



ASSEMBLY — 37TH SESSION

EXECUTIVE COMMITTEE

Agenda Item 17: Environmental protection

PROGRAMME OF ACTION ON INTERNATIONAL AVIATION AND CLIMATE CHANGE

(Presented by AFCAC on behalf of the 53 African States¹)

EXECUTIVE SUMMARY

This paper contains an African perspective on international aviation on climate change. It endorses the Programme of Action of the Group on International Aviation and Climate Change (GIACC). It expresses its objection to unilateral actions on market-based measures by States or Regions across national borders, and re-affirms Africa's belief in ICAO's leadership role on all civil aviation matters related to the environment but also believes that the principle of Common But Differentiated Responsibilities should be applied in all ICAO's efforts in mitigating aviation environmental emissions.

Action: The Assembly is invited to:

- a) re-emphasize the need of urgently addressing GHG (Greenhouse Gas) emissions from international civil aviation by employing a broad range of tools i.e. a basket of measures which included measures to facilitate access to assistance for developing States;
- b) discourage unilateral action on economic/market-based measures by States and Regions across national borders, while ICAO continues to be the vehicle for driving and resolving all issues of environment including market-based measures; and
- c) approve the provision of assistance by ICAO to developing countries in the area of finance, capacity building and transfer of technology for the implementation of an ICAO Programme of Action and other efforts to limit or reduce aircraft emissions.

<i>Strategic Objectives:</i>	This working paper relates to Strategic Objective C, <i>Environmental Protection – minimize the adverse effect of global civil aviation on the environment.</i>
<i>Financial implications:</i>	No additional resources required.
<i>References:</i>	No references.

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Algeria, Angola, Benin, Botswana, Burkina Faso, Burundi, Cameroon, Cap Verde, Central African Republic, Chad, Comoros, Congo, Cote d'Ivoire, Democratic Republic of the Congo, Djibouti, Egypt, Equatorial Guinea, Eritrea, Ethiopia, Gabon, Gambia, Ghana, Guinea, Guinea-Bissau, Kenya, Lesotho, Liberia, Libyan Arab Jamahiriya, Madagascar, Malawi, Mali, Mauritania, Mauritius, Morocco, Mozambique, Namibia, Niger, Nigeria, Rwanda, Sao Tome and Principe, Senegal, Seychelles, Sierra Leone, Somalia, South Africa, Sudan, Swaziland, Togo, Tunisia, Uganda, United Republic of Tanzania, Zambia, Zimbabwe

1. INTRODUCTION

1.1 The issue of growth of global aviation today is not in doubt and the resultant impact from aircraft emissions has equally become a major global issue. Aviation has become the main engine driving economic growth globally. However, the contribution of aviation emissions to climate change is small but significant at 2% of global greenhouse emissions. This is expected to grow, and should be addressed approximately even when it is well known that the growth factor is by far less than the contributions from road transport, industries or power generation, amongst other sources.

1.2 Based on ICAO data, CO₂ emissions from international aviation almost doubled over the period 1990 – 2006. At the 36th Assembly in September 2007 this fact was acknowledged and created the Group on International Aviation and Climate Change (GIACC) to develop a Programme of Action to address these emissions, that encompasses strategies and measures to achieve emissions reduction, including market-based measures (MBMs).

1.2 During the GIACC/4 meeting, its MBM working group reported that the absence of a framework developed by ICAO, has made different policies and parameters implemented by States or Regions far from optimal. Furthermore, the Programme of Action developed by GIACC represents a broad, initial approach, in which all states should participate to contribute to the global aspirational goals according to their respective capabilities. Also the 36th Assembly in September 2007 emphasized the importance of ICAO taking a leadership role on all civil aviation matters related to the environment.

2. ICAO AND ENVIRONMENTAL ISSUES

2.1 ICAO has demonstrated its capacity to provide leadership in limiting or reducing the impact of aviation Green House Gas emissions on the global climate with the successful establishment of the Group on International Aviation and Climate Change (GIACC) in line with the ICAO Assembly Resolution, A36-22, Appendix K, “Consolidated statement of continuing ICAO policies and practices related to environmental protection”, GIACC was tasked with developing and recommending to the Council an aggressive Programme of Action on International Aviation and Climate Change and a common strategy to limit or reduce greenhouse gas emissions attributable to international civil aviation. The Programme of Action developed by GIACC further affirms ICAO’s leadership role and capability.

2.2 In the last ten years, ICAO has conducted work relating to aviation CO₂ emissions and other form of emissions for several decades. This includes examination and development of a range of technological and operational measures for reducing aviation emissions. Furthermore, detailed analysis has been undertaken of market based measures pursuant to resolution in the past General Assemblies. This includes analysis of options for CO₂-based aviation emissions charges, emissions trading and voluntary measures. Various guidance documents have been published on different market-based measures.

2.3 There is no doubt that the GIACC has further confirmed and brought to the front burner that the issue facing the aviation sector at this time is to achieve global consensus and the political will to identify and agree what further measures should now be put in place to reduce the growth of CO₂ emissions from international civil aviation conscious however of the principle of Common But Differentiated Responsibilities (CBDR).

3. THE EUROPEAN UNION EMISSION TRADING SCHEME

3.1 The European Union Commission on 20th December 2006 issued a proposed legislation to extend the European Union (EU) Emission Trading Scheme (ETS) to civil aviation. The proposal would mandate participation of non-EU carriers flying to and from the EU in 2013 without regard to nationality. As a follow-up, the European Parliament's Environment Committee in May 2008 voted on draft amendments designed to "toughen" the current proposals.

3.2 The Environment Committee agreed that all flights within, leaving or landing in EU territory will be included in the ETS from 2011 instead of 2012 as proposed.

3.3 The International Air Carrier Association stated that it is appalled at the extremism of the European Parliament's Environment Committee in adopting such a radical ETS design. The combination of the prospect of 100% auction from 2013, a multiplier and a de facto closed trading system makes it a destructive package for airlines.

3.4 The implication of these draft amendments of the legislation is that EU is imposing the ETS on a unilateral and non-consensual basis.

4. EFFORTS BY AFRICAN STATES TO REDUCE EMISSIONS

4.1 African States intend to have a coordinated approach to the issue of limiting or reducing aircraft emissions. However, individual States in the region have embarked on several programmes to reduce emissions. These include:

- a) fleet renewal programme made possible by the Cape Town Convention. This has changed the African skies which are now dotted with new generation aircraft;
- b) the modernization of the Air Traffic Management System including Performance Base Navigation;
- c) the use of environmental friendly Ground Support Equipment and the building of new terminal buildings and powered by renewable energy sources (Solar/Wind turbine); and
- d) the adoption of the ICAO Environmental System Management by some African airlines.

4.2 African States have also instructed the AFCAC Secretariat to develop guidelines on Uniform and Coordinated Approach to mitigate CO₂ emissions by the air transport industry in Africa.