

## 【欧州】【Common, 海事】

Common - CO<sub>2</sub> emission trading market/Maritime Issues - Internal regulation on gas emissions: The European Parliament's ENVI Committee votes in favour of including the maritime transport into the EU-ETS

Andrea Antolini Former Researcher JTTRI

### 【概要 : Summary】

The approach to introduce global measures to reduce GHG emissions from international shipping is considered being the best approach. However, due to the International Maritime Organisation (IMO)'s delay in introducing measures against CO<sub>2</sub> emissions at international level, the EU introduced unilaterally a strategy for monitoring, reporting and verification of CO<sub>2</sub> emissions from large ships using EU ports in 2018. The data on CO<sub>2</sub> emissions of ships covered by the EU's MRV Regulation found that maritime transport was responsible for more than 138 million tonnes of CO<sub>2</sub> emissions in 2018. One year later, in 2019, the monitoring obligations started at international level under the global IMO Data Collection System ("global IMO DCS"), with the first reporting year being 2020.

Currently, the EU is in the process of aligning its regional MRV Regulation for CO<sub>2</sub> emissions of ships over 5,000 gross tonnage with the IMO DCS. At the same time, the EU is also considering to including the CO<sub>2</sub> emissions of ships into its EU emissions trading system (EU-ETS). The CO<sub>2</sub> emissions from maritime transport are not yet included in the EU-ETS, but by approving the European Parliament

rapporteur's report on the Proposal for a Regulation of amending Regulation (EU) 2015/757 to take account of the global data collection system for ship fuel oil consumption data (COM/2019/38 final), this could change in 2021. By voting in favour of the rapporteur's amendments, the MEPs have taken one more step towards adding maritime transport's CO<sub>2</sub> emissions to the EU-ETS in 2021. However, the ENVI Committee not only voted in favour to align the EU's MRV with the IMO's DCS system and to extend the EU-ETS to maritime transport. It also voted in favour of setting binding targets for shipping companies to reduce the annual average CO<sub>2</sub> emissions of all ships when in operation, by at least 40% by 2030 compared to 2018 levels. The proposal also includes the establishment of an "Ocean Fund" for the period from 2023 to 2030, financed by revenues from auctioning allowances under the EU-ETS.

### 【記事 : Article】

#### 1. Regulating the GHG emissions from maritime transport in the EEA

At EU level, CO<sub>2</sub> emissions from maritime transport are expected to increase by 86% above 1990 levels by 2050, due to further increases in the demand for

the movement of goods. However, in order to meet the EU's pledges under the Paris Agreement and in order to achieve the European Green Deal's target to reach net-zero GHG emissions by 2050, also the maritime transport sector needs to participate in the reduction of the overall CO<sub>2</sub> emissions. As a first step, the EU introduced a monitoring, reporting and verification system for covering the CO<sub>2</sub> emissions in maritime transport in the European Economic Area (EEA), based on Regulation (EU) 2015/757. This Regulation (EU) 2015/757 was meanwhile amended by the Commission Delegated Regulation (EU) 2016/2071 of 22 September 2016 as regards the methods for monitoring CO<sub>2</sub> emissions and the rules for monitoring other relevant information (C/2016/5900). Moreover, also the amendment of the EU-ETS Directive in Directive (EU) 2018/410 emphasised the need to act on the shipping sector's GHG emissions. The Directive (EU) 2018/410 also states that the Commission should regularly review the IMO's action and calls to address shipping emissions in the EU to start from 2023, including preparatory work and stakeholder consultation. Since 1 January 2018, large ships (over 5,000 gross tonnage) in the EEA have to monitor and report their CO<sub>2</sub> emissions, fuel consumption and other parameters, such as distance travelled, time at sea, etc. From 2019 onwards, by 30 April of each year, companies shall, through THETIS MRV, submit to the Commission and to the States in which those ships are registered (flag States) a verified emissions report for each ship that has performed maritime transport activities in the EEA in the previous reporting period (calendar year). Based on the MRV regulation and the data submitted by the companies, the Commission reports annually on CO<sub>2</sub> emissions from maritime transport.

On 30 June 2019, the European Commission published for the first time preliminary information on the CO<sub>2</sub> emissions of large ships of various types, performing maritime transport activities within the EEA. The preliminary data on the CO<sub>2</sub> emissions reported by these ships was further updated and

published in the final statistics, in the European Commission's staff working document entitled "Report from the Commission, 2019 Annual Report on CO<sub>2</sub> Emissions from Maritime Transport", C(2020)3184final, SWD(2020) 82 final on 15 May 2020. The data accounts for at least 94% of calls made by covered ships in EEA ports and it represents around 90% of all CO<sub>2</sub> emissions.

The EU MRV dataset of 23 September 2019 is based on reports by 11,653 ships covered by the EU's MRV in 2018 and submitted to the European Commission. These 11,653 ships emitted a total of more than 138 million tonnes of CO<sub>2</sub> emissions in 2018, representing about 3.7% of the EU's total CO<sub>2</sub> emissions. When compared to other modes of transport, 138 million tonnes of CO<sub>2</sub> emissions corresponds to around 80% of the CO<sub>2</sub> emissions generated by aviation (full-flight emissions of all flights departing from EU28 and EFTA airports), or about 13% of Europe's annual transport GHG emissions.

## 2. Aligning the EU's MRV system with the IMO's DCS

The European Commission's strategy regarding the reduction of CO<sub>2</sub> emissions in maritime transport consists of 3 steps, including firstly, the monitoring, reporting and verification of CO<sub>2</sub> emissions from large ships using EU ports, secondly, the introduction of GHG emission reduction targets for the maritime transport sector and thirdly further measures, including market-based measures, in the medium to long term. While the EU supports the IMO's action at global level to tackle the GHG emissions from maritime transport, it has also introduced MRV data collection. Based on Regulation (EU) 2015/757, as of 1 January 2018, the large ships (over 5,000 gross tonnage) in the EEA have to monitor and report their CO<sub>2</sub> emissions, fuel consumption and other parameters, such as distance travelled, time at sea, among others. Since the IMO's Data Collection System ("global IMO DCS") entered into force on 1 January 2019, ships

calling into EEA ports have now to report under both, the EU MRV Regulation and the IMO DCS.

The EU MRV Regulation anticipated this parallel existence of the IMO DCS and the EU's MRV. In article 22, the EU MRV Regulation states that: "In the event that an international agreement on a global monitoring, reporting and verification system for greenhouse gas emissions (...) is reached, the Commission shall review this Regulation and shall, if appropriate, propose amendments to this Regulation in order to ensure alignment with that international agreement." Accordingly, on 4 February 2019, the European Commission adopted a proposal for revising Regulation (EU) 2015/757, (Proposal for a Regulation of the European Parliament and of the Council amending Regulation (EU) 2015/757 in order to take appropriate account of the global data collection system of ship fuel oil consumption data (COM (2019) 38 final).

The main objective of the European Commission's proposal COM/2019/38 final is to take appropriate account of the global IMO DCS and to facilitate the harmonious implementation of the IMO DCS while preserving the objectives of the EU MRV legislation (Regulation (EU) 2015/757). By aligning some aspects of the two systems such as specific definitions or monitoring parameters, the proposal aims at reducing the administrative burden and associated costs for ships that have to report under both systems.

However, at the same time the EU will have to consider the target of the European Green Deal to achieving net-zero CO<sub>2</sub> emissions by 2050, as well as the targets of the Paris Agreement. Therefore, the European Commission is not only preparing for the alignment of the EU MRV into the IMO DCS, but also to extending the EU-ETS to the maritime sector. Recently, the ENVI Committee's rapporteur presented amendments to the proposed new regulation COM/2019/38 final.

### 3. The European Parliament ENVI Committee rapporteur Jutta Paulus' position on the

### amendment of the Regulation (EU) 2015/757

The European Parliament's Environment, Public Health and Food Safety (ENVI) Committee rapporteur Jutta Paulus' Draft Report on the proposal for a regulation of the European Parliament and of the Council amending Regulation (EU) 2015/757 in order to take appropriate account of the global data collection system for ship fuel oil consumption data (COM(2019)0038 - C8-0034/2019 - 2019/0017(COD)), (ENVI\_PR(2020)646870) underlines the urgency of bringing the increasing CO<sub>2</sub> emissions of maritime transport under the EU's GHG emission targets. As part of the possible amendments to the Regulation (EU) 2015/757, Paulus called on the EU to make January 2021 the date from which rules relating to the CO<sub>2</sub> emissions allowances to ships using EU ports should come into effect. According to Paulus, since maritime transport has a direct impact on climate change and on air quality, these emissions endanger the other sectors' efforts to achieve the 2050 climate neutrality target. Therefore, the rapporteur suggests to amending the regulation in several substantial points and calls for an inclusion of maritime transport in the EU-ETS: Since "... maritime emissions are expected to increase by 86% above 1990 levels by 2050 unless further action is taken...", and "...in light of slow and insufficient progress at the IMO... The European Parliament supported, in particular, the inclusion of the maritime sector in the Union system for greenhouse gas emission allowance trading (the "EU ETS"), as well as the introduction of ship efficiency standards at Union level. "

The rapporteur's amendments explicitly support the inclusion of the maritime transport into the EU-ETS and an extension of the scope to all GHG emissions, not only CO<sub>2</sub> emissions.

Furthermore, a "Maritime Transport Decarbonisation Fund" (Ocean Fund) should be established from revenues generated from the auctioning of maritime allowances under the EU-ETS to improve the energy efficiency of ships and

support investment in innovative technologies and infrastructure to decarbonise maritime transport and the deployment of sustainable alternative fuels and zero-emission propulsion technologies.

Moreover, the Committee on Transport and Tourism (TRAN) rapporteur Magdalena Adamowicz called on the ENVI Committee, as the committee responsible, to take account of the TRAN Committee's amendments, sent on 29.1.2020. The TRAN Committee mainly suggested to add a new Article 22a: "The Commission shall review the functioning of Regulation (EU) 2015/757, taking into account the additional experience gained during the implementation of that Regulation and of the global data collection system for ship fuel oil consumption data established by the International Maritime Organisation (IMO), in order to ensure greater compatibility between the two systems and reduce double reporting requirements."

#### **4. ENVI Committee votes in favour of including the maritime transport's CO<sub>2</sub> emissions in the EU-ETS**

The ENVI Committee's rapporteur Jutta Paulus called on reducing the ships' annual CO<sub>2</sub> emissions per transport work by at least 40% by 2030 compared to 2018 levels and to include maritime shipping in the EU-ETS. She also called for the introduction of a Maritime Transport Decarbonisation Fund (Ocean Fund), financed by EU-ETS revenues, in order to improve the energy efficiency of ships and support investment in innovative technologies and infrastructure to decarbonise maritime transport, including short sea shipping and ports, and the deployment of sustainable fuels. Therefore, the rapporteur regards the establishment of the maritime fund elementary in order to make a real impact in not only emission reduction but also aiming for achieving zero emission technology.

After the ENVI Committee had considered the draft report of rapporteur Paulus, it overwhelmingly voted in favour of Paulus' proposal during the ENVI Committee's 6-7 July 2020 meeting. The ENVI

Committee voted in favour to extend the EU carbon market to cover international shipping, with 62 votes for and 3 against. The ENVI Committee agreed to include the maritime transport sector into the EU-ETS and also called for binding targets for shipping companies to reduce the annual average CO<sub>2</sub> emissions of all ships when in operation. The envisaged 40% reduction of the EU plan is based on the average performance per category of ships of the same size and type included in the 2018 report of the EU MRV. Thereby, the MEPs not only voted in favour of introducing market-based emissions reduction policies, but they also want to introduce binding requirements for shipping companies to reduce their annual average CO<sub>2</sub> emissions. The MEPs supported the plan to apply the "polluter pays" principle to shipping by including the sector in the EU-ETS. The ENVI Committee also called for creating an "Ocean Fund" from 2023 until 2030, financed by revenues from auctioning allowances under the EU-ETS, to make ships more energy-efficient.

The European Parliament's plenary will vote in September 2020 on whether or not to approve the proposed amendments. Once the European Parliament has agreed its position, the trilogue negotiations will start between the Commission, the governments of the EU Member States in the Council and the European Parliament to agree on the final terms of the regulation and also on the inclusion of the CO<sub>2</sub> emissions from the maritime sector in the EU-ETS.

#### **5. Conclusion**

By their vote in favour of the amendments, the ENVI Committee's MEPs underlined the importance to bring the EU MRV in line with the IMO DCS, but they also see an insufficient progress in the IMO measures. Therefore, they voted in favour of the inclusion of the maritime transport in the EU-ETS and to set a new target of 40% reduction of CO<sub>2</sub> emissions by 2030 compared to 2018 levels, also in order to reach the target under the European Green Deal. The ENVI Committee vote underlined the necessity to go beyond the statistics of the EU's

MRV system in order to finally reduce the GHG emissions in maritime transport. The “Ocean Fund” for the period from 2023 to 2030, should help to make ships more energy efficient and to support investment in innovative technologies and infrastructure.

As a result, if the European Parliament’s Plenary adopts the amendments, which should happen during 14 - 17 September session in Strasbourg, the negotiations with Member States and the Commission can begin to decide on the final shape of the legislation.

The changes can be expected to have consequences for the shipping industry. In fact, the European shipping industry’s association (ECSA)’s Secretary General Patrick Verhoeven criticized the ENVI Committee’s report for putting unrealistic pressure on the IMO with regional measures that could gravely hurt a global sector and do very little for climate.

Ultimately, it will depend on the trilogue negotiations, which of the suggested amendments of the ENVI Committee will be included in the revised regulation and to what extent they will support the envisaged targets of the European Green Deal.

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