【欧州】【Common】

Common - Environmental issues: The European Green Deal's objectives for the transport sector: Possible measures and options

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【概要：Summary】

The current range of European policy actions to reduce GHG emissions provide an essential foundation for future progress. However, they are not enough, as the recently published European Environment Agency (EEA) report "European Environment - state and outlook 2020" (SOER 2020) underlined. The transport sector's GHG emissions need to be brought under control, or the EU Member States' national 2030 climate goals will be missed. Furthermore, in order to meet the 2050 Paris climate commitments, cars and vans would have to be entirely decarbonised.

The new European Commission's "Green Deal" Communication sets the path for action in the months and years ahead. The Commission's work will be guided by the public's demand for action and by scientific evidence as demonstrated by the EEA SOER 2019 report, among others. The Commission will bring forward measures under the announced the European Green Deal roadmap. This includes proposals to revise, where necessary, the Emissions Trading System (EU-ETS) for the power sector and industrial installations, and a possible extension of the EU-ETS to road transport, shipping and buildings' GHG emissions. It will also include the revision of the EU Member States' targets for sectors not included in the EU-ETS.

A strategy for clean and smart mobility will include a series of actions, which aim at reducing GHG emissions from land, waterborne and air transport. This will include measures on cleaner fuels, electrical charging infrastructure, and taxation. It will possibly include aviation, road pricing and a further promotion of rail freight.

【記事：Article】

1. The EU's environmental state

The EU has already made a commitment to reduce GHG emissions by at least 20% below 1990 levels by 2020, while improving energy efficiency by 20% and increasing the share of renewable energy sources to 20%. The target of 40% by 2030 was the basis for the EU's position before the Paris Agreement in December 2015. In order to achieve the targets for 2020 and 2030, a large number of legislative actions were approved at EU level.

However, although the current range of European policy actions provide an essential foundation for future progress, they are not enough. Since the energy demand has actually increased since 2014, the current rate of progress will not be sufficient to meet 2030 and 2050 climate and energy targets. According to the EEA's latest report "European Environment - state and outlook 2020" (SOER 2020), published on 4 December 2019, the overall environmental trends in Europe have not improved since the last EEA state of the environment report in 2015. Europe has made significant progress over the past two decades regarding climate change mitigation and reducing GHG emissions. However, the recent trends highlight a

slowing down of progress in areas such as reducing GHG emissions, industrial emissions, waste generation, improving energy efficiency and the share of renewable energy. This jeopardises the EU's objective to achieve the 2030 GHG emission reduction targets and the Paris Agreement target of keeping the increase in global temperature well below 2° C and to pursue efforts to achieve 1.5° C.

The SOER 2020 report urges European Member States, leaders and policymakers to use the next decade to radically scale up and speed up actions to put Europe back on track to meeting its medium and longer-term environmental targets.

2. The "European Green Deal"

On 11 December 2019, the new European Commission president Ursula von der Leyen presented the policies of the so-called "European Green Deal" (COM(2019) 640 final). Von der Leyen announced a package of measures to make Europe climate-neutral by 2050. The European Green Deal is a new growth strategy that aims at transforming the EU into a resource-efficient and competitive economy without net GHG emissions in 2050 and where economic growth is decoupled from resource use. Since current policies will only reduce GHG emissions by 60% by 2050, more initiatives are necessary. By summer 2020, the Commission will present an impact assessed plan to further reduce the EU's GHG emissions. Previously, the EU committed to reducing its emissions to 40% below 1990 levels by 2030 and set no definite goal for 2050. The European Green Deal raises the 2030 target to 50% reductions and sets the 2050 target at a 100% reduction of GHG emissions.

In order to deliver these additional GHG emissions reductions, the Commission will, by June 2021, review and propose to revise where necessary, all relevant climate-related policies, including "A Clean Planet for all - A European strategic long-term vision for a prosperous, modern, competitive and climate neutral economy (COM (2018) 773). It also aims to protect, conserve and enhance the EU's natural capital, and to protect the health and wellbeing of citizens from environment-related risks and impacts. Since the European Green Deal initiative will bring substantial changes, active public participation and confidence in the transition is most important. Delivering additional GHG emission reductions will require massive public investment and increased efforts to direct private capital towards climate and environmental action, while avoiding a continuation of unsustainable practices. The EU will also use its influence, expertise and financial resources to mobilise its neighbours and partners to join it on reaching more sustainability. All EU actions and policies will have to contribute to the European Green Deal objectives.

It is pointed out that in order to deliver the European Green Deal, there is a need to rethink policies for clean energy supply across the economy, industry, production and consumption, large-scale infrastructure, transport, food and agriculture, construction, taxation and social benefits. The EU needs also to promote and invest in the necessary digital transformation. The Green Deal will make consistent use of all policy measures, including regulation and standardisation, investment and innovation, national reforms, dialogue with social partners and international cooperation. Furthermore, taxation needs to be aligned with climate objectives. The Commission will propose to revise the Energy Taxation Directive, focusing on environmental issues, and will also propose to use the provisions in the Treaties that allow the European Parliament and the Council to adopt proposals in this area through the ordinary legislative procedure by qualified majority voting rather than by unanimity.

The Commission will propose a carbon border adjustment mechanism, for selected sectors, to reduce the risk of carbon leakage at international level, in compliance with the World Trade Organization rules and other international obligations of the EU.

In order to reach climate objectives in 2030 and 2050, a power sector must be developed that is based largely on renewable sources, complemented by the rapid phasing out of coal and decarbonising gas. At the

same time, the EU's energy supply needs to be secure and affordable for consumers and businesses. The Commission will present in early 2020 a Sustainable Europe Investment Plan to help meet investment needs. At least 25% of the EU's long-term budget should be dedicated to climate action, and the European Investment Bank will provide further support.

3. Green Deal measures for the transport sector

Under the EU's Green Deal, the new Commission has already emphasised its intention to cleaning up the transport industry, which is the only sector of the European economy where GHG emissions are still growing. The Commission will propose the necessary amendments to the Climate Law and will also consider a new proposal to revise the Combined Transport Directive (COM(2017) 648) to turn it into an effective tool to support multimodal freight operations involving rail and waterborne transport, including short-sea shipping.

The European Green Deal's measures will include a possible extension of EU-ETS to new sectors, including waterborne transport and road transport. The Green Deal intends to extend the EU-ETS to the maritime sector and reduce free allowances for airlines by 2021.

Regarding maritime transport, the Commission will propose to extend European emissions trading to the maritime sector and shipping would finally be included in the EU-ETS. It will also take action in relation to access of the most polluting ships to EU ports and to oblige docked ships to use shore-side electricity.

Similarly, air quality should be improved near airports by tackling the emissions of pollutants by aeroplanes and airport operations. Regarding aviation, work on adopting the Commission's proposal on a truly Single European Sky will need to restart, as this will help to achieving significant reductions in aviation emissions. The Commission also intends to propose to reduce the EU-ETS allowances allocated for free to airlines. This will be coordinated with action at global level, notably at the International Civil Aviation Organization (ICAO). Furthermore, the Commission plans to end the aviation sector's kerosene tax exemptions. The Commission will review the existing tax exemptions for aviation and maritime fuels and promote the use of sustainable alternative fuels for different transport modes and invest in accompanying infrastructure.

Regarding the "zero-emission mobility", the Commission plans to extend the EU-ETS for CO2 emissions not only to the maritime sector and reduce the amount of free pollution credits allocated to airlines. The Commission will also propose more stringent air pollutant emissions standards for combustion-engine vehicles. As a complement to existing and future CO2 emission performance standards for vehicles, the Commission will also "assess the possibility of including road transport emissions" in the EU-ETS and revise by June 2021 the legislation on CO2 emission performance standards for cars and vans, to ensure a clear pathway from 2025 onwards towards zero-emission mobility. After 2021, new passenger cars will have to emit less than 95g of CO2 per km under the current rules. The new CO2 emission rules were only agreed in December 2018, when it was decided to endorse a 37.5% reduction target for passenger cars by 2030. For vans, the target was set at a 31% reduction. However, it is still unclear what will be changed in the review and the Green Deal communication does not mention any changes to CO2 standards on trucks.

Furthermore, the Commission will review the Alternative Fuels Infrastructure Directive. By 2025, about 1 million public recharging and refuelling stations will be needed for the expected 13 million zero-and low-emission vehicles on European roads. Therefore, the Commission's Green Deal will support the deployment of public recharging and refuelling points where persistent gaps exist, notably for long-distance travel and in less densely populated areas, and will launch as quickly as possible a new funding call to support this. A combination of measures should address emissions, urban congestion, and improved public transport.

Moreover, automated and connected multimodal mobility and "Mobility as a Service" will play an increasing role, together with smart traffic management systems enabled by digitalisation. The EU transport system and infrastructure will have to prepare to support new sustainable mobility services that can reduce congestion and pollution, especially in urban areas. The Commission will help to develop smart systems for traffic management and "Mobility as a Service" solutions. Finally, the price of transport must reflect the impact it has on the environment and on health. Therefore, fossil-fuel subsidies should end and, in the context of the revision of the Energy Taxation Directive, the Commission will have to look at the current tax exemptions including for aviation and maritime fuels and at how best to close any loopholes.

4. European Council supports carbon neutrality by 2050 – with exceptions

The European Council of EU Member States heads of state and government agreed to carbon neutrality by 2050 with some exceptions at their meeting on 12 and 13 December 2019.

On 12 December 2019, EU leaders discussed climate change, the EU's long-term budget and the 2050 climate-neutrality target, among other issues. In the light of the latest available science and of the need to step up global climate action, the European Council endorsed the objective of achieving a climate-neutral EU by 2050, in line with the objectives of the Paris Agreement. However, one Member State, Poland, at this stage, could not commit to implement this objective and the European Council decided to come back to this in June 2020. The Czech Republic and Hungary eventually dropped their resistance against the target after winning a guarantee that nuclear energy would be recognized as a way for EU Member States to reduce GHG emissions. However, Poland remained against the 2050 climate-neutrality target.

The transition to climate neutrality will bring significant opportunities, such as potential for economic growth, for new business models and markets. However, achieving climate neutrality will also require overcoming serious challenges. The European Council took note of the Commission's Communication on the European Green Deal. It recognised the need to put in place an enabling framework that benefits all Member States and encompasses adequate instruments, incentives and support. The transition will require significant public and private investments. In this context, the European Council supported the announcement by the EIB that it intends to support investment in climate action and environmental sustainability in the period from 2021 to 2030. The European Council welcomes the European Commission's announcement that its forthcoming proposals will aim at facilitating EUR 100 billion of investment through the Just Transition Mechanism. Funding of transformation efforts must continue after 2030.

All relevant EU legislation and policies need to be consistent with, and contribute to, the fulfilment of the climate neutrality objective while respecting a level playing field. The European Council invited the Commission to examine whether this requires an adjustment of the existing rules, including on state aid and public procurement. It also invited the Commission to report regularly on the environmental and socio-economic impact of the transition to climate neutrality. The European Council acknowledged the need to ensure energy security and to respect the right of the Member States to decide on their energy mix and to choose the most appropriate technologies.

The European Council invited the Commission to prepare a proposal for the EU's long-term strategy as early as possible in 2020, with a view to its adoption by the Council and its submission to the UNFCCC. The European Council calls on the Commission and the High Representative to pay particular attention to climate diplomacy.

5. First reactions on the Green Deal Communication

As a first reaction on the new European Commission's Green Deal, the European Parliament transport committee chair Karima Delli stated her

disappointment on the scope and ambition of the measures presented. According to Delli, regarding cars, the Commission has not provided the phasing out principle of combustion engines, neither did it suggest measures to ban diesel cars. Furthermore, although the electric vehicles are considered becoming the backbone of the Commission's plans to green mobility, the Green Deal does not mention any boosting alternative fuelling structures like hydrogen.

Also international aviation and shipping remain difficult points for policymakers. Although their shares of EU transport emissions are similar, at 13.3% and 13.6%, both figures are increasing and expected to increase year-on-year. The International Maritime Organisation (IMO) has not yet agreed on any immediate climate measures. Therefore, the European Commission would have to include the maritime sector under the EU-ETS.

According to the environmental NGO Transport & Environment T&E, the Green Deal will see tighter emissions standards for cars and vans from 2021 and create a "clear pathway" to zero emissions.

However, T&E warns that the plan falls short of what would be needed for reaching the 2050 target. T&E supports the inclusion of shipping in the EU-ETS, although the shipping industry has tried to steer the debate away from carbon pricing to taxation. Furthermore, it was criticised that truck emissions had been largely ignored in the Green Deal and that the revision of CO2 standards for trucks needs to come as early as possible and must mandate zero-emission trucks.

T&E also argued that a revisited plan to apply the EU-ETS to road transport would not work. According to EU-ETS and aviation expert with T&E, Jo Dardenne, the EU-ETS is not the miraculous solution to regulate the climate impact of road transport. On the contrary, it will not do much to transport emissions unless the carbon price increases significantly. Regarding the alternative fuels, T&E sees the problem of supporting the LNG as well as deforestation-causing biofuels, which cannot lead to achieving the decarbonisation targets.

On the other hand, the airline industry and International Air Transport Association (IATA) highlighted the opportunity for aviation in Europe's Green Deal. IATA director general Alexandre de Juniac called on governments to focus on driving the technology and policy solutions that will make flying sustainable. He stated that aviation needed to focus on sustainable aviation fuels, which have the potential to cut the aviation sectors carbon footprint by up to 80%. Alexandre de Juniac added that the major oil companies have the expertise, the distribution networks and the financial power to make a real difference. De Juniac called on them to make this an absolute priority, helping to underpin global connectivity for future generations by making sustainable aviation fuels a commercial reality.

A coalition of nine EU Member States including Belgium, Bulgaria, Denmark, France, Germany, Italy, Luxembourg, the Netherlands and Sweden had urged the Commission in November 2019 to price aviation more in line with the EU's climate obligations under the Paris Agreement and some have threatened to start taxing fuel bilaterally if no EU-level measures are put in place. In January 2020, Norway will start requiring jet fuel suppliers to blend at least 0.5% biofuels into the kerosene mix. Scandinavian airline SAS estimates it will cost EUR 3 million extra per year but with obligatory demand, prices will be expected to decrease.

On the other hand, leading airlines criticised the European Union plans to impose a region-wide kerosene tax as part of the new environmental strategy, saying investment in sustainable fuels and electric planes would be more effective in reducing carbon emissions.

Besides, environmental NGOs criticise that October 2020 is too late to propose a new 2030 climate target. EU leaders will not agree a new 2030 target until after an impact assessment, which would not leave enough time for the EU institutions to submit a new 2030 target by the UNFCCC's COP 26 in Glasgow in November 2020, as required under the Paris climate agreement.

The IMO secretary general Kitack Lim stated that communication with the EU would be key. The IMO has warned against the disruption of global decarbonisation progress, in response to the European Commission's push to regulate shipping emissions, as the process of IMO discussions should not be jeopardised. The IMO secretary general stated that the IMO is making real progress on GHG and cautioned against putting negotiations in "difficulties". Lim openly urged the Commission to reconsider and to continue a global emissions regime. However, only in 2023, the IMO is set to revise its strategy on carbon emissions. The World Shipping Council, the largest container shipping association, deemed the IMO to be the "only practical forum for reducing GHG emissions from international shipping".

Meanwhile, environmental groups have called for the EU to cut CO2 emissions by at least 65% by 2030, compared to 1990 levels, in an effort to limit global heating to below 2 degrees Celsius as 50-55% as planned under the Green Deal would not be enough as a 2030 CO2 emission reduction target.

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