



WORKING PAPER

**HIGH-LEVEL MEETING
ON THE FEASIBILITY OF A LONG-TERM ASPIRATIONAL GOAL FOR
INTERNATIONAL AVIATION CO₂ EMISSIONS REDUCTIONS (HLM-LTAG)**

Montréal, 19 to 22 July 2022

Agenda Item 1: CO₂ emissions reduction scenarios and options for LTAG

Agenda Item 2: Means of implementation for a long-term global aspirational goal for international aviation

Agenda Item 4: Conclusions and Recommendations of the Meeting

**PERSPECTIVES ON THE AMBITION OF INTERNATIONAL AVIATION AND
CLIMATE CHANGE
(BUILDING BLOCK 3 & 5)**

(Presented by the People's Republic of China and Russian Federation)

SUMMARY

International aviation's response to climate change includes mitigation, adaptation, financial resources and technology, which shall be taken into full account in a comprehensive and systematic manner, in the enhancement of the ambition. Additionally, the economic and social development of developing countries shall not be adversely affected in the ambition enhancement.

Action by the Meeting is in paragraph 4.

1. INTRODUCTION

1.1 The goals of the Paris Agreement include: a) holding the increase in the global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5°C; b) increasing the ability to adapt to the adverse impacts of climate change and foster climate resilience and low greenhouse gas emissions development, in a manner that does not threaten food production; and c) making finance flows consistent with a pathway towards low greenhouse gas emissions and climate-resilient development.

1.2 The Paris Agreement provides that this agreement is implemented to reflect equity and the principle of common but differentiated responsibilities and respective capabilities, in the light of different national circumstances, and achieve the main goals mentioned in 1.1 through Nationally Determined Contributions. The Paris Agreement also recognized the need to support developing country Parties for the effective implementation of this Agreement.

¹ English and Chinese versions provided by the People's Republic of China and Russian Federation.

2. VIEWPOINTS ON THE EXISTED ICAO EMISSIONS GOALS FOR INTERNATIONAL AVIATION

2.1 Since the 37th Session of the ICAO Assembly, all the resolutions on climate change have agreed to achieve an aspirational goal of improving the global average annual fuel efficiency by 2% until 2020 and an aspirational global fuel efficiency improvement rate of 2 per cent per annum from 2021 to 2050. However, ICAO has not conducted any detailed analysis on the goals in terms of their implementation, ambition and feasibility.

2.2 The goal of stabilizing global international aviation emissions at the level of 2020 (CNG 2020) proposed by the 37th Assembly of ICAO is in essence to mitigate the increase of global international aviation emissions. Since the increase and growth rate of collective international aviation emissions of developing countries are higher than those of developed countries, CNG 2020 is in essence to exempt developed countries' historical responsibilities of emission reductions and burden developing countries with the major part of global international aviation emission reduction obligations, which violates the principles of fairness, common but differentiated responsibilities and respective capabilities. China and other countries have been maintaining reservations on the CNG 2020 goal and any mechanism designed with the CNG 2020 as the baseline.

2.3 Since 2010, all the Assembly Resolutions have resolved that CNG 2020 shall not attribute specific obligations to individual States. However, the implementation of CORSIA has substantially broken down this goal into individual States. According to the research by the CAEP², the current CORSIA mechanism would cause serious market distortions to the disadvantage of developing countries.

3. VIEWPOINTS ON ENHANCING THE AMBITION OF INTERNATIONAL AVIATION AND CLIMATE CHANGE

3.1 According to HLM-LTAG-WP/24 *Perspectives on Scientific Understanding of UNFCCC and IPCC* submitted by China and the Russian Federation, to achieve the goal of holding the increase in the global average temperature to well below 2°C above pre-industrial levels and pursuing efforts to limit the temperature increase to 1.5°C, does not mean that all regions or sectors should achieve net zero emissions at the same time or should not necessarily set up goals of net zero emissions. Hence, it is lack of legal authorization and scientific evidence for ICAO to formulate a unified net emission goal.

3.2 Developed countries have peaked their aviation CO₂ emissions, which they enjoy a large amount of funds, technologies, and capacity building to address. On the other hand, the international aviation industries in developing countries are far from mature. If developed countries cannot achieve carbon neutrality much earlier than developing countries and provide adequate financial, technical and capacity-building support for developing countries to enhance aviation emission reduction, the feasibility of LTAG will be in doubt and will mean that the international aviation and related industries in developing countries are either locked down in a very low level of development in the future, or bear much more decarbonization costs than those in developed countries and suffer from the adverse competition distortion to the disadvantage of developing countries.

3.3 To enhance ICAO's response to climate change, it is necessary to respect and take into full account the differences among countries in development stages, historical emission responsibilities,

² According to the analysis of 2022 CORSIA regular review on market distortion, the results show that the main causes of market distortion after 2030 are the introduction of individual baseline and individual growth factor. Due to the different air transport growth rates of different routes, countries and regions, the airlines of fast-growing developing countries or regions bear higher emission reduction responsibilities, resulting in de facto discrimination or unfairness against fast-growing developing countries

resource endowments, etc. And it is necessary to ensure that developed countries bear historical emission responsibilities by achieving climate neutrality collectively by 2020, and providing developing countries with financial, technology transfer and capacity-building support required for a sustainable aviation.

4. **ACTION BY THE HLM-LTAG**

4.1 The HLM-LTAG is invited to:

- a) acknowledge that enhancing the ambition of LTAG should be based on the stocktaking and research on the emission reduction goals and actions independently determined by States, and on the premise that developed countries take the lead in dramatic reduction of emissions and provide adequate assistance to developing countries, as elaborated on and recommended in paragraph 3 above;
- b) reaffirm that any ICAO response to climate change should be coordinated with social and economic development in an integrated manner with a view avoiding adverse impacts on the latter, taking into full account the legitimate priority needs of developing countries for the achievement of sustained growth of international aviation and eradication of poverty; and
- c) reflect 4.1 a) in the outcomes of the HLM-LTAG.

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