



WORKING PAPER

ASSEMBLY — 41ST SESSION

EXECUTIVE COMMITTEE

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

PERSPECTIVES ON THE ESTABLISHMENT OF ASSISTANCE MECHANISMS BASED ON THE NEEDS OF DEVELOPING COUNTRIES

(Presented by China)

EXECUTIVE SUMMARY

Technology transfer and financial resources are imperative to achieve any goal for international aviation and climate change. The international legal framework on climate change clearly provides that developed countries shall provide new and additional financial resources and technical transfer support to developing countries to address climate change. To promote international aviation and climate change through ICAO, an assistance mechanism based on the needs of developing countries should be established without any delay under ICAO, and developed countries should be urged to take tangible actions in a responsible manner to fulfil their international obligations by enhancing their ambitions to assist developing countries.

Action: The Assembly is invited to:

- a) recognise that it is the international obligation of developed countries to provide financial, technical and capacity-building assistance to developing countries in international aviation and climate change;
- b) recognise that whether developed countries can fulfil their international obligations determines the success or failure of international aviation and climate change;
- c) agree to establish the Committee of assistance mechanism based on the needs of developing countries in light of proposal in paragraph 3 of this paper; and
- d) agree to make a clear, specific and evaluable agenda arrangement on the establishment of such an assistance mechanism based on the needs of developing countries in this session Assembly resolution on international aviation and climate change, which should be listed as the prioritized item in ICAO's agenda on climate change in the future.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective — <i>Environmental Protection</i> .
<i>Financial implications:</i>	The activities referred to in this Assembly working paper will be undertaken subject to the resources available in the 2023-2025 Regular Programme Budget and/or from extra budgetary contributions.

¹ English and Chinese versions provided by China

<i>References:</i>	The United Nations Framework Convention on Climate Change (UNFCCC) and Paris Agreement Intergovernmental Panel on Climate Change (IPCC) Sixth Assessment Report - <i>Climate Change 2022: Impacts Adaptation and Vulnerability</i> Assembly Resolution A40-18 in force
--------------------	--

1. INTRODUCTION

1.1 The UNFCCC is the main channel for human being's cooperation to address climate change, and provides the legal framework for global governance on climate change.

1.2 The UNFCCC, especially articles 4.3, 4.4 and 4.5, stipulates that developed countries shall provide new and additional financial resource, technology transform and capacity-building assistance to developing countries.

1.3 Since 2007, the Assembly Resolutions on international aviation and climate change have requested the Council to set up an assistance mechanism to support developing countries in terms of financial resource, technology transform and capacity-building. With a deep regret, these mandates and requirements of ICAO Assembly resolutions have never been treated in a balanced and serious manner, and a mechanism has not been established under ICAO to facilitate developed countries to fulfil their international obligations by supporting developing countries in terms of financial resource, technology transform and capacity-building.

1.4 *Net Zero by 2050: A Roadmap for the Global Energy Sector*² (IEA 2021) points out that the main measures for aviation to achieve net zero emission in 2050 include increasing the application of sustainable aviation fuel and avoided demand from behaviour measures. *Making net-zero aviation possible: an industry-backed, 1.5°C-aligned transition strategy*³ points out that average annual investments between 2022 and 2050 to get global aviation to net zero are estimated at about US\$175 billion.

1.5 The practice of developed countries has proved that civil aviation is an important industry to accelerate economic and social development. At the same time, the 2050 net zero goal would compel developing countries to be burdened with most of the global costs (ref. another WP submitted by China shows that more than 60% of the emission reduction costs would be taken by developing countries), unless developing countries abandon the development of international aviation or accept that their civil aviation industry is locked in at a very low level.

² IEA (2021), *Net Zero by 2050: A Roadmap for the Global Energy Sector*, <https://www.iea.org/events/net-zero-by-2050-a-roadmap-for-the-global-energy-system/>

³ The Mission Possible Partnership (2022), *Making net-zero aviation possible: an industry-backed, 1.5°C-aligned transition strategy*, <http://www.energy-transition.org/publications/making-net-zero-aviation-possible/>

2. THE LEVEL OF AMBITION TO ASSIST DEVELOPING COUNTRIES CO-RELATES THE LEVEL OF AMBITION TO ADDRESS INTERNATIONAL AVIATION AND CLIMATE CHANGE

2.1 Article 4.7 of the UNFCCC clearly states that the extent to which developing country will effectively act to address climate change will depend on the effective implementation by developed country related to financial resources and transfer of technology, which has been reaffirmed by the Kyoto Protocol and the Paris Agreement.

2.2 The IPCC report 2022⁴ points out that accelerating financial support from developed countries to developing countries is a key measure to strengthen emission reduction actions and solve the inequality of developing countries in access to funds.

2.3 Developed countries' fulfilment of their international obligations is the key premise for the achievement of goals in international aviation and climate change to provide developing countries with new and additional financial resources, technology transfer and capacity-building assistance.

3. PERSPECTIVES ON THE ESTABLISHMENT OF ASSISTANCE MECHANISMS ON THE NEEDS OF DEVELOPING COUNTRIES

3.1 ICAO should establish a Committee on assistance mechanism based on the needs of developing countries under the Council, and the Committee should ensure its equity and balanced representation within a transparent system of governance.

3.2 The ICAO Council and Secretariat should ensure that the Committee has access to sufficient annual financial budget. In the meantime, the Committee should provide sufficient financial support for members from developing countries, especially the least developed countries, to participate in relevant work (mainly including transportation, accommodation and other expenses).

3.3 The Committee should carry out its work under the guidance of the ICAO Assembly. Its terms of reference, rules of procedure and major decisions should be implemented after deliberation and approval by the Assembly. The responsibilities of the Committee should include but not limited to:

3.3.1 Establishing a module on "assistance mechanism based on the needs of developing countries" under the climate change section of the ICAO website, and providing adequate technical safeguards for developing countries to submit their assistance needs through the website at any time.

3.3.2 Developing and updating an annual list of needs on technology transfer, financial gaps and education and training for developing countries' development of green aviation.

3.3.3 Proposing the amount of annual contributions to the ICAO Environment Fund by developed countries collectively in Annex II of the UNFCCC; developing and updating an annual stocktaking report on the implementation by developed countries of their international commitments and obligations under Articles 4.3, 4.4 and 4.5 of the UNFCCC through ICAO; and the stock-taking report should be published on the website referred to in paragraph 3.3.1.

⁴ IPCC (2022), *Climate Change 2022: Impacts, Adaptation and Vulnerability*, <https://www.ipcc.ch/report/ar6/wg2/>

3.3.4 Coordinating with other United Nations agencies and/or intergovernmental organizations to secure additional funding to meet the needs of developing countries to sustain the international aviation and to collect more information and resources on technology to decarbonize aviation.

3.3.5 Determining on the amount of annual contributions to the ICAO Environment Fund that shall be made by those international air transport industry organizations/associations that have committed to a net zero carbon emissions goal by 2050 and publishing their implementations on the website referred to in paragraph 3.3.1.

3.3.6 Establishing a methodology for evaluating the effectiveness of ICAO assistance mechanism based on the needs of developing countries in terms of financial resources and technology transfer, and conducting such evaluations based on the methodology.

3.4 The 41st Session of the ICAO Assembly should request the Council to establish the Committee on assistance mechanism based on the needs of developing countries by the end of 2023. Starting with the 42nd Session of the ICAO Assembly, the report on the work and progress of the Committee should be considered as the first item of the Assembly agenda on the climate change, which should serve as the significant foundation to review the level of ambitions of developed countries' contributions to international aviation and climate change as well as the progress on the achievement of ICAO goals for international aviation emissions reductions.

4. CONCLUSION

4.1 The Assembly is invited to:

- a) recognise that it is the international obligation of developed countries to provide financial, technical and capacity-building assistance to developing countries in international aviation and climate change;
- b) recognise that whether developed countries can fulfil their international obligations determines the success or failure of international aviation and climate change;
- c) agree to establish the Committee of assistance mechanism based on the needs of developing countries in light of proposal in paragraph 3 of this paper; and
- d) agree to make a clear, specific and evaluable agenda arrangement on the establishment of such an assistance mechanism based on the needs of developing countries in this session Assembly resolution on international aviation and climate change, which should be listed as the prioritized item in ICAO's agenda on climate change in the future.

— END —