

**In confidence**

Office of the Associate Minister of Transport

Cabinet Economic Development Committee

**International Civil Aviation Organization – Climate Change Negotiation Mandate**

**Proposal**

1. This paper seeks agreement to a negotiating mandate to guide Aotearoa's participation for climate change discussions at the 41st International Civil Aviation Organization (ICAO) General Assembly (the Assembly).
2. A previous negotiating mandate was agreed by Cabinet in 2018 and provided a framework for Aotearoa's engagement at ICAO. This needs to be refreshed considering new issues being discussed at ICAO that may impact Aotearoa's interests, and to ensure alignment with Aotearoa's international climate change negotiation mandate.

**Relation to Government priorities**

3. This proposal relates to the Government's priority – *Making New Zealand proud by Creating an international reputation we can be proud of*. It feeds into the Government's broader climate change work programme at both national and sectoral levels, including supporting an effective global response to climate change. It also contributes to Aotearoa's International Climate Change Engagement Plan (2022)<sup>1</sup> (IEP), specifically the Global Ambition and Pacific Resilience priorities.

**Executive Summary**

4. Aotearoa needs to be an active negotiator at the 41st International Civil Aviation Organization (ICAO) General Assembly. In order to facilitate this, its mandate needs to be renewed and approved by Cabinet.
5. ICAO is seeking agreement to a long-term aspirational goal (LTAG) for international aviation at the upcoming assembly. An agreed LTAG is important to give certainty to industry and confidence to states, investors and communities.
6. A LTAG is not binding on any individual state; it is setting an aspiration and a long-term strategy for the sector. The recent high-level meeting (HLM) on the LTAG was more constructive and positive with states being more ambitious than first anticipated, but the adoption of a goal is by no means certain. The minimum level of ambition should align with the collective commitment in the Paris Agreement to pursue efforts to limit the global temperature increase to 1.5 degrees Celsius compared to pre-industrial levels.
7. Although the sector costs and investments necessary to meet an ambitious LTAG are significant, industry groups themselves emphasised that they consider the costs manageable, and not much higher than what industry would normally spend in a business-as-usual scenario. Industry also reiterated at the HLM that lack of long-term action could increase costs further.
8. The first period review of the Carbon Offsetting and Reduction Scheme for International Aviation (CORSA), a market-based measure utilising out of sector offsetting, will also be

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<sup>1</sup> <https://www.mfat.govt.nz/assets/Environment/Climate-change/IEP.pdf>

discussed at Assembly. Aotearoa should support the 2022 periodic review of CORSIA, with the objective of accelerating decarbonisation of the international aviation sector.

9. Aotearoa's IEP underpins the negotiation mandate being sought for the ICAO negotiations. Through this lens Aotearoa should:
  - 9.1. support alignment with keeping the 1.5 degrees Celsius temperature goal in reach
  - 9.2. consider impacts on Pacific resilience and work to limit the disproportionate negative impacts for geographically remote economies like Aotearoa, and other Pacific States
  - 9.3. ensure our transition and its impacts on our economy are consistent with the actions and goals of our Emissions Reduction Plan.

## Background

*Aviation is vital to Aotearoa, given our distance from other markets*

10. Aviation's contribution to the economy is critical because of its role in both our tourism and freight sector. Aviation moves freight that has high value or is of high importance, such as medical supplies. Its freight role and its people-moving role is important to our role in the Pacific, our social needs, and for our trade markets.
11. Aviation's role is not easily replaced by other modes given our distance from markets and reliance on aviation for inter-regional travel. Reducing air travel will be challenging, and subsequently efforts must be made to make reduce aviation CO<sub>2</sub> emissions, both domestically and internationally.
12. The aviation sector is often considered hard to decarbonise given the limited number of technical solutions currently available and its reliance on liquid fossil fuel. Aviation (both domestic and international) currently contributes two percent of global carbon dioxide (CO<sub>2</sub>) emissions, and six percent of Aotearoa's transport emissions.<sup>2</sup> Despite the disruption caused by the impact of the COVID-19 pandemic which saw reduced aviation emissions, the levels of CO<sub>2</sub> from the sector are projected to return to normal and then grow significantly over the next 30 years if action is not taken.

*ICAO is the body responsible for reducing international aviation emissions*

13. The Paris Agreement has set an expectation of universal participation in the global response to climate change. The Paris Agreement has a goal of holding the increase in global temperature to well below 2 degrees Celsius and pursuing efforts to limit this to 1.5 degrees Celsius above pre-industrial levels. This goal requires emissions reduction contributions by all sectors.
14. While domestic aviation emissions are covered by the Paris Agreement, it is silent on if states are required to include international aviation emissions in their nationally determined contributions. Few countries have to date.<sup>3</sup> The Kyoto Protocol, circa 1995, gave explicit recognition that ICAO has responsibility for regulating international aviation emissions. As a result, ICAO has taken on the responsibility for negotiating measures to reduce

<sup>2</sup> [https://www.icao.int/environmental-protection/Documents/EnvironmentalReports/2019/ENVReport2019\\_pg111-115.pdf](https://www.icao.int/environmental-protection/Documents/EnvironmentalReports/2019/ENVReport2019_pg111-115.pdf)  
<https://www.transport.govt.nz/assets/Uploads/Discussion/Transport-EmissionsHikinateKohuparaDiscussionDoc.pdf>

<sup>3</sup> Although there are signs that some countries, i.e. the UK and EU may do so when revising their NDCs in response to the Glasgow Pact agreed at COP26 in 2021.

international aviation emissions given the challenge of assigning responsibility for a sector that crosses many States.

15. In 2013, ICAO agreed on a global aspirational goal to achieve carbon neutral growth in the international aviation sector from 2020. Further, in 2016 the Carbon Offsetting and Reduction Scheme for International Aviation (CORSIA), a global market-based measure for reducing and offsetting carbon emissions in the international aviation sector was also agreed. Aotearoa is participating in CORSIA.
16. CORSIA is not an ambitious tool to align the sector with the Paris Agreement's wider decarbonisation objectives. Rather, CORSIA is an interim measure and is intended to only be in place until such time that sustainable aviation fuels or new technologies become more viable. At this stage, it is set to be in place until 2035, and prior to this date work will be undertaken to consider if its life should be extended.
17. Management of international aviation emissions are negotiated in ICAO. Te Manatū Waka Ministry of Transport (the Ministry) leads Aotearoa's participation in these negotiations. Aotearoa's interests in ICAO negotiations are best served by agreement on flexible and cost-effective measures that will encourage the uptake of low emission fuels, technology, and operational practices to maximise the emissions efficiency of international transport.
18. In the Climate Change Commission's (the Commission) advice to the Government, it commented that emissions from international aviation and shipping are not currently part of Aotearoa's 2050 emissions reduction targets. This is seen by stakeholders as an important issue. The Commission will review and provide advice to Government by 2024 on whether emissions from this sector (and international maritime) should be included in Aotearoa's domestic 2050 net zero emission reduction target. Whether these emissions are also included in Aotearoa's international targets is a separate question.

**ICAO is seeking agreement to a long term aspirational goal at its 41st General Assembly in September 2022**

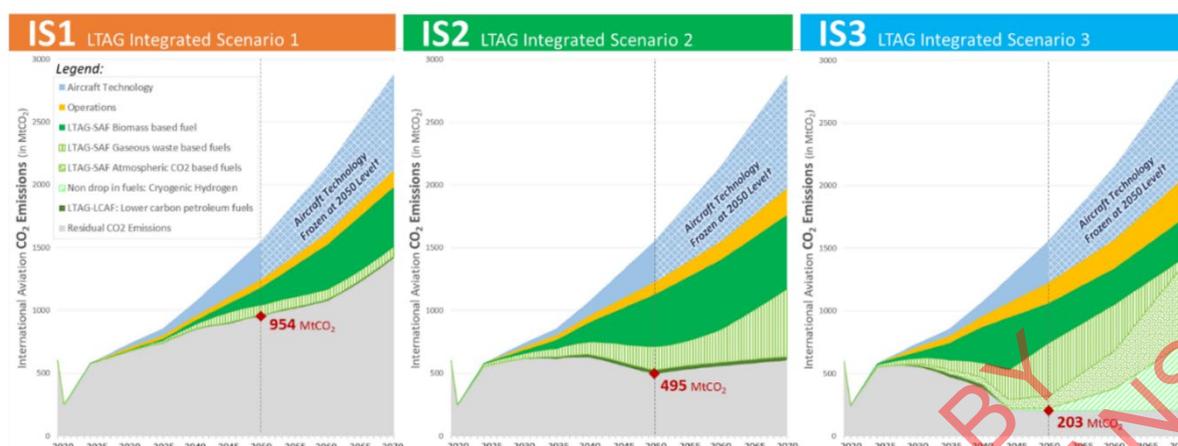
19. On 21 March 2022, ICAO published its technical report on the feasibility of an LTAG, which provides an evidence base for States in their considerations for Assembly. It looked at the potential of in-sector measures (technology, operations, and fuels) to reduce international aviation CO<sub>2</sub> emissions between 2020 and 2070. Key findings include:
  - 19.4. Significant reductions can be made through in-sector measures alone, reducing emissions to around 200 million tonnes (a third of the 2019 CO<sub>2</sub> emissions level, with current levels at approximately one billion tonnes) in 2050 in the most ambitious scenario.
  - 19.5. Sustainable aviation fuel (SAF) is the biggest contributing measure to achieve the emissions reductions required from the sector.
  - 19.6. Emissions cannot be reduced to zero through in-sector measures alone. Therefore, there will be residual emissions until at least to 2070 in all scenarios. To address these, out-of-sector measures (carbon removals, i.e. offsetting options) would be required in order to maintain incentives for decarbonisation.
  - 19.7. The report conducted a first order assessment of the global costs of realising these scenarios, which showed that the costs and investments required, though significant, are manageable. However, there was not analysis on the likely distribution of costs in the time available to draft the report.

20. An agreed LTAG is important to give certainty to industry and confidence to states, investors and communities. A LTAG is not binding on any individual state; it is setting an aspiration for the sector. To aid negotiations at Assembly the ICAO's technical report has provided three potential LTAG scenarios which are outlined below:

**Table one: potential LTAG scenarios**

	Scenario one	Scenario two	Scenario three
<b>Description</b>	This low or nominal scenario represents the current expectation of future available technologies, fuel availability, and operational efficiencies. It expects low systemic change, for example no systematic infrastructure changes.	This scenario represents an approximate mid-point between the two other scenarios. Faster rollout of future technologies, increased operational efficiencies, and higher fuel availability. It assumes increased policy enablers for technology, operations, and fuels. It also assumes increased systemic change, for example limited infrastructure changes. Of the three scenarios, it requires medium effort for delivery.	This high ambition scenario represents the maximum possible effort in terms of future technology rollout, operational efficiencies, and fuel availability. It assumes maximum policy enablers for technology, operations, and fuels. There is also an assumption of high, internationally aligned systemic change for example significant and broad change to airport and energy infrastructure. Of the three scenarios, it requires the highest effort for delivery.
<b>CO<sub>2</sub> abatement</b>	Emissions in 2050 would be reduced by <b>39%</b> from the baseline scenario* (IS0) broken down into 20% from aircraft technologies, 4% from operations, and 15% from fuels.	Emissions in 2050 would be reduced by <b>68%</b> from an IS0 baseline, broken down into 21% from aircraft technologies, 6% from operations, and 41% from fuels.	Emissions in 2050 would be reduced by <b>87%</b> from the baseline scenario (IS0) broken down into 21% from aircraft technologies, 11% from operations, and 55% from fuels.
<b>Costs (USD)</b>	The acquisition of fuels by airlines could result in incremental costs compared to conventional jet fuel of \$1100 billion.	Incremental fuels costs would increase under scenario two to \$2700 billion.	In scenario 3, 100% of conventional jet fuel is replaced by sustainable fuels starting in 2040. The costs to airlines would reach \$4000 billion through 2050.
*All scenarios are placed in context of an Integrated Scenario 0 (IS0) which represents emission reductions through fleet evolution based on aircraft technology frozen at a 2018 level and with no additional improvements from operations and fuels.			

Figure one: three LTAG integrated scenarios



*While the sector costs and investments necessary to meet an ambitious LTAG are significant, the industry itself considers the costs are manageable*

21. Although the sector costs cited in the report appear significant, these are consistent with the industry's own assessments and are not much higher than what the aviation industry would normally spend in a business-as-usual scenario
22. The major cost is the selling price of fuel, which could increase 220 percent over 30 years in the highest ambition scenario. For context, in the last ten years, fuel costs have increased by 250 percent. Since the LTAG-Technical Group report was published in March 2022, the unit cost of jet fossil fuels has almost doubled (largely due to the invasion of Ukraine). Airlines spent \$188 billion on fuel in 2019
23. Costs to aircraft operators in the LTAG-Technical Group report (up to \$4 trillion over 30 years) are also lower than the industry's own assessments (up to \$5.3 trillion) and lower than the amount airlines have spent on fuel in the last 30 years (\$4.3 trillion). Air fares are still expected to fall overall, with only a minor impact expected from climate measures.
24. Further, in October 2021 the global air transport industry adopted a long-term climate goal of net-zero CO<sub>2</sub> emissions by 2050. This confirmed the commitment of the world's airlines, airports, air traffic management and the makers of aircraft and engines to reduce CO<sub>2</sub> emissions in support of the Paris Agreement 1.5 degrees Celsius goal.

*A lack of long-term action could also increase costs*

25. Even if the industry does not pursue a net-zero pathway (with associated increase in energy costs through shifting to SAF), there will be increases in costs based on the lack of long-term action: higher capital financing costs, carbon costs associated with a patchwork of climate policy measures, and higher insurance and adaptation costs of inaction related to climate change.
26. In scenario one (low/nominal), growth is also likely to be constrained and the industry may face reduced demand through passengers and corporate customers deciding to reduce air travel or forgo travel based on climate concerns, meaning these costs would be borne by a smaller customer base. These factors could all potentially lead to an increase in air fares. As Aotearoa is a long-haul destination for consumers in most regions, our people movement industries, e.g., tourism, would be particularly vulnerable to this effect.

27. An ambitious LTAG would give a clear signal to attract investment in all world regions and help drive support for measures, including the infrastructure and technology that help decarbonise international aviation. The ICAO LTAG-Technical Group report noted that decarbonisation of the international aviation sector provides significant opportunities. Failure to reach agreement is likely to lead to higher overall cost to the sector in the long-term.

**There is a risk the opportunity to set an ambitious LTAG will be missed**

28. Despite high levels of ambition among many states at a recent HLM to discuss a proposed LTAG, there was some strong resistance to setting a collective goal, <sup>s 6(a)</sup> [REDACTED]

29. Many developing states saw the need for an emissions reduction goal for aviation but were concerned about costs it might impose on them, particularly where their aviation sectors were still growing.

30. <sup>s 6(b)</sup> [REDACTED]

31. There was broad support and acknowledgement by most states for the need of capacity building, financial support, and the establishment or facilitation of a fund to help developing states contribute to a goal.

32. Reassurance was also sought that the LTAG was not going to prescribe how much effort each state must contribute to the goal. As the LTAG is a strategic international goal, it does not put any responsibility on any one state to undertake certain measures or actions to reduce emissions.

33. There was resistance to have an LTAG of equal ambition for all States, relating to the concept of Common but Differentiated Responsibilities (CBDR). Several countries, <sup>s 6(a)</sup> [REDACTED] insisted developed countries' historic responsibility for the build up of greenhouse gas (GHG) emissions, such as CO<sub>2</sub>, should be reflected through specific participation requirements for developed countries

34. This would not be a desirable outcome. Emissions reductions have to take place globally across all countries – developing and developed - if we are to limit the global temperature increase to 1.5 degrees. Accepting arbitrary application of CBDR would prejudice both the emissions reduction potential of delivery of the goal and set an unhelpful precedent for other climate negotiations.

35. There was also resistance to the consideration of out-of-sector measures to address residual emissions in 2050, which will be needed to reach a net zero goal. However, the LTAG is the strategy that sets direction for the sector. There may still need to be future discussions on out of sector measures. It is likely this will be discussed again in the future.

**It is important Aotearoa is an active negotiator in upcoming ICAO negotiations**

36. The majority of states have agreed that there needs to be a LTAG for international aviation, to enable investment into green technologies to reduce aviation emissions.

37. There are a number of countries who have joined the International Climate Ambition Coalition (IACAC), spear-headed by the United Kingdom, and have signed the associated declaration. The declaration commits states to aim for net zero aviation emissions by 2050, support the strength of CORSIA, and to support an ambitious LTAG to be adopted at Assembly this year.
38. Ahead of COP26 in 2021, Aotearoa also signed up to:
- 38.8. The Clydebank Declaration, which seeks to establish zero-emissions shipping on 6 key trade routes by 2025, with more to follow by 2030.
  - 38.9. The Glasgow Breakthrough Agenda, through which we endorsed goals to work together to make clean technologies in power, transport, steel, and hydrogen the most affordable and attractive option by 2030
  - 38.10. A declaration to accelerating the transition to 100 percent zero emission cars and vans by 2040, and 2035 in leading markets, and;
  - 38.11. An international memorandum of understanding on Zero-Emission Medium- and Heavy-Duty Vehicles, where leading countries commit to working together to enable 100 percent zero-emission new truck and bus sales by 2040.
39. Aotearoa also signed up to a High Ambition Coalition Joint Statement which calls on signatories to deliver mid-century net zero greenhouse gas emissions goals, with strategies for their implementation that align with a 1.5 degree Celsius trajectory as soon as possible. Further, the IEP sets out that Aotearoa will advocate for ICAO goals that align with 1.5 degree Celsius, and support effective implementation of CORSIA.
40. A LTAG will signal to the investment community that green aviation is open for business; and will facilitate funding toward zero emission aircraft technology, SAF, and other measures that will reduce aviation emissions. It will also bring significant economic opportunities for developing states.
41. It is important that Aotearoa negotiates for a strong LTAG at Assembly this year. This will need to involve:
- 41.12. advocating for an ambitious LTAG which aligns with the collective commitment in the Paris Agreement to pursue efforts to limit the global temperature increase to 1.5 degrees Celsius;
  - 41.13. resisting approaches to differentiate responsibilities on climate action where it is not justified, and instead encourage a 'Just Transition' approach, bearing in mind that Pacific States have capacity and resource constraints with regard to contributing to a goal;
  - 41.14. seeking to limit any disproportionate negative impacts for geographically remote economies like Aotearoa; and
  - 41.15. supporting our Pacific partners to participate and amplifying their voices and concerns while sensitively traversing the differences of views in the region.

**The first periodic review of CORSIA will be discussed at the Assembly**

42. 114 States representing around 80 percent of international aviation have now volunteered to participate in CORSIA. This includes some Pacific Island States who are also receiving

support from Aotearoa through the ICAO Assistance, Capacity building and Training for CORSIA (ACT-CORSIA) programme. Many Pacific States have not volunteered to participate in CORSIA due to the additional cost and resourcing requirements of the scheme, which are particularly heightened post-COVID. The CORSIA resolution also states that small island developing states are exempt from this requirement to participate in the offsetting aspects of the scheme. However, they must undertake annual monitoring and reporting requirements.

43. One aspect of CORSIA to be reviewed is the sectoral baseline, which is defined in the Assembly Resolution A40-19 (the Resolution) as the average of total CO<sub>2</sub> emissions for the years 2019 and 2020 on the routes covered by CORSIA offsetting each year from 2021 onwards.
44. In June 2020, the ICAO Council made a series of decisions for the baseline to safeguard against potential economic burden on aeroplane operators due to the COVID-19 pandemic. Council's decisions were:
  - 44.16. That during the pilot phase of CORSIA that 2019 emissions shall be used for 2020 emissions. No change was made to the Resolution.
  - 44.17. For future phases of CORSIA implementation beyond the pilot phase, the Council will examine the impact of COVID-19 on the CORSIA baseline, among various issues, when undertaking the 2022 CORSIA periodic review.
45. Additionally, the Resolution notes that the sectoral baseline will be recalculated when the routes included in the CORSIA change. This can happen for example when new states volunteer to participate or states decide to withdraw their participation. Subsequently, the recalculation of the baseline is done by ICAO at the start of each year, based on the agreed year(s) for the baseline.
46. The sectoral baseline is part of the first periodic review that will be completed at the upcoming Assembly. Options being considered by states are a baseline of 2019 average emissions, a percentage of 2019 emissions, 2020 average emissions, or reverting back to the average emissions of years 2019 and 2020 (as per the original Resolution). Therefore, the reduction of the 2020 CO<sub>2</sub> emissions from international aviation due to the COVID-19 pandemic, will lead to a decrease of the CORSIA baseline (less ambitious), compared to the non-COVID-19 scenario.
47. ICAO's Committee on Aviation Environmental Protection (CAEP) has been tasked in advance of the upcoming Assembly, to provide analysis of additional baseline options beyond the 2019-2020 average and 2019 only scenarios. This was actioned given the impacts the COVID-19 pandemic has not been felt uniformly across operators. The CAEP recognises there are challenges with using the 2020 data but efforts are being made to find the appropriate balance to maintain CORSIA's ambition.
48. There is a risk of CORSIA being unpicked, and its ambition weakened during the review process, through States advocating for the CBDR concept. This outcome would seriously undermine the breakdown of bifurcated differentiation in the Paris Agreement and provide a negative precedent for ongoing United Nations Framework Convention on Climate Change (UNFCCC) negotiations.
49. Developed countries remain firm that issues of differentiation must stay true to the 'spirit of Paris', where countries' national circumstances are the arbiter of the effort they are required to commit. Aotearoa shares this position [EGI-15-MIN-0128 refers].

Demonstrable developed country leadership in reducing international aviation emissions is necessary to resist this proposal.

50. It is critical a satisfactory review of the Resolution is achieved to ensure the ICAO measure remains ambitious and in active use. As identified in the feasibility study for the LTAG, out of sector action will be required to manage the residual emissions that the sector cannot reduce. CORSIA is the current tool to assist with this.
51. Aotearoa should support the 2022 periodic review of CORSIA, with the objectives of maintaining ambition for CORSIA and accelerating decarbonisation of the international aviation sector.

**Aotearoa's economy requires an effective global response to climate change to continue to prosper**

52. We have a responsibility to shoulder our fair share of the short-term costs of addressing climate change. Our economic prosperity depends heavily on international aviation to service our export and tourism sectors, and Aotearoa consumers rely on aviation to access international goods and tourism. Our national interests would be harmed by limiting flows of people and goods, but we recognise that growth in use of international transport needs to be reconciled with a global transition to a low-emissions, resilient, and high wage economy. There are also consumer expectations that the industry has embedded sustainable practice.
53. Aotearoa's dependence on an effective global response to climate change requires that we engage coherently across multilateral processes on international climate change issues. Consistent with this, we need to continue to advocate for measures that align international aviation with the broader global effort to meet the temperature limit goals of the Paris Agreement.

*Pacific Island states share similar international transport needs to Aotearoa*

54. Pacific Island states also rely on international transport to support the movement of goods and people to and from their countries.
55. COVID-19 saw a sharp decline in tourists and other visitors, and it is not expected that a full recovery of the tourism sector will be possible until 2024. The sudden stop of tourism activity and other visitors to the region, has resulted in loss of economic activity, food security challenges and jobs.
56. Alongside these challenges, the impacts of climate change will have a drastic impact on Pacific Island states if efforts to mitigate it are not progressed, quickly. An effective response to climate change is critical to ensuring their ongoing viability.
57. Consequently, Aotearoa needs an ambitious, effective, and fair multilateral solution to reduce aviation emissions. Our national interest in influencing these negotiations includes:
  - 57.18. ensuring measures are workable, fair, not unnecessarily complex or administratively burdensome, and serve to encourage development of mutually supportive international CO<sub>2</sub> emission management and trade obligations; and
  - 57.19. seek to limit disproportionately negative impacts on Aotearoa given we are a geographically remote economy that is reliant on aviation for our economic, freight, and international connections.

58. This means we will wish to see:

- 58.20. The adoption of an ambitious LTAG for aviation,
- 58.21. the continuation of CORSIA with an ambitious baseline, and;
- 58.22. recognition and protection of the interests of Pacific Island countries and territories.

**Financial Implications**

59. There are no financial implications for this paper.

**Population Implications**

60. There are no population implications associated with this paper.

**Legislative Implications**

61. There are no legislative implications for this paper.

**Impact Analysis**

**Regulatory Impact Statement**

62. A Regulatory Impact Analysis is not required for this paper. Implementation of measures adopted by ICAO could require the subsequent development of Rules and Regulations which may be subject to an Impact Analysis.

**Human Rights**

63. The proposal in this paper is consistent with the fundamental freedoms in the Aotearoa Bill of Rights Act 1990 and the Human Rights Act 1993.

**Consultation**

64. The following agencies were consulted on the contents of this paper: Ministry of Foreign Affairs and Trade, the Treasury, Ministry of Business, Innovation and Employment, Ministry for Primary Industries, Ministry for the Environment, and the Civil Aviation Authority. The Department of Prime Minister and Cabinet has been informed.

65. s 9(2)(f)(iv)



**Proactive Release**

66. I propose to release this paper proactively subject to appropriate redactions within 30 business days of final decisions being made.

## Recommendations

The Associate Minister for Transport recommends that the Committee:

- 1 **note** that I have sought approval from the Minister of Transport to bring this Cabinet paper to the Committee;
- 2 **note** that the reduction of greenhouse gas (GHG) emissions from aviation is a critical component of achieving the temperature limit goals of the Paris Agreement;
- 3 **note** that the International Civil Aviation Organization (ICAO) is the lead United Nations agency for deciding and implementing emissions reduction measures, and for determining any emissions reduction target for the aviation sector;
- 4 **note** that subject to the mandate being agreed Aotearoa will participate in ICAO discussions on:
  - the adoption of a long-term aspirational goal (LTAG) to reduce GHG emissions from international aviation; and
  - the 2022 periodic review of the Carbon and Offsetting Reduction Scheme for International Aviation (CORSIA);
- 5 **note** that decisions made at ICAO will have wider implications for government with potential impacts on trade, and the broader environment beyond just GHG emissions;
- 6 **note** that, by 2024, the Climate Change Commission will review whether to include international aviation in Aotearoa's national emissions budget;
- 7 **note** that I will report back to Cabinet on the impacts to Aotearoa of any proposed ICAO measures after the ICAO General Assembly meeting (if necessary);
- 8 **agree** that Aotearoa's engagement on reducing GHG emissions from aviation at the ICAO General Assembly should be mutually supportive with other foreign policy priorities including those relating to climate change, trade and the Pacific;
- 9 **agree** that Aotearoa's principles for engagement at ICAO will be to:
  - advocate for an ambitious LTAG which aligns with the collective commitment in the Paris Agreement to pursue efforts to limit the global temperature increase to 1.5 degrees Celsius above pre-industrial levels;
  - support the 2022 periodic review of CORSIA, with the objectives of maintaining ambition for CORSIA and of accelerating decarbonisation of the international aviation sector;
  - resist approaches to differentiate responsibilities on climate action where it is not justified, and instead encourage staying true to the 'spirit of Paris' where countries' national circumstances is the arbiter of the effort they are required to commit;
  - supporting our Pacific partners to participate and amplifying their voices and concerns while sensitively traversing the differences of views in the region;
  - limit disproportionate negative impacts for geographically remote economies like Aotearoa;
  - support the development of measures that are fair and not unnecessarily complex or administratively burdensome, and serve to encourage development of mutually supportive international GHG management and trade obligations;
- 10 **authorise** the Associate Minister of Transport, in consultation with the Ministers for Climate Change, Foreign Affairs, Trade and Export Growth, and Environment to

**IN CONFIDENCE**

provide direction to officials as necessary on Aotearoa's position if an issue emerges that meets some but not all of the provisions above.

Authorised for lodgement

Hon Michael Wood

Hon Kieran McAnulty

**Associate Minister of Transport**

PROACTIVELY RELEASED BY  
TE MANATŪ WAKA MINISTRY OF TRANSPORT