation Cleaner Energies, and the ICAO Roadmap for the implementation of the CAAF/3 outcomes and the LTAG, with four interdependent Building Blocks: 1) policy and planning; 2) regulatory framework; 3) implementation support; and 4) financing.

[...]

c) reiterate that CORSIA sustainability criteria, sustainability certification, and the methodology for the assessment of life cycle emissions used for CORSIA eligible fuels, should be used as the accepted basis for the eligibility of SAF, LCAF and other aviation cleaner energies used in international aviation, in order to provide regulatory transparency, certainty, stability and assurances of environmental integrity to feedstock producers, fuels producers and financial institutions;

[...]

f) recognize the urgency and importance of scaling-up the financing to aviation decarbonization measures, and request the Council to take urgent action for implementation of ~~on~~ the near-term recommendations identified in Appendix G to enhance the existing framework and schemes on funding and financing initiatives to further support the progress towards achieving and implementing the LTAG and implementing the Global Framework on SAF, LCAF and other Aviation Cleaner energies, in particular for developing countries and States having particular needs;

g) also request the Council to set up a workstream to identify financing needs and gaps and explore ways of addressing ~~the feasibility of~~ the long-term options ~~recommendations~~ identified in Appendix G, including the feasibility aspects, and report to the 43rd Session of the ICAO Assembly ~~based on the development and maturity of such funding mechanisms and financing initiatives;~~

[...]

1. LTAG AND CAAF/3 OUTCOMES

1.1 At the 41st Session of the ICAO Assembly in October 2022, Member States adopted Assembly Resolution A41-21 with agreement on the long-term global aspirational goal (LTAG) of net-zero carbon emissions by 2050. Recognizing that cleaner energies are expected to have the largest contribution to aviation CO₂ emissions reductions, CAAF/3 held in Dubai, United Arab Emirates in November 2023 adopted an ICAO Global Framework for SAF, LCAF and Other Aviation Cleaner Energies to facilitate the global scale up in the development, production and deployment of aviation cleaner energies¹. To support the achievement of the LTAG, ICAO and its Member States strive to achieve a collective global aspirational Vision to reduce international aviation CO₂ emissions by 5 per cent by 2030, through the use of aviation cleaner energies (refer to **Appendix A** for the ICAO Global Framework²).

[...]

¹ CAAF/3 website: <https://www.icao.int/Meetings/CAAF3/Pages/default.aspx>

² China, Iraq, the Russian Federation and Saudi Arabia expressed their reservations to certain aspects of the Global Framework.

2. PROGRESS ON ICAO ROADMAP IMPLEMENTATION

[...]

Building Block 4 (Financing) – Advocacy & Outreach, ICAO Finvest Hub and Study to consider the establishment of a climate finance initiative or funding mechanism under ICAO

2.15 Access to financial resources is particularly crucial for the deployment of SAF and other cleaner energies for aviation, as the scaling-up of fuels in support of the LTAG, would require cumulative investments of around USD 3.2 trillion billion by 2050 (according to the ICAO LTAG Report).

[...]

2.17 ICAO is also promoting and encouraging States to use the ICAO sustainability criteria and requirements, which are the accepted basis for the eligibility of SAF, LCAF and other aviation cleaner energies, as a globally harmonized taxonomy to prioritize and facilitate financial access to aviation cleaner energy projects (refer to Appendix F for more information on ICAO advocacy and outreach activities).

[...]

APPENDIX C

LTAG MONITORING AND REPORTING (LMR) METHODOLOGY

1. INTRODUCTION

[...]

1.3 The LMR methodology aims to assess progress on the implementation of CO₂ emissions reduction measures towards the achievement of the collective ICAO LTAG, including the past and future CO₂ emissions reductions in all elements of the basket of measures, the cost impacts of efforts to achieve the LTAG, the impact on the development of the sector, as well as the cost impacts of climate change on international aviation, regions and countries, in particular developing countries, noting that the implementation of the tiered approach of LMR methodology need more resources and information, especially the upper tiered approach for the regional level and country level assessment.

[...]