



C-DEC 235/13
14/07/25

理事会 — 第 235 届会议

第十三次会议

(2025 年 7 月 2 日，星期三，10 时，理事会会议厅)

决定摘要

公开会议

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 — 气候变化

1. 理事会根据 C-WP/15729 号文件继续审议该项目，同时审议的还有一份经修订的大会工作文件草案，该草案已于 2025 年 6 月 30 日通过电子邮件传发给理事会所有代表，其中反映了 CEC 商定的并由理事会在审议该项目的过程中提出的修改意见（参见 C-DEC 235/12 号决定）。

2. 经过审议，理事会：

- a) 注意到 C-WP/15729 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；
- b) 批准了 C-WP/15729 号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），并授权理事会主席此后代表理事会批准经修订的工作文件，以便随后提交大会第 42 届会议；和
- c) 强调今后有关“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 — 气候变化”的大会工作文件不应包括按时间顺序排列的国际民航组织相关会议成果和理事会以往决定的汇编。

国际民航组织环境保护战略目标的评估报告

3. 理事会根据 C-WP/15731 号文件（信息文件）审议了这一项目，其中介绍了内部监督办公室对国际民航组织环境保护战略目标所作评估的结果，包括主要发现结果、结论和建议。理事会还审议了治理委员会（COG）和气候和环境委员会（CEC）就此提出的一份联合口头报告。

4. 经过审议，理事会：

- a) 注意到 C-WP/15731 号文件中提供的信息，并欢迎在环境保护战略目标下取得的重大成就，同时也认识到可以进一步加强的领域，尤其涉及改进战略性对外沟通，以及最大程度地发挥国际民航组织各局室和地区办事处之间的协同作用，以实现国际民航组织的环境战略目标；
- b) 请秘书处进一步思考如何提高实施环境方案的成本效益，包括考虑所需的具体环境专长，以及国际民航组织各局室和地区办事处现有的补充专长。

全球可持续航空市场（GSAM）

5. 理事会根据阿拉伯联合酋长国提交的 C-WP/15732 号文件审议了这一项目，其中建议将全球可持续航空市场作为一项国际民航组织支持的年度外联活动予以制度化，使其成为一个平台，推进国际民航组织的环境目标，包括全球长期理想目标（LTAG），并实施国际民航组织关于 SAF、LCAF 和其他更清洁航空能源全球框架。理事会还审议了气候和环境委员会（CEC）就此提出的一份口头报告。

6. 经过审议，理事会：

- a) 赞赏阿拉伯联合酋长国的这一举措，并赞赏其发起了 GSAM，将其作为促进国际民航组织环境战略目标和方案并提高其知名度的一个概念；
- b) 认识到组织 GSAM 并酌情组织更多的环境相关外联活动的益处，这些活动的重点是查明和促进航空脱碳项目与金融机构和投资者之间的伙伴关系；和
- c) 要求秘书处考虑国际民航组织在这方面的作用，包括今后召集 GSAM 或其他类似外联活动的可能方式，以及如何使这些活动与国际民航组织融投资枢纽和国际民航组织的其他外联活动保持一致。

大会工作文件草案 — 本组织 2026 年、2027 年和 2028 年预算草案

7. 理事会根据 C-WP/15696 号文件开始审议这一项目，该文件提出了本组织即将到来的 2026-2027-2028 三年期经常预算概算草案的最后提案，以及一份大会工作文件草案，其中包括预算文件草案和一份相关的大会决议草案。理事会还审议了财务委员会（FIC）就此提出的一份口头报告。

8. 鉴于时间关系，理事会同意在当天下午举行的后续会议上继续审议该项目。

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APPENDIX

MODIFICATIONS AGREED BY THE COUNCIL TO THE ASSEMBLY WORKING PAPER ATTACHED TO C-WP/15729

The following changes consolidate the amendments agreed by the Council following its consideration of C-WP/15729 and associated oral report from the Climate and Environment Committee (CEC) thereon. Amendments are reflected in grey-shading/strikeout; additional modifications agreed by the CEC and the Council are highlighted in yellow.

Draft Assembly working paper – Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate Change (C-WP/15729)

[...]

APPENDIX

Resolution Consolidated statement of continuing ICAO policies and practices related to A42-xxA41-21: environmental protection – Climate change

[...]

Recalling Acknowledging the substantial ICAO work undertaken to explore the feasibility of a long-term global aspirational goal (LTAG) for international aviation in light of the 2°C and 1.5°C temperature goals of the Paris Agreement; ~~{ Obsolete and streamlined }~~

[...]

Recognizing that the ICAO Report on the Feasibility of a Long-Term Aspirational Goal for International Civil Aviation CO₂ Emission Reductions, which assessed the **global-level** technical feasibility of various aviation in-sector CO₂ emissions reduction scenarios, ~~served~~ **serves** as the basis for the consideration and adoption **at the 41st Session of the ICAO Assembly** of the **collective** long-term global aspirational goal for international aviation (LTAG) of net-zero carbon emissions by 2050, **in support of the Paris Agreement's temperature goal, recognizing that each State's special circumstances and respective capabilities (e.g. the level of development, maturity of aviation markets, sustainable growth of its international aviation, just transition, and national priorities of air transport development) will inform the ability of each State to contribute to the LTAG within its own national timeframe** ~~at the 41st Session of the ICAO Assembly in 2022; { Reflection of A41 agreement on LTAG }~~

[...]

Recognizing that the technological feasibility of drop-in sustainable aviation fuels, **lower carbon aviation fuels and other aviation cleaner energies** is proven and such fuels are expected to have the largest impact on aviation CO₂ emissions reduction by 2050 and continue to have a large impact beyond 2050, **according to the ICAO LTAG Report, and that the introduction of appropriate policies and incentives to create a long-term market perspective is required;**

[...]

Welcoming the adoption at the third Conference on Aviation and Alternative Fuels in November 2023 (CAAF/3) of the ICAO Global Framework for SAF, LCAF and other Aviation Cleaner Energies **including the global aspirational Vision**, which aims to facilitate the global scale-up in development and deployment of SAF, LCAF and other aviation cleaner energies by providing greater clarity, consistency and predictability to all stakeholders, on the policies, regulations, implementation support, and financing and investments required, to ensure all States have equal opportunities to contribute to, and benefit from, the expected emissions reductions from such aviation cleaner energies ~~Acknowledging the need to explore and facilitate the civil aviation sector's access to renewable energy including through its cooperation with the Sustainable Energy for All (SE4ALL) initiative, as part of the Organization's contribution to SDG 7 "Ensure access to affordable, reliable, sustainable and modern energy for all"~~; { Role of CAAF/3 Global Framework }

[...]

Welcoming the ~~progress under launch~~ of the ICAO Assistance, Capacity-building and Training for Sustainable Aviation Fuel (ACT-SAF) Programme to support the global scale-up in development and deployment of SAF, LCAF and other aviation cleaner energies, **including recognizing the significance of the establishment of partnerships, initiatives and international cooperation** among States and relevant stakeholders, in line with the No Country Left Behind (NCLB) initiative;

Recognizing the need to invest up to 3.2 trillion USD in producing aviation cleaner energies through to 2050, and additional investments will be needed for other aviation CO₂ reduction measures such as aircraft technologies and operational improvements, according to the LTAG report, and welcoming the establishment of initiatives such as the ICAO ACT-SAF and ICAO Finvest Hub to accelerate the development, and facilitate enhanced access to public and private investment capacities and funding from financial institutions, for projects contributing to the decarbonization of international aviation, **in particular for developing countries and States having particular needs**; { Update from Global Framework }

[...]

9. *Requests* the Council, with the technical contribution of CAEP, to implement the LTAG Monitoring and Reporting (LMR) methodology to assess progress on the implementation of CO₂ emissions reduction measures towards the achievement of the LTAG, while the LMR will be supported by information from annual ICAO LTAG Stocktaking, ICAO Tracker Tools, ~~and State Action Plans for international aviation CO₂ emissions reduction~~ **and other information sources**, including the monitoring of progress on means of implementation support and financing. The LMR also incorporates the monitoring and review of the global aspirational Vision and the ICAO Global Framework on SAF, LCAF and other Aviation Cleaner Energies, including through **the annual ICAO LTAG Stocktaking and** the convening of CAAF/4 no later than 2028 with a view to updating the ambition on the basis of market developments in all regions. In this regard, the Council will present necessary updates on the LMR, for consideration by the 43rd Session of the ICAO Assembly; ~~to regularly monitor progress on the implementation of all elements of the basket of measures towards the achievement of the LTAG, including through: the ICAO environment stocktaking process; the review of the ICAO Vision for SAF; further assessment of the CO₂ emissions reduction and cost impacts of a changing climate on international aviation, regions and countries, in particular developing countries, and the impact on the development of the sector, as well as the cost impacts of the efforts to achieve the LTAG; monitoring of information from State Action Plans for international aviation CO₂ emissions reduction; and means of implementation. To this purpose, the Council will consider necessary methodologies for the monitoring of progress, and report to a future Session of the ICAO Assembly;~~ { Implementation of LMR methodology and next steps }

[...]

14 bis. *Specifically requests* the Council, with technical contribution of CAEP, to undertake a study of fuel accounting systems for international aviation currently used in the open market. This study would include preliminary exploration of the so-called ‘book and claim’ concept to assess its relevancy and applicability, and taking into account relevant developments in other UN bodies, including the Article 6 of the Paris Agreement. The intent of the study would be to better understand these accounting systems and concepts and identify potential areas for further investigation. This work can help determine what, if any, role ICAO could have in supporting these systems to facilitate access to environmental benefits of SAF, LCAF and other aviation cleaner energies for international aviation and ensure environmental integrity, with a view to fostering without disincentivizing the global production of such fuels, in particular in developing countries ~~undertake a study of fuel accounting systems for international aviation currently used in the open market, with a view to identifying any possible ICAO role and any necessary update of ICAO regulatory frameworks and systems, which should leverage, to the extent possible, existing methodologies and procedures under CORSIA and should also support the LMR in paragraph 9 above; { Study for fuel accounting systems based on the Global Framework and Roadmap }~~

[...]

16 ter. [...]

- f) accelerate the development of specific aviation CO₂ emissions reduction projects (e.g. acceleration of the sustainability assessment in SAF projects) including under the Technical Cooperation Programme, which may also facilitate the project’s financial access under the ICAO Finvest Hub in **sub-paragraph 18. c)** below;
- g) further outreach States and other stakeholders to provide voluntary contributions of additional resources to the ICAO Voluntary Environment Fund in support of activities above under the ACT SAF programme, **and urges States and other stakeholders to make regular and substantial contributions to the Fund;** and
- h) extend the ACT-SAF programme to add support to the implementation of other emissions reduction measures (e.g. aircraft technology, operations and **infrastructural measures**) as an ACT-LTAG programme.

[...]

18. [...]

- b) promote and encourage States to use the ICAO sustainability criteria, 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;
- c) further operationalize the ICAO Finvest Hub to facilitate enhanced access to public and private investment capacities and funding from financial institutions, for projects contributing to the decarbonization of international aviation **towards the achievement of the LTAG with a special attention to SAF, LCAF and other aviation cleaner energies, in particular for developing countries and States having particular needs,** including:

[...]

- 3) collaborating with financial institutions, such as development banks, to create pathways for the funding of projects at various stages of maturity; **and**
- 4) developing a database of funding and financing sources, together with their terms and conditions, for project developers to be able to draw on; **and**
- 5) developing a toolkit of term sheets templates (basic conditions to satisfy investors) for SAF, LCAF and other aviation cleaner energies;
- d) while recognizing the urgency and importance of scaling-up the financing to aviation decarbonization measures, take urgent action for implementation of the near-term recommendations identified from the Council's consideration of possible climate finance initiatives or funding mechanisms under ICAO , to enhance the existing framework and schemes on funding and financing initiatives to further support the progress towards achieving and implementing the LTAG and the ICAO Global Framework on SAF, LCAF and other Aviation Cleaner Energies, in particular for developing countries and States having particular needs;
- ~~d)e) set up a workstream to identify financing needs and gaps and explore ways of addressing the long-term options identified from the Council's consideration of possible climate finance initiatives or funding mechanisms under ICAO¹, including the feasibility aspects, and report to the 43rd Session of the ICAO Assembly further consider possible climate finance initiatives or funding mechanisms under ICAO to support aviation decarbonization projects, in particular for developing countries and States having particular needs, including voluntary contributions of additional resources to the ICAO—Environment Fund;~~
- [...]
- 19 *bis.* Requests the Council, with the technical contribution of CAEP, to enhance the scientific understanding **and address uncertainties** of aviation's climate impacts, including exploring means to quantify potential climate impacts of non-CO₂ aviation emissions and **technological and operational** measures to address such impacts; { Climate science and CAEP work programme }

[...]

25. *Requests* States to:

[...]

- d) **undertake** consider undertaking climate risk assessment to foster the inclusion of climate change adaptation measures into national climate policies and planning processes, with respect to international aviation systems and infrastructures, as appropriate; **{ Climate Adaptation }**

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¹ Refer to Appendix G of A42-WP/25