



International Civil Aviation Organization

WORKING PAPER

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ASSEMBLY — 41ST SESSION

EXECUTIVE COMMITTEE

Agenda Item 17: Environmental Protection – International Aviation and Climate Change

VIEWS OF THE AFCAC MEMBER STATES ON ICAO LONG TERM ASPIRATIONAL GOAL (LTAG)

(Presented by the 54² Member States of the African Civil Aviation Commission (AFCAC))

EXECUTIVE SUMMARY

AFCAC on behalf of its 54 member States emphasizes the need for ICAO to continue its leadership for the growth of international civil aviation, including the sustainable development of air transport, and work together with its Member States, international organizations and other interested parties in a constructive manner to serve the entire aviation sector in achieving any agreed long-term aspirational goal (LTAG).

However, due to the COVID-19 pandemic, the ultimate goal should be based on a balanced approach in all areas to ensure full recovery and developing States' capacity building, special and urgent needs. AFCAC recalls the resolution made at the 40th Assembly that requested the Council to continue to explore the feasibility of a global long-term aspirational goal (LTAG) for international civil aviation through conducting detailed studies assessing the attainability and impacts of any goals proposed, including the impact on growth as well as costs in all countries, especially developing countries, for the progress of the work to be presented at the 41st ICAO Assembly.

This Working Paper presents the views of AFCAC member States on the ICAO LTAG.

Action: The Assembly is invited to:

- a) encourage ICAO, member States and partners to explore the availability of financial support and technology transfer to support developing States especially African States towards any agreed LTAG;
- b) discuss and consider the request for the setup of a fund mechanism for all developing States, especially the African States, to be made available for their readiness and attainability of an agreed long-term aspirational goal (LTAG);

¹ English and French versions provided by AFCAC

² Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cabo Verde, Cameroon, 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, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, South Sudan, Sudan, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia and Zimbabwe.

<p>c) agree to the request that the implementation of any agreed LTAG shall not inhibit the growth of developing States, in particular the African aviation sector;</p> <p>d) request the Council to build upon the HLM-LTAG conclusions and recommendations, taking into considerations the views expressed in paragraphs 2.12, 2.13 and 2.14 in this working paper;</p> <p>e) request the Council to provide a means to address data and information flow among regions and States to enable them participate in every step of goals including the LTAG; and</p> <p>f) encourage an effective involvement of States in the LTAG on voluntary basis.</p>	
<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective – <i>Environmental Protection</i> .
<i>Financial implications:</i>	
<i>References:</i>	Doc 10140, <i>Assembly Resolutions in Force</i> (as of 4 October 2019) Doc 10178, <i>Report of the High-Level Meeting on the Feasibility of a Long-Term Aspirational Goal for International Aviation CO₂ Emissions Reductions (HLM-LTAG)</i> <i>Report on the Feasibility of a Long-term Aspirational Goal (LTAG) for International Civil Aviation CO₂ Emission Reductions (LTAG Report)</i>

1. INTRODUCTION

1.1 Developing States and especially the African States are most vulnerable to the effects of climate change despite Africa contributing the least to causing climate change. The African States are reliant on civil aviation for connectivity and for their sustainable development; however, they are not as well equipped to take rapid action in the transition to any agreed LTAG due to national circumstances. For this reason, AFCAC member States acknowledge the importance of climate action for the aviation sector in line with the special circumstances and respective capabilities.

1.2 During the 40th Session of the ICAO Assembly, ICAO Member States requested the Council to continue to explore the feasibility of a global long-term aspirational goal (LTAG) for international civil aviation through conducting detailed studies assessing the attainability and impacts of any goals proposed, including the impact on growth as well as costs in all countries, especially developing countries, for the progress of the work to be presented at the 41st ICAO Assembly.

1.3 The High-level Meeting on the feasibility of a Long-term Aspirational Goal for international aviation CO₂ emissions reductions (HLM-LTAG), convened by the International Civil Aviation Organization (ICAO) at its Headquarters in Montréal from 19 to 22 July 2022, and attended in a hybrid modality by Ministers and other high-level officials produced conclusions and recommendations as contained in the ICAO Doc 10178. The conclusions and recommendations provide a good start to further discussions on the feasibility for LTAG.

2. DISCUSSION

2.1 The AFCAC member States welcome the progress leading to the development of the LTAG report. AFCAC member States provided their views in the Working Papers (HLM-LTAG Working Papers 13, 14 and 15) to the HLM-LTAG in order to support an effective pathway towards the means of implementation and monitoring progress of an agreed LTAG.

2.2 Developing States particularly African States, Landlocked Developing Countries (LLDCs and Small Island Developing States (SIDS) use mainly air transport that internationally connect them. For

this reason those countries highly rely on air transport while struggling with the challenges of addressing climate change to meet sustainable development and poverty reduction.

2.3 The AFCAC member States re-emphasize that the implementation of any agreed LTAG should take into account the capacity and skills from different member States. There is still a great need for more detailed analysis that would assist developing States on essential pillars such as readiness in capacity, finance, and technology transfer, as well as resource mobilization. The LTAG and implementation of any agreed LTAG should consider the situation of the developing States.

2.4 The results presented in the CAEP LTAG Report reveal three (3) integrated scenarios taking into account “readiness, capacity to achieve and ambition”. Significant action is therefore needed to improve aircraft technology, operating procedures and capabilities, and the use of sustainable aviation fuels (SAF). In this regard, low penetration of SAF technology and manufacturing in the African market was noted.

2.5 The LTAG report acknowledges that there could also be potential needs for capacity building and assistance to realize the scenarios. The report identifies that this could include workshops on solutions that States can implement to reach goals, including understanding likely costs, and assistance on monitoring and measuring CO₂ emissions from international aviation, as part of an overarching training programme that could be ACT-LTAG i.e. similar to the successful ACT-CORSIA. There should be a balance in providing the means of implementation. This must include capacity building, technology transfer, and finance.

2.6 Establishing and extending such capacity building on LTAG for States and in particular African States is therefore welcomed and should be implemented under the ICAO spirit of *No Country Left Behind* Initiatives, which is considered not only a “slogan” but as the milestone towards an LTAG implementation.

2.7 The post COVID-19 forecast scenarios by ICAO using the low recovery scenario projects that Africa will have a 4% growth (2018-2050). This is an indicator that Africa will need a lot of investment in order to expand the capacities to support this growth while equally investing in carbon reduction projects and other climate actions as part of any agreed LTAG.

2.8 The report³ by ICAO on Climate Change Financing indicates that international civil aviation currently has no dedicated financial mechanism related to climate change hence the need for ICAO and industry partners to explore funding options available to developing States.

2.9 The process and support on the means implementation of the LTAG shall be more transparent, participatory and accessible to all States especially developing States. Further, developing States should be given access to information and data needed to allow them to understand any process which will be adopted for implementation by States including the LTAG.

2.10 The CAEP LTAG report has further assessed the costs and investments associated with LTAG scenarios with Investments from States (i.e. governments) on: aircraft configuration and/or energy systems research and development estimated at \$15 to \$180 billion through 2050; costs and investments for air navigation service providers (ANSPs) for LTAG specific operations measures estimated from \$11 to 20 billion by 2050; and costs and investments for airports and operations measures estimated to range from \$2 to 6 billion across LTAG scenarios among other investments by aircraft manufacturers and air operators (airlines).

2.11 The LTAG should be cost-effective and any additional costs arising from the introduction of new technologies, advanced operational measures, and sustainable aviation fuels should ensure that there is no country left behind taking into account the capacity of developing States. Cost estimates and analysis at State-level is very challenging for African States and there is need for technology transfer and provision

³<https://www.icao.int/environmental-protection/Pages/financing.aspx>

of cost estimates and support at the State-level to enable them to understand the possible impact of the LTAG. The analysis should factor the socio-economic pathways and likely impacts of the LTAG.

2.12 There were divergent views during HLM-LTAG expressed by different States. While the AFCAC member States welcome the conclusions of the HLM-LTAG, there is a need for the harmonization of terminology and definition of terms such as “net-zero carbon emissions” or “decarbonisation of the aviation sector” and “out of sector” measures which still need more clarity in order to be understood. The use of any new “un-defined” term that is outside the remit of the CAEP LTAG report approved by the Council should be avoided. ICAO actions on emissions reductions further need to be in line with the UNFCCC and the Paris Agreement.

2.13 Furthermore, the timeframe for an agreed LTAG should be as flexible as possible considering the special circumstance and the respective capabilities of developing States to meet the goal.

2.14 Finally, the nature of an agreed LTAG should be fully respected under any national, regional or international legislation, administrative provisions, policies, programs, mechanisms or any other similar instruments, it being understood that no State or groups of States should establish requirements or incentives related to any LTAG that either could jeopardize any ICAO LTAG, or apply to jurisdictions other than their own sovereignty.

3. ACTION

3.1 The Assembly is invited to:

- a) encourage ICAO, member States and partners to explore the availability of financial support and technology transfer to support developing States especially African States towards any agreed LTAG;
- b) discuss and consider the request for the setup of a fund mechanism for all developing States, especially the African States, to be made available for their readiness and attainability of an agreed long-term aspirational goal (LTAG);
- c) agree to the request that the implementation of any agreed LTAG shall not inhibit the growth of developing States, in particular the African aviation sector;
- d) request the Council to build upon the HLM-LTAG conclusions and recommendations, taking into considerations the views expressed in paragraphs 2.12, 2.13 and 2.14 in this working paper;
- e) request the Council to provide a means to address data and information flow among regions and States to enable them participate in every step of goals including the LTAG; and
- f) encourage an effective involvement of States in the LTAG on voluntary basis.