

**COMISSÃO LATINO-AMERICANA
DE AVIAÇÃO CIVIL**



**LATIN AMERICAN CIVIL
AVIATION COMMISSION**

COMISIÓN LATINOAMERICANA DE AVIACIÓN CIVIL

**SECRETARÍA
APARTADO 27032
LIMA, PERÚ**

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**VIGÉSIMO CUARTA REUNIÓN DEL GRUPO DE EXPERTOS EN ASUNTOS POLÍTICOS,
ECONÓMICOS Y JURÍDICOS DEL TRANSPORTE AÉREO (GEPEJTA/24)**

(Lima, Perú, 27 al 29 de abril de 2010)

**Cuestión 2 del
Orden del Día:**

Gestión aeroportuaria y medio ambiente

**Cuestión 2.1 del
Orden del Día:**

Política regional de medio ambiente (México)

(Nota de estudio presentada por México – Punto Focal “Gestión aeroportuaria y medio ambiente”)

**Primera reunión del Grupo de Directores Generales sobre Cambio Climático
(DGCIG/1)
(POLITICA REGIONAL DE MEDIO AMBIENTE)**

Introducción

1. El Consejo de la OACI en su 188 periodo de sesiones examinó los resultados de la Reunión de Alto Nivel sobre la Aviación Internacional y el Cambio Climático, y aprobó el informe de la reunión, aceptó la declaración y las recomendaciones de la HLM y examinó el procedimiento para someter el tema a la consideración de la Asamblea de la OACI en su 37 periodo de sesiones.

2. En ese contexto, el Presidente del Consejo estableció un grupo asesor denominado “DGCA Climate Group”, con el propósito de preparar la Resolución pertinente de la 37 Asamblea de la OACI sobre la aviación y el cambio climático, teniendo en cuenta el Programa de Acción y la Declaración adoptados por la Reunión de Alto Nivel, así como las decisiones pertinentes del Consejo. El Presidente advirtió que el trabajo del Grupo no prejuzgaría los resultados del proceso de la Convención Marco de las Naciones Unidas sobre Cambio Climático CMNUCC), ni dependería de los resultados de la COP/15 de la CMNUCC, pero cualquier resultado de la misma que pueda contribuir positivamente al trabajo del Grupo debería tenerse en cuenta.

3. El DGCA Climate Group quedó integrado por Directores Generales de Aviación Civil y reglamentadores aeronáuticos de alto nivel, de las Administraciones Nacionales de los siguientes Estados miembros del Consejo (19): Alemania, Arabia Saudita, Australia, Brasil, Canadá, China, Emiratos Árabes Unidos, España, Estados Unidos, Federación de Rusia, Francia, India, Japón, México, Nigeria, Reino Unido, República de Corea, Singapur y Sudáfrica.

4. Se previó que el Grupo tendría tres reuniones, la primera del 25 al 27 de marzo de 2010, y la segunda y tercera en junio y agosto de 2010 respectivamente. Durante la primera reunión el Grupo definiría la organización de sus trabajos, pudiendo decidir el establecimiento de sendos subgrupos para metas, medidas y medios para medir el progreso.

5. Para la primera reunión se dispondría de un proyecto de Resolución (borrador de trabajo) preparado por la Secretaría, después de un proceso de consultas con Representantes ante el Consejo y con miembros del Grupo.

6. Un primer proyecto, fue distribuido a principios de enero, para consulta con Representantes ante el Consejo sobre la estructura y el contenido del texto. Las observaciones de los Representantes ante el Consejo dieron lugar a un segundo proyecto de resolución que fue distribuido a los miembros del Grupo, para retroalimentación y comentarios preliminares antes de preparar el proyecto que serviría de documento base para los trabajos de la primera reunión del DGCA Climate Group.

Desarrollo de la reunión

7. La Primera Reunión del Grupo Informal de Directores Generales sobre Cambio Climático (DGCIG/1), tal como fue renombrado el Grupo, se llevó a cabo en la sede de la OACI en Montreal, Canadá, del 25 al 27 de marzo de 2010.

8. La reunión fue presidida por el señor Roberto Kobeh González, Presidente del Consejo. Participaron los 19 miembros del Grupo y dos observadores. Por la región de América Latina y El Caribe participaron los miembros del Grupo de Brasil y México.

9. Como documento de base para los trabajos se presentó un proyecto de resolución de la Asamblea (**adjunto** a la presente nota, en inglés) elaborado por la Secretaría de la OACI tras consultas con los Representantes ante el Consejo y miembros del Grupo, así como una serie de documentos de información y referencia que fueron presentados durante la reunión.

10. Al inaugurar la reunión el señor Roberto Kobeh, recordó que el Programa de Acción sobre Aviación Internacional y Cambio Climático adoptado por el Consejo en respuesta al mandato de la Asamblea de la OACI, constituía el primer acuerdo global sectorial sobre una meta para tratar las emisiones de CO₂. Este resultado reflejaba un equilibrio entre las perspectivas de todos los Estados y su voluntad colectiva para actuar de manera congruente y cooperativa en esta materia.

11. Consideró que el resultado de los trabajos del DGCIG podrían contribuir a fortalecer aún más el liderazgo de la OACI en el tema e hizo un llamado a sus miembros a concentrar sus trabajos en las cuestiones importantes que la Reunión de Alto Nivel consideró necesario continuar examinando.

12. En esta primera reunión, el Grupo definió la organización y métodos de sus trabajos, y decidió el establecimiento de sendos subgrupos para metas y medidas, los cuales, después de esta reunión y en preparación de la segunda, trabajarían vía teleconferencias e intercambios electrónicos, sobre el proyecto de resolución en lo concerniente a metas y a medidas, con el compromiso de presentar sus

respectivas propuestas para ser examinadas en la segunda reunión del DGCIG/2.

13. Para tal efecto, los grupos deberían considerar:
- a) Viabilidad de metas más ambiciosas incluyendo un crecimiento neutral en carbono y reducciones de emisiones en el largo plazo, más allá de la meta comprometida de una mejora de la eficiencia del 2% anual hasta 2050;
 - b) Diferenciación de obligaciones en los Estados basadas en excepción de minimis y otros criterios que consideren circunstancias especiales;
 - c) Desarrollo de un marco para medidas basadas en criterios de mercado, que considere varias opciones sobre las mismas y el acceso de la aviación civil a los mercados de carbono;
 - d) Elaboración de medidas para asistir a todos los Estados, en particular los países en desarrollo, para lograr acceso a recursos financieros, transferencia de tecnología y construcción de capacidades, tomando en cuenta las circunstancias y necesidades especiales de todos los Estados;

Resultados de la reunión

14. Las principales dificultades que se identifican fueron, en lo relativo a metas, la falta de consenso respecto de establecer metas más ambiciosas, aún cuando esto está previsto en la Declaración de la Reunión de Alto Nivel. En lo relativo a medidas, la falta de consenso respecto de las medidas de mercado, que para algunos miembros deberían formar parte del marco multilateral y ser de aplicación global bajo el liderazgo de la OACI, mientras que para otros, debería establecerse un enfoque flexible para dar cabida a acuerdos regionales.

15. En cuanto a las premisas para el trabajo futuro, se convino en:
- a) La Resolución no atribuirá obligaciones a los Estados individuales
 - b) Ninguna decisión en la OACI deberá afectar los principios o negociaciones del proceso de la CMNUCC
 - c) Ninguna decisión que se adopte limitará o afectará el desarrollo sostenible de la aviación internacional
 - d) Se plantearán soluciones globales que sean aplicables para todos los Estados sobre la base de los principios del Convenio de Chicago
 - e) El trabajo del Grupo considerará en la Resolución la cuestión de los combustibles alternativos y cuestiones de adaptación al cambio climático, en lo que se refiere a la aviación internacional.

16. La próxima reunión del Grupo DGCIG/2 se programó para llevarse a cabo, en principio, del 16 al 18 de junio de 2010, en la sede de la OACI en Montreal y se avocará a preparar el proyecto de resolución que habrá de someterse a la consideración del Consejo, para su posterior presentación a la Asamblea de la OACI en su 37 periodo de sesiones.

Medidas propuestas al Grupo de Expertos

17. Se invita al Grupo de Expertos a:

- a) Tomar nota del presente informe;
- b) Emitir comentarios sobre el contenido de esta nota, que puedan tener en cuenta los miembros del grupo DGCIG de Brasil y México.



International Civil Aviation Organization

WORKING PAPER

DGCIG/1-WP/2
22/3/10
English only

DGCA Climate Group (DGCIG)

FIRST MEETING

Montréal, 25 to 27 March 2010

Agenda Item 2: Review of aviation emissions-related activities within ICAO and internationally

Agenda Item 3: Planning of actions and policy elements to be developed by the Group

Agenda Item 4: Plans and schedules of the accomplishment of tasks identified

**DRAFT ICAO ASSEMBLY RESOLUTION ON
INTERNATIONAL AVIATION AND CLIMATE CHANGE**

(Draft Version 3)

(Presented by the Secretariat)

SUMMARY

This draft Assembly Resolution (Draft Version 3) is intended to replace the following Appendices of the last Assembly Resolution A36-22 “Consolidated statement of continuing ICAO policies and practices related to environmental protection”:

- Appendix I (Aviation impact on global climate - Scientific understanding);
- Appendix J (Aviation impact on global climate - Cooperation with UN and other bodies);
- Appendix K (ICAO Programme of Action on international aviation and climate change); and
- Appendix L (Market-based measures, including emissions trading).

[*Whereas*][*Recalling* that] the [ultimate] objective of the United Nations Framework Convention on Climate Change (UNFCCC) is to achieve stabilization of GHG concentrations in the atmosphere at a level that would prevent dangerous anthropogenic interference with the climate system, and the Kyoto Protocol which was adopted by the Conference of the Parties to the UNFCCC in December 1997 calls for developed countries (Annex I Parties) to pursue limitation or reduction of GHG emissions from “aviation bunker fuels” (international aviation) working through ICAO (Article 2.2); **{A36-22 Appendix J 1st, 3rd and 5th preambulars}**

Acknowledging the principles and provisions on common but differentiated responsibilities and respective capabilities, and with developed countries taking the lead under the UNFCCC and the Kyoto Protocol; **{HLM-DEC 4th preambular, A36-22 Appendix J 2nd preambular, A36-22 Appendix K 3rd preambular and A36-22 Appendix L 3rd preambular}**

Also acknowledging the principles of non-discrimination and equal and fair opportunities to develop international aviation set forth in the Chicago Convention; **{HLM-DEC 5th preambulars, A36-22 Appendix J 2nd preambular, A36-22 Appendix K 3rd preambular and A36-22 Appendix L 3rd preambular}**

[*Reemphasizing* the vital role which international aviation plays in global economic and social development and the need to ensure that international aviation continues to develop in a sustainable manner;] {*HLM-DEC 6th preambular*}

[*Whereas*][*Noting* that] the special report on *Aviation and the Global Atmosphere* published in 1999 by the Intergovernmental Panel on Climate Change (IPCC) and its Fourth Assessment Report published in 2007 contain the assessment of aviation's impact on global climate, which, *inter alia*, estimates that international aviation emissions currently account for less than 2 per cent of total global CO₂ emissions, and the IPCC reports identified a number of key areas of scientific uncertainty that limit the ability to project aviation's full impacts on global climate, therefore, ICAO requested the IPCC to include an update of the main findings in its Fifth Assessment Report to be published in 2014; {*HLM-DEC 7th preambular and A36-22 Appendix I 1st, 2nd and 3rd preambulars*}

Recognizing that, as an important first step in the work of Member States at ICAO to address greenhouse gas (GHG) emissions from international aviation, the Council fully accepted the Programme of Action on International Aviation and Climate Change recommended by the Group on International Aviation and Climate Change, which included global aspirational goals in the form of fuel efficiency, a basket of measures and the means to measure progress [, and *also recognizing* that the aspirational goal of 2 per cent annual fuel efficiency improvement is unlikely to deliver the level of reduction necessary to stabilize and subsequently reduce aviation's absolute emissions contribution to climate change and more ambitious goals will need to be considered to deliver a sustainable path for aviation]; {*HLM-DEC 2nd and 13th preambulars*}

Recognizing that, to promote sustainable growth of aviation, a comprehensive approach, consisting of work on technology and Standards and on operational and market-based measures to reduce emissions is necessary and work to develop an Standard for CO₂ is already underway, and *also recognizing* that the High-level Meeting on International Aviation and Climate Change in October 2009 declared that ICAO would establish a process to develop a framework for market based measures in international aviation [, bearing in mind relevant ICAO Assembly resolutions and the appendices with a view to complete this process expeditiously]; {*HLM-DEC para 5. and A36-22 Appendix K 5th preambular*}

[*Recognizing*][*Noting*] that the Conference on Aviation and Alternative Fuels in November 2009 endorsed the use of sustainable alternative fuels for aviation, particularly the use of drop-in fuels in the short to mid-term, as an important means of reducing aviation emissions, and established an ICAO Global Framework for Aviation Alternative Fuels [, which will be continually updated,] to communicate what individual and shared efforts expect to achieve with sustainable alternative fuels for aviation in the future; {*CAAF-DEC para 1. and para 2.*}

[*Affirming* that measures to assist developing States as well as to facilitate access to financial support, technology transfer and capacity building should be further elaborated;] {*HLM-REC para 7.*}

Affirming that addressing GHG emissions from international aviation requires the active engagement and cooperation of States and the industry [, and noting the collective commitments announced by ACI, CANSO, IATA and ICCAIA on behalf of the international air transport industry to continuously improve CO₂ efficiency by an average of 1.5 per cent per annum from 2009 until 2020, to achieve carbon neutral growth from 2020 and reducing its carbon emissions by 50 per cent by 2050 compared to 2005 levels]; {*HLM-DEC 11th preambular*}

Recognizing that the Copenhagen Accord at the United Nations Climate Change Conference in Copenhagen in December 2009 recognized the scientific view that an increase in global average temperature above pre-industrial levels ought not to exceed 2°C [and deep cuts in global emissions are required], but did not address GHG emissions from international aviation; {*HLM-DEC 9th preambular*}

Affirming that this resolution supersedes Appendices I, J, K and L of Resolution A36-22;

The Assembly:

1. *Reiterates* that:
 - a) ICAO should continue to exercise leadership on environmental issues relating to international civil aviation, including limiting and reducing GHG emissions from international civil aviation; *{HLM-DEC 3rd preambular, A36-22 Appendix J para 1. a) and 6th preambular and A36-22 Appendix K 1st preambular}*
 - b) ICAO should continue to take initiatives to promote information on scientific understanding of aviation's impact and action undertaken to address aviation emissions and continue to provide the forum to facilitate discussions on solutions to address aviation emissions; *{HLM-REC para 3. and para 4. and A36-22 Appendix I para 1. a)}*
 - c) ICAO should continue to cooperate with, and provide proposals to, international organizations involved in policy-making on climate change, notably with the Conference of the Parties to the UNFCCC and its subsidiary bodies and with the IPCC as appropriate; *{A36-22 Appendix I para 1. b), A36-22 Appendix J para 1. b) and c) and A36-22 Appendix K para 1.}*
 - d) the different circumstances among States in their capacity to respond to the challenges associated with climate change and the need to provide necessary support, in particular to developing countries and States having particular needs, should be recognized; *{HLM-DEC 12th preambular}*
 - e) [emphasis should be put on those policy options that will reduce aircraft engine emissions without negatively impacting the growth of air transport especially in developing economies;] *{A36 -22 Appendix K 6th preambular}*
2. *Resolves* that ICAO and its Contracting States [, working together with relevant international organizations and the aviation industry,] will achieve the following goal [s] [, as contribution of international aviation to the global efforts on limiting the global average temperature increase to less than 2°C above pre-industrial levels]: *{HLM-DEC para 2., para 3. and 11th preambular}*
 - a) a global annual average fuel efficiency improvement of 2 per cent [over the medium term] until 2020 [and an aspirational global fuel efficiency improvement rate of 2 per cent per annum [in the long term] from 2021 to 2050,] calculated on the basis of volume of fuel used per revenue tonne kilometre performed;
 - b) [10% GHG emissions reduction by 2020 compared to 2005 levels;]

or

 - b) [carbon neutral growth of global international aviation [by][from] 2020]; and
 - c) [[50][XX] per cent reduction of global international aviation CO₂ emissions by 2050 compared to 2005 levels];
3. *Agrees* that the global goal[s] mentioned above will not attribute specific obligations to individual States and that the different circumstances, respective capabilities and contribution of developing and developed States to the concentration of aviation GHG emissions in the atmosphere will determine how each State may contribute to achieving [these] [this] global goal[s]; *{HLM-DEC para 4.}*
- [4. *Recognizes* that in order to achieve the goals mentioned above in the most cost-effective way, all appropriate measures would need to be employed, [working together with relevant international

organizations and the aviation industry,] including but not limited to technological improvements, emissions Standards, [possible] use of sustainable alternative fuels, operational measures, [globally agreed] market-based measures; } *{A36-22 Appendix K 5th preambular}*

[4bis. *Agrees* to welcome any possible cooperation between ICAO, Contracting States, any other relevant international organizations and aviation industry in the field of environmental protection;]

5. *Emphasizes* that not all of the measures [mentioned in paragraph 4] [suggested in the basket of measures] would be appropriate for all States and that individual States will be responsible for identifying and deciding which policies and measures suit their national circumstances and special conditions to achieve the global ICAO goals; *{A36-22 Appendix L 2nd preambular}*

6. *Urges* States to:

- a) [accelerate investments on][support] research and development to update information on aircraft-induced effects on global climate and to foster the development and implementation of more energy efficient aircraft technologies; *{HLM-REC para 1., A36-22 Appendix I para 2. a) and b) and A36-22 Appendix K para 7. and para 14. a)}*
- b) work together expeditiously with the industry to foster the development and implementation of sustainable alternative fuels for aviation, and through ICAO and other relevant international bodies, to exchange information and best practices, and in particular to reach a common definition of sustainability requirements; *{CAAF-REC para 7. and para 8. and HLM-DEC para 8.}*
- c) accelerate the implementation of fuel efficient routings and procedures to reduce aviation emissions, including the application of satellite-based technologies, and the reduction of legal, security, economic and other institutional barriers to enable implementation of the new ATM operating concepts for the environmentally efficient use of airspace; *{HLM-REC para 6. and A36-22 Appendix K para 14. b), c) and e)}*
- d) cooperate with and engage upon the development and implementation of a global framework for market-based measures undertaken by ICAO [as the only accepted avenue for the application of market-based measures for international aviation]; and *{HLM-DEC para 5.}*
- e) submit their action plans, outlining their respective policies and actions, and annual reporting on international aviation CO₂ emissions to ICAO; *{HLM-DEC para 7.}*

7. *Request* the Council to:

- a) continue [, working through the Committee on Aviation Environmental Protection,] to develop and keep up-to-date the guidance for Contracting States on the application of policies and measures aimed at reducing or limiting the environmental impact of aircraft engine emissions, and conduct further studies with respect to mitigating the impact of aviation on climate change; *{HLM-REC para 5. and A36-22 Appendix K para 3.}*
- b) evaluate or continue evaluating the costs and benefits of the various measures, including existing measures, with the goal of addressing aircraft engine emissions in the most cost-effective manner, taking into account the interests of all parties

concerned, [including] [especially] potential impacts on the developing [world] economies]; *{A36-22 Appendix K para 4.}*

- c) provide the necessary guidance and direction to ICAO's Regional Offices to assist Contracting States with studies, evaluations and development of procedures, in collaboration with other States in the region, to limit or reduce GHG emissions on a global basis and work together collaboratively to optimize the environmental benefits that can be achieved through their various programmes; *{A36-22 Appendix K para 5.}*
- d) instruct the Committee on Aviation Environmental Protection to [conclude [as soon as possible] the development of] [develop] a global CO₂ Standard for aircraft [by 2013]; *{HLM-REC para 2.}*
- e) promote improved understanding of the potential use and the related emissions impacts of alternative aviation fuels, and [, working through the Committee on Aviation Environmental Protection,] further elaborate on relevant fuel efficiency metric(s) and develop medium and long term technology goals for aircraft fuel burn; *{HLM-REC para 13., A36-22 Appendix I para 3. and A36-22 Appendix K para 11. a)}*
- f) develop [, working through the Committee on Aviation Environmental Protection,] the necessary tools to assess the benefits associated with ATM improvements, and to promote the use of ICAO guidance on operational measures to reduce aviation emissions; *{HLM-REC para 5. and A36-22 Appendix K para 11. b)}*
- g) place an emphasis on increasing fuel efficiency in all aspects of the ICAO's Global Air Navigation Plan, and encourage States and stakeholders to develop models of flow control and air traffic management that optimize environmental benefits and to promote and share best practices applied at airports in reducing the adverse effects of GHG emissions of civil aviation; *{HLM-REC para 6. and A36-22 Appendix K para 11. c), para 12. and para 13.}*
- h) develop [expeditiously] [by 2012], with the support of Contracting States, the global framework for market-based measures for international aviation [, consistent with the following principles: *{HLM-DEC para 5.}*
 - 1) avoid duplication of efforts;
 - 2) ensure global harmonization and cost-effectiveness;
 - 3) avoid [carbon-leakage and] market-distortions;
 - 4) appropriate use of any financial resources, including the consideration of possible funding for mitigation and adaptation activities; ... [TBD]]
- i) develop [, working through the Committee on Aviation Environmental Protection,] appropriate standard methodologies and a mechanism to measure/estimate, monitor and verify global GHG emissions from international aviation, with support provided from States for the work of ICAO on measuring progress through the reporting of annual data on traffic and fuel consumption to ICAO; *{HLM-REC para 9. and para 10.}*

- j) report [, working through the Committee on Aviation Environmental Protection,] on an annual basis on the progress achieved in average in-service fleet fuel efficiency and the aggregate annual amount of fuel burned in international civil aviation, and evaluate and quantify further reduction opportunities for consideration by the upcoming session of the Assembly; *{A36-22 Appendix K para 10.}*
- k) [further elaborate on measures][establish expeditiously by 2012 a comprehensive mechanism] to assist developing States as well as to facilitate access to financial resources, technology transfer and capacity building including possible application of market mechanisms under the UNFCCC; *{HLM-REC para 7.}*
- l) [consider a de-minimis exception for States which do not have substantial international aviation activity levels, in the submission of action plans and regular reports on aviation CO₂ emissions to ICAO;] *{HLM-REC para 11.}*
- m) provide technical assistance to [developing] States' capability in the reporting of aviation GHG emissions and in the development and implementation of action plans to reduce aviation GHG emissions; and *{HLM-REC para 14.}*
- n) regularly report CO₂ emissions from international aviation to the UNFCCC, as part of its contribution to assessing progress made in the implementation actions in the sector based on information approved by its Contracting States. *{HLM-DEC para 6.}*

[X. *Encourages* Contracting States and the Council to adopt measures consistent with the framework outlined below:

- a) Emissions-related charges and taxes
 - 1) *Affirms* the continuing validity of Council's Resolution of 9 December 1996 regarding emission-related levies;
 - 2) *Recognizes* that existing ICAO guidance is not sufficient at present to implement greenhouse gas emissions charges internationally, although implementation of such charges by mutual agreement of States members of a regional economic integration organization on operators of those States is not precluded; and
 - 3) *Urges* Contracting States to [ensure that any consideration related to greenhouse gas emissions charges should be consistent with the global framework above][refrain from unilateral implementation of greenhouse gas emissions charges];
- b) Emissions trading
 - 1) *Urges* Contracting States [only to implement an emissions trading system on other Contracting State's aircraft operators, consistent with the global framework above] or [not to implement an emissions trading system on other Contracting State's aircraft operators except on the basis of mutual agreement between those States];
- c) Carbon offsetting [TBD] *{A36-22 Appendix L para 1. a), b) and c)}*