



ASSEMBLY — 41ST SESSION

EXECUTIVE COMMITTEE

Item 18: Environmental Protection – Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)

VIEWS OF THE AFCAC MEMBER STATES ON CORSIA IMPLEMENTATION

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

EXECUTIVE SUMMARY

This working paper highlights implementation of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA) by African Member States. It also highlights some challenges during the unprecedented impact of the COVID-19 pandemic on the industry in Africa, and expresses the views of African States on the CORSIA periodic review and CORSIA baseline. The paper also underscores the need for continuous support in capacity building to States, particularly African States.

Action: The Assembly is invited to:

- a) encourage member States to support and continue to collaborate with ICAO through the Assistance, Capacity-building and Training for CORSIA Programme (ACT-CORSIA) capacity building initiative for the implementation of Annex 16 — *Environmental Protection, Volume IV — Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)*;
- b) remove the individual growth factor in the CORSIA design element based on the CORSIA periodic review by the Council;
- c) request the ICAO Council, to define a clear scope and methodology regarding the CORSIA periodic review starting from the 42nd Session of the ICAO Assembly (A-42) in a more transparent manner in order to encourage all Member States to participate effectively in the review process;
- d) sustain the ICAO Council decision to use 2019 emissions to calculate the CORSIA baseline instead of the average of 2019 and 2020 beyond the pilot phase;
- e) request ICAO and its partners to continue to assist developing countries to acquire and implement a robust system for Monitoring, Reporting and Verification (MRV) of data in accordance to Annex 16, Volume IV;
- f) request ICAO to continue with the capacity building support to African States including to advance uptake of freely available tools and to expand regional expertise;

¹ French version 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>g) acknowledge and reinforce that CORSIA remains the only global market-based measure for international aviation emissions, as opposed to regional and national market based schemes, thus to avoid double counting of international aviation CO₂ emissions; and</p> <p>h) request the ICAO Council to maintain the exemption from offsetting requirement for least developed countries (LDCs), landlocked developing countries (LLDCs) and small island developing States (SIDs).</p>	
<i>Strategic Objectives:</i>	This working paper relates to Strategic Objectives on <i>Environmental Protection</i> .
<i>Financial implications:</i>	
<i>References:</i>	<p>Assembly Resolution A38-18, <i>Consolidated statement of continuing ICAO policies and practices related to environmental protection – Climate change</i></p> <p>Assembly Resolution A39-3, <i>Consolidated statement of continuing ICAO policies and practices related to environmental protection – Global Market-based Measure (MBM) scheme</i></p> <p>Assembly Resolution A40-17, <i>Consolidated statement of continuing ICAO policies and practices related to environmental protection - General provisions, noise and local air quality</i></p> <p>Assembly Resolution A40-18, <i>Consolidated statement of continuing ICAO policies and practices related to environmental protection - Climate change</i></p> <p>Assembly Resolution A40-19, <i>Consolidated statement of continuing ICAO policies and practices related to environmental protection - Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)</i></p> <p>ICAO Council decision: C-DEC 220/13</p> <p>Doc 10140, <i>Assembly Resolutions in Force</i> (as of 4 October 2019)</p>

1. INTRODUCTION

1.1 The 39th Session of the ICAO Assembly adopted Resolution A39-3, *Consolidated statement of continuing ICAO policies and practices related to environmental protection – Global Market-based Measure (MBM) scheme*.

1.2 African States acknowledge that the International Civil Aviation Organization (ICAO) is the appropriate forum to address emissions from international aviation through measures to implement any short, medium and long-term goals, and re-affirming that any unilateral or regional act that could jeopardize the multilateral efforts under ICAO should be avoided; and re-iterates that CORSIA must be the only applicable scheme for the international civil aviation emissions.

1.3 The issue of environment has created many challenges and opportunities for the ICAO member States. Currently, there are several successful cases in terms of technology, sustainable aviation fuels (SAFs), operational improvements (ATM), Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), assistance and capacity building. The matter of assistance, capacity building, financing and technology transfer becomes the most important elements to ensure that *No Country is left behind*, especially the developing countries.

1.4 Since the adoption of Annex 16, Volume IV, ICAO has promoted the ACT-CORSIA initiative for capacity building and assistance for States in the implementation of the global scheme. ICAO also organized workshops on CORSIA in all the regions and collaborated with member States in the ACT-CORSIA capacity building initiative thereby resulting in the voluntary commitment by a number of States in joining CORSIA from the pilot phase.

2. DISCUSSION

2.1 Records as of June, 2022, indicate that a total of 112 States are now participating in CORSIA of which twenty (20) African States have volunteered to participate in the CORSIA Scheme in accordance to Assembly Resolution A40-19, paragraph 9 c).

Impact of COVID-19 on International Aviation

2.2 The global aviation industry was significantly impacted by the effects of the COVID-19 pandemic and has worsened operations of the aviation sector resulting in airport closures, flight suspensions due to various border closures, and restrictions. These have resulted in an increased debt profile of airlines, airports and untold negative impacts on the industry. This underscores the importance of repositioning the industry for speedy recovery from the impact of the pandemic.

CORSIA Periodic Review Provision in the Assembly Resolution

2.3 According to the Assembly Resolution A40-19, paragraph 9 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”. This provision, defines that CORSIA, includes modalities to adjust the CORSIA both in case of an unforeseen circumstance that affects the sustainability of the scheme or an inappropriate economic burden such as that caused by COVID-19, as well as for reviewing the need for adjusting the design elements of the scheme through periodic reviews every three years.

2.4 The impact of COVID-19 and the different recovery status of States warrant the review of CORSIA. In 2016 when CORSIA was adopted by the Assembly, the design elements were based on projections. Whereas some of these projections have been affected by COVID-19, some do not appropriately reflect the current situation and the trend analysis and projection need to be reviewed.

2.5 The review of CORSIA design elements will help to avoid distortion or unfair burden to developing States and aeroplane operators from 2030 onwards. Thus there is need for a review or removal of the individual growth factor.

2.6 This is in accordance with the Assembly Resolution A40-19, which defines the CORSIA and includes modalities to adjust the CORSIA both in case of an unforeseen circumstance that affects the sustainability of the scheme or an inappropriate economic burden such as that caused by COVID-19, as well as for reviewing the need for adjusting the design elements of the scheme through periodic reviews every three years.

CORSIA Baseline Review

2.7 In response to the impact of COVID-19 on air transport, the Council on 30 June 2020 agreed to implement a safeguard adjustment to the 2021-2023 CORSIA Pilot Phase which determines that the value of 2019 emissions will be used to calculate the CORSIA baseline rather than average of 2019 and 2020.

2.8 The ICAO Council agreed in 2020 that the values of 2020 CO₂ emissions should not be used for the three CORSIA design features (CORSIA baseline, the reference year for calculating offsetting requirements for the pilot phase, and the new entrant threshold) in accordance with ICAO Council decision: C-DEC 220/13.

2.9 This is in line with the modalities contained in the Assembly Resolutions A40-19, paragraph 9 g) that makes provisions for safeguard adjustments as a result of unforeseen circumstances that affect the sustainability of the scheme or an inappropriate economic burden on the international aviation industry.

2.10 The 54 AFCAC member States welcomes and supports the decision of the ICAO Council and reiterate their strong support to continue using 2019 emissions for the determination of the CORSIA baseline beyond its pilot phase.

Exemptions and Market distortion

2.11 Least developed countries (LDCs), landlocked developing countries (LLDCs) and small island developing States (SIDs) are exempted from CORSIA. In this regard the continuity of the exemption from the CORSIA offsetting requirement for these countries should be maintained. Further, the exclusivity of CORSIA as the global market-based measure for international aviation should be maintained to avoid causing market distortions and additional administrative burdens to States and aeroplane operators.

3. ACTION BY ASSEMBLY

3.1 The Assembly is invited to:

- a) encourage member States to support and continue to collaborate with ICAO through the Assistance, Capacity-building and Training for CORSIA (ACT-CORSIA) programme for the implementation of Annex 16 — *Environmental Protection, Volume IV — Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA)*;
- b) remove the individual growth factor in the CORSIA design element based on the CORSIA periodic review by the Council;
- c) request the ICAO Council, to define a clear scope and methodology regarding the CORSIA periodic review starting from the 42nd Session of the ICAO Assembly (A-42) in a more transparent manner in order to encourage all Member States to participate effectively in the review process;
- d) sustain the ICAO Council decision to use 2019 emissions to calculate the CORSIA baseline instead of the average of 2019 and 2020 beyond the pilot phase;
- e) request ICAO and its partners to continue to assist developing countries to acquire and implement a robust system for Monitoring, Reporting and Verification (MRV) of data in accordance to Annex 16, Volume IV;
- f) request ICAO to continue with the capacity building support to African States including to advance uptake of freely available tools and to expand regional expertise;
- g) acknowledge and reinforce that CORSIA remains the only global market-based measure for international aviation emissions, as opposed to regional and national market based schemes, thus to avoid double counting of international aviation CO₂ emissions; and
- h) request the ICAO Council to maintain the exemption from offsetting requirement for least developed countries (LDCs), landlocked developing countries (LLDCs) and small island developing States (SIDs).