

【欧州】 【自動車】

Road/Railway - Environmentally friendly vehicle: European Parliament's ENVI Committee votes on new mandatory CO₂ standards for new passenger cars and vans

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【概要 : Summary】

The GHG emissions from road transport have significantly increased since 1990 and they represent almost 20% of the EU's total GHG emissions. Therefore, the general objectives of the Fit for 55 package's proposal on the new standards of CO₂ emissions COM (2021) 556 final is to set CO₂ emission standards for new passenger cars and light commercial vehicles that will significantly reduce the CO₂ emissions in the transport sector and thereby contribute to achieving climate neutrality by 2050.

According to the European Commission's proposal COM (2021) 556 final of 14 July 2021, new standards for passenger cars should reduce GHG emissions by at least 55% for the fleet-wide CO₂ emission reduction by 2030 compared to 1990 levels, and 50% for vans. This is followed by a fleet-wide CO₂ emission reduction target of 100% for new passenger cars, and 100% for new vans from 1 January 2035 onwards. This represents a phasing out of vehicles running on combustion engines by 2035. All these legislative proposals target towards the European Green Deal's target of achieving climate neutrality by 2050.

The majority of the European Parliament's Committee on the Environment, Public Health and Food Safety (ENVI) supports the position of the European Commission that only zero-emission

passenger cars and light commercial vehicles will be permitted from 2035 onwards. The ENVI Committee is the responsible Committee in the European Parliament for this file and on 11 May 2022, the Committee's MEPs adopted with 46 votes in favour, 40 against and two abstentions, their position on proposed rules to revise the CO₂ emission performance standards for new passenger cars and vans in line with the EU's increased climate ambitions and strengthening the CO₂ emissions' fleet limits for new passenger cars and light commercial vehicles.

The ENVI Committee backed the 2035 target, but at the same time, they rejected a proposed amendment for an interim goal of a 45% reduction in carbon emissions by 2027. The Committee also rejected an amendment proposing a raise of the 2030 CO₂ emission reduction target from 55% to 75%. The ENVI Committee's vote is not final as the European Parliament's plenary will have its vote on the dossier in June 2022, before the negotiations between the European Parliament and the Council of the European Union and the European Commission will start. However, the ENVI Committee's vote underlines that there is not much margin in either direction of a weakening or strengthening of the targets presented by European Commission in its original proposal.

【記事 : Article】**1. Regulation (EU) 2019/631 on the reduction of GHG emissions of passenger cars and vans and the impact of the European Green Deal' s target**

The EU' s transport sector is responsible for around a quarter of the EU' s total GHG emissions and a vast majority of about 70% is emitted by the road transport sub-sector. In the past, the GHG emissions from road transport were regulated under Regulation (EU) 443/2009 for passenger cars and under Regulation (EU) 510/2011 for light commercial vehicles.

This legislation was replaced by Regulation (EU) 2019/631 as of 1 January 2020 (European Commission n.y.). The Regulation (EU) 2019/631 sets new CO₂ emission performance standards for new passenger cars and for new light commercial vehicles (vans) in the EU after the year 2020. For the period 2020–2024, Regulation (EU) 2019/631 confirms the EU fleet-wide CO₂ emission targets set under Regulations (EC) No 443/2009 and (EU) No 510/2011, for passenger cars 95g CO₂ /km and vans 147g CO₂ /km (Regulation (EU) 2019/631, European Commission n.y.). Specific emission targets are set annually for each manufacturer and from 2021 onwards, the emission targets for manufacturers will be based on the new WLTP emission test procedure. For manufacturers of passenger cars, 2020 is a phase-in year as the specific emission targets will apply only to the 95% least emitting new cars in their fleet.

Regarding the years 2025 and 2030, Regulation (EU) 2019/631 sets stricter EU fleet-wide CO₂ emission targets, defined on the basis of the 2021 starting points. Regarding passenger cars, a 15% reduction would be introduced from 2025 on and a 37.5% reduction from 2030 onward. For vans, the CO₂ emission targets will be reduced by further 15% from 2025 on and by 31% from 2030 onwards (European Commission n.y.).

The specific emission targets set annually for each manufacturer are based on the EU fleet-wide targets and take into account the average mass of the manufacturer' s new vehicles registered in a given year, using a limit value curve. This means that manufacturers of heavier cars are allowed higher average emissions than manufacturers of lighter cars. The curve is set in such a way that the targets for the EU fleet-wide average emissions are achieved (European Commission n.y.). Based on the EU' s commitments under the 2015 Paris Agreement and the European Green Deal (COM/2019/640 final) with its net-zero GHG emission target to be reached by 2050 and the target to reduce the transport system' s GHG emissions by 90% by 2050, the mid-term emission reduction target for 2030 had to be adjusted and increased from 40% to a new 55% GHG emission reduction target. Therefore, the EU' s legislation on GHG emission reduction measures needed to be revised to meet the new GHG emission reduction related target. To achieve the 2050 climate neutrality, the European Climate Law (COM/2020/80 final) of 4 March 2020 sets the intermediate target of reducing net GHG emissions by at least 55% by 2030, compared to 1990 levels, according to its amendment COM/2020/563 final of 17 September 2020.

Accordingly, also the CO₂ emissions performance standards for new passenger cars and light commercial vehicles under Regulation (EU) 2019/631 needed to be revised and CO₂ emissions targets had to be strengthened. The European Commission presented its proposal for the revision of Regulation (EU) 2019/631 in the “Fit for 55” Package on 14 July 2021.

2. Proposal for a revision of Regulation (EU) 2019/631 under the “Fit for 55” Package

The current legislation on CO₂ emission performance standards for new cars and light commercial vehicles, Regulation (EU) 2019/631,

sets targets for the EU fleet-wide average CO₂ emissions (European Parliament 2022a). On 14 July 2021, the European Commission presented the “Fit for 55” Package of proposals containing all the necessary GHG emission related revisions of the EU’s legislation, including the “Proposal for a Regulation of the European Parliament and of the Council amending Regulation (EU) 2019/631 as regards strengthening the CO₂ emission performance standards for new passenger cars and new light commercial vehicles in line with the Union’s increased climate ambition” (COM(2021) 556 final, establishing new performance standards for new passenger cars and vans (COM(2021) 556 final). The Proposal COM(2021) 556 final has three principal objectives including to contribute to the EU 2030 and 2050 climate objectives by reducing CO₂ emissions of cars and vans, considering that early action is important because of the lifetime of the vehicles, secondly, to deliver benefits to citizens through wider deployment of zero emission vehicles, in the form of better air quality, energy savings and lower cost of vehicle ownership, and thirdly, to stimulate innovation in zero-emission technologies, strengthen the technological leadership of the EU manufacturers and suppliers and create employment in the sector (European Parliament 2022a, European Parliament 2022b). The European Commission proposes to set more ambitious new EU fleet-wide CO₂ emission reduction targets for new passenger cars and vans, set at a 55% reduction of CO₂ emissions from passenger cars by 2030 and a 50% reduction of CO₂ emissions from vans by 2030, compared to the CO₂ emission targets applicable in 2021. By 2035 of new passenger cars and vans CO₂ emissions would have to be reduced by 100%, i.e., all new vehicles would have to have zero emissions. The incentive for zero and low-emission vehicles would stop to apply from 2030 (European Parliament 2022a).

From 2030, only manufacturers responsible for less than 1,000 new vehicle registrations per year would be able to apply for a derogation from the specific emissions target. The derogation for manufacturers responsible for between 1,000 and 10,000 cars or between 1,000 and 22,000 vans will end in 2029 (European Parliament 2022a). Furthermore, specific emission targets are set annually for each manufacturer, based on the EU fleet-wide targets and the average mass of the manufacturer’s new vehicles registered each year, using a limit value curve (COM (2021) 556 final). According to the proposal (COM (2021) 556 final, by 31 December 2025, and every two years thereafter, the Commission shall report on the progress towards zero emission road mobility. The report shall monitor and assess the need for possible additional measures to facilitate the transition, including through financial means (COM (2021) 556 final). In 2028, the Commission shall review the effectiveness and impact of this Regulation, building on the planned two-yearly reporting COM (2021) 556 final). The Commission would have to report on the progress towards zero-emission road mobility by 31 December 2025 and every two years thereafter. Based on the reporting, the Commission would have to review the effectiveness and impact of the Regulation in 2028 (European Parliament 2022a).

Finally, by 2035, a zero-emission target for new passenger cars should be reached. With this target of a 100% CO₂ emission reduction by 2035 compared to 2021 levels, all new passenger cars registered as of 2035 will have to be zero-emission vehicles.

It can be expected that the target of having only new passenger cars with zero CO₂ emissions entering the market by 2035 will be a challenging target to the automobile manufacturers. However, considering the typical lifespan of passenger cars of 10 to 15 years, it might be the only way

to achieve the complete carbon neutrality of the EU fleet of passenger cars and vans by 2050.

3. The amendments to COM(2021) 556 final

The legislative proposals of the “Fit for 55” Package have to be adopted by the European Parliament, the Council, the Economic and Social Committee and the Committee of the Regions under the ordinary legislative procedure (European Parliament 2022a). In the Council, environment ministers held a first exchange on position regarding the “Fit for 55” package at an informal meeting on 20 July 2021. The Environment Council discussed the proposal on 3 December 2021 and held policy debates on the package on 20 December 2021 and 17 March 2022. The European Economic and Social Committee adopted an opinion on the Commission’s proposal during the plenary session of 19–20 January 2022. The European Committee of the Regions adopted an opinion on zero-emission road transport on 27 January 2022 (European Parliament 2022a).

In the European Parliament, the proposal has been referred to the Committee on Environment, Public Health and Food Safety (ENVI Committee) and the MEP Jan Huitema was appointed as rapporteur for this procedure. He presented his draft report on 8 December 2021 and pointed out that automobile manufacturers need tougher short-term targets to reduce CO₂ emissions “to accelerate the update of zero-emission vehicles”. While the Commission had proposed a 55% reduction for cars and 50% for vans by 2030, the report contained a proposal for also introducing interim targets for 2025, 2027 and 2030 (European Parliament 2022a). Rapporteur Huitema called for stricter CO₂ emission reduction targets for passenger cars of reducing them by -25% by 2025; -45% by 2027; -75% by 2030, and stricter CO₂ emission reduction targets for vans by -20% by 2025; -40% by 2027; -70% by 2030 (European Parliament 2022a). Furthermore, the rapporteur called for a deletion of the zero and

low-emission vehicle benchmark from 2025 and a gradual decrease of the cap on the emission reductions that can be rewarded for eco-innovations (European Parliament 2022a, European Parliament 2022b). He also proposed that the Commission should present a report on the progress towards zero-emission road mobility by the end of 2025 and on a yearly basis thereafter, covering the impact on consumers and employment, the level of renewable energy use as well as information on the market for second-hand vehicles (European Parliament 2022b). Furthermore, the Commission should present a report by the end of 2023, detailing the need for targeted funding to ensure a just transition in the automotive sector, to mitigate negative employment and other economic impacts (European Parliament 2022b).

The Commission should present a common EU methodology by 2023, for assessing the full life cycle of CO₂ emissions of passenger cars and vans placed on the EU market, as well as for the fuels and energy consumed by these vehicles (European Parliament 2022b). According to the rapporteur’s report, in amendment 6, rapporteur Huitema suggested to support a timely roll-out of zero-emissions vehicles by introducing an additional intermediate target in 2027 (European Parliament 2021). In amendment 13, the additional intermediate target is explained. From 1 January 2027, the intermediate target should be applied for the average CO₂ emissions of the new passenger car fleet, an EU fleet-wide target equal to a 45% reduction of the target in 2021 and for the average emissions of the new light commercial vehicles fleet, an EU fleet-wide target equal to a 40% reduction of the target in 2021 should be determined (European Parliament 2021). According to the rapporteur’s explanations, since new cars are often on the road much longer than 10–15 years, as estimated by the European Commission, the targets should be more ambitious to ensure that the EU still reaches its target for climate

neutrality by 2050. Therefore, strengthening the targets for 2025 and 2030 and introducing an intermediate target for 2027 would ensure that the standards will continue to serve to the automobile manufacturers as an incentive to put more zero-emission vehicles on the market (European Parliament 2021).

Furthermore, there were some amendments requested by the European Parliament's opinion giving Committees for the dossier, namely the Committee on Transport and Tourism (TRAN Committee) and the Committee on Industry, Research and Energy (ITRE Committee). The rapporteur for opinion of the TRAN Committee Karima Delli considered the need to substantially increase the ambition of the CO₂ standards for passenger cars and vans and supported an end date of 2035 at the latest, by which all new cars and vans on the EU market should be zero-emission. Therefore, the rapporteur for opinion Delli proposed to strengthening CO₂ emission targets starting from 2025 (European Parliament 2022d). With this opinion the rapporteur for opinion Delli sought to ensure that the future vehicle fleet would contribute to achieving at least the 55% net emission reduction target by 2030 and climate neutrality by 2050 (European Parliament 2022d). Instead, the rapporteur for opinion of the European Parliament's Committee on Industry, Research and Energy (ITRE Committee) Dominique Riquet stated in Amendment 21 of the proposal for a revision of Regulation (EU) 2019/631 that regarding the average CO₂ emissions of the new passenger car fleet, and the proposed EU fleet-wide envisaged target of a 100% reduction of the CO₂ emissions compared to the 2021 target, this 2035 target should be replaced by a weaker target. Riquet called for an amended target of an EU fleet-wide target of a 90% reduction of the target in 2021 by 2035 (European Parliament 2022e).

4. The ENVI Committee's vote on the draft report on COM(2021) 556 final

The ENVI Committee is the responsible Committee in the European Parliament for the report on COM(2021) 556 final (European Parliament 2022c). The ENVI Committee adopted on 11 May 2022, with 46 votes in favour, 40 against and two abstentions, its position on proposed rules to revise the CO₂ emission performance standards for new passenger cars and vans in line with the EU's increased climate ambitions.

In the ENVI Committee's vote on 11 May 2022, the MEPs supported the zero-emission road mobility objective for the year 2035, and they called for a methodology for assessing the full life cycle of CO₂ emissions and for mitigating negative economic impacts of the transition with a targeted funding. The ENVI Committee MEPs voted in favour of a pathway towards zero-emission road mobility in 2035 for new passenger cars and light commercial vehicles and for a 100% cut of CO₂ emissions by 2035, which would make it impossible to sell new fossil fuel-powered vehicles in the EU from that year onwards (Rankin 2022).

However, the ENVI Committee also voted against proposals for tougher targets to cut passenger cars' CO₂ emissions within this decade.

In fact, the ENVI Committee narrowly failed to back a proposal from some lawmakers to increase the ambition of the Commission's proposal for a 55% cut in CO₂ emissions from passenger cars by 2030 versus 2021 levels to 70% by 2030 (European Parliament 2022b). Also, an interim target for 2027 was not agreed on.

However, on the other hand, the ENVI Committee also rejected the efforts to water down the proposed legislation, with an amendment that would have required automobile manufacturers to reduce emissions only by 90% by 2035, rather than 100%. The phase-out date for combustion engine vehicles is a topic that is "regularly reopened, mainly by the European People's Party, centre-

right in the European Parliament. However, the ENVI Committee voted in favour of the phasing out combustion engines in new passenger cars by 2035 (European Parliament 2022b).

Therefore, the ENVI Committee mainly confirmed the European Commission's proposal on new and stricter CO₂ standards for new passenger cars and light-duty commercial vehicles, while at the same time, the Committee rejected possible compromise amendments, which included stricter targets and an interim target for 2027 as well as a weaker phasing-out target of 90% in 2035 (CLEPA 2022). According to the Secretary General of CLEPA, the association of the automotive supply industry in Europe, Sigrid de Vries, the ENVI Committee's vote does not suggest that there is a majority for any stricter targets than those already proposed by the European Commission (CLEPA 2022). According to the ENVI Committee's rapporteur Jan Huitema, this new regulation will nevertheless encourage the production of zero- and low-emission vehicles. The new CO₂ standards will create clarity for the automobile manufacturing industry and will stimulate innovation and investments. In addition, purchasing and driving zero-emission cars will become cheaper for consumers. This is especially important now that the prices of diesel and petrol continue to rise (European Parliament 2022b).

The report is scheduled to be adopted during the June 2022 plenary session of the European Parliament and will represent the Parliament's negotiating position with the Council of the European Union and European governments for finding a common agreement on the final version of the legislation (European Parliament 2022b).

5. Conclusion

The legislative proposals of the "Fit for 55" package are to be adopted by the European Parliament and the Council of the European Union, and within this decision-making process, it was

expected that the targets would be discussed controversially, especially because the European Parliament could call for more ambitious targets and measures. However, meanwhile, the ENVI Committee's vote shows, that the MEPs mainly followed the European Commission's proposal on new and stricter CO₂ standards for new passenger cars and light-duty commercial vehicles. At the same time, the Committee rejected possible compromise amendments, which could have favoured stricter interim targets as well as a weaker target in 2035. The ENVI Committee's voting result underlines that there is not much margin to deviate from the European Commission's original proposal for a 55% reduction of CO₂ emissions from passenger cars by 2030 nor is there a majority in favour to water down the 2035 objective.

The report is now scheduled to be adopted during the June plenary session by the European Parliament. With the adoption of the report by the European Parliament it will constitute the Parliament's position in the negotiations with the EU governments to find a compromise on the final shape of the legislation. The early agreement by the ENVI Committee on the Commission's position could lead to a quick start of final negotiations between the European Parliament, the Council of the European Union and the Commission and suggests a smooth decision making between the involved parties. Since the 2030 and 2050 CO₂ emission reduction targets are already set under the European Green Deal and the European Climate Law, this time, also the EU Member States might agree to the proposals' targets without weakening them, as all efforts focus on the overarching goal of achieving net-zero GHG emissions in the EU by 2050.

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