

## 【欧州】 【Common】

Common - Recent trends and developments in logistics policies:  
Freight transport services: Quantifying GHG emissions of  
transport services - the Council of the European Union adopts  
general approach

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### 【概要 : Summary】

In the EU, road transport is the key mode to transport goods with a share of 53%. At the same time, freight transport is responsible for about 30% of the transport sector's total GHG emissions. Since the EU's economy is expected to further grow, also the CO<sub>2</sub> emissions of freight transport can be expected to further increase, by around 50% by 2050.

The Commission's communication "Sustainable and Smart Mobility Strategy - putting European transport on track for the future" (COM(2020) 789 final) of 2020 is the basis for transforming the EU's transport system on the way to reducing the transport sector's GHG emissions by 90% by 2050, as envisaged in the European Green Deal. "Greening Freight Transport" is Flagship 4 of the Sustainable and Smart Mobility Strategy.

Against this backdrop, the Greening Freight Transport package, as presented by the European Commission on 11 July 2023, includes measures to make freight transport more efficient and more sustainable. The Greening Freight package for more economic gain and a reduction of negative impacts of freight transport, comprises of three new initiatives. The initiative to increase rail

capacity, aims at better managing rail traffic, also across borders and to better adapt the capacity allocation process to diverse rail services (COM (2023) 443 final). The initiative on the authorisation of more efficient, longer and/or heavier lorries supports the uptake of zero-emission lorries and encourages intermodal operations. The measure aims at reducing the overall impact of heavy-duty road transport on CO<sub>2</sub> emissions and on increasing its energy and operational efficiency (COM (2023) 445 final). The third proposal under the Greening Freight Transport package of 11 July 2023 is the CountEmissionsEU initiative (COM (2023) 441 final) to introduce a standard, harmonised framework for quantifying the GHG emissions of transport services across all different modes and national networks. The data accumulated on these emissions will enable operators to benchmark their services, and it will allow consumers and businesses to make informed choices on transport services and delivery options regarding their GHG emissions. It is expected to avoid greenwashing and encourages sustainability, innovation, and behavioural change towards sustainable transport options.

### 【記事 : Article】

## 1. Background of accounting of GHG emissions of transport services

Considering the volume of freight transport in the EU, with an annual turnover of € 938 billion, freight transport is the backbone of the EU' s Single Market (European Commission 2023a). 53% of the goods are transported within the EU by road, making road transport the key mode in the freight transport system (COM (2023) 445 final, European Commission 2023b). However, heavy-duty vehicles (HDVs), such as trucks and buses are also responsible for 28% of road transport' s GHG emissions and for about 6% of the EU' s total GHG emissions (COM (2023) 445 final). Therefore, freight transport is also a main source of negative environmental effects, including GHG emissions, air and noise pollution, congestion, and others (COM (2023) 445 final, DG Move 2023). Since the EU' s economy is expected to further grow, also the freight transport' s CO<sub>2</sub> emissions are expected to further grow by around 25% by 2030, and by 50% by 2050 (DG Move 2023).

While approximately 1.8 million entities perform transport operations in the EU, only about 600,000 entities measure their GHG emissions, and only 21,660 (1.2%) of these companies measured them at the disaggregated level needed to produce reliable GHG emissions data of transport services (European Parliament 2023a). The “Sustainable and Smart Mobility Strategy - putting European transport on track for the future” (COM(2020) 789 final) of 2020 is a roadmap to reducing the transport sector' s GHG emissions by 90% by 2050, as envisaged by the European Green Deal and is the basis for transforming the EU' s transport system into a smart, competitive, safe, accessible, and affordable transport system (DG Move 2023). As part of the Sustainable and Smart Mobility Strategy (COM(2020) 789 final), the “Greening Freight Transport” package, presented by the European Commission on 11 July 2023, includes measures to make freight transport more

efficient and more sustainable. The three proposals in the Greening Freight Transport Package include measures to improve rail infrastructure management (COM(2023) 443 final), to offer incentives for introducing low-emission lorries (COM(2023) 445 final), and to allow for better information on freight transport GHG emissions by introducing a harmonised single methodology for calculating GHG emissions of transport services, and additional standards for the verification of the resulting output data under COM (2023) 441 final (DG Move 2023). Although GHG emissions accounting is used in various economic sectors - including transport, to quantify GHG emissions data from specific activities of businesses and individuals there is currently no universally accepted framework for GHG emissions accounting of transport services (European Parliament 2023a). Therefore, the aim is to introduce a standardised quantification framework for the GHG emissions accounting of transport services and to create a harmonised set of methodologies, calculation tools and databases, which address the specific characteristics of a particular transport service and that avoids greenwashing by companies or wrong incentives of consumers (European Parliament 2023a). Accordingly, with a harmonised single methodology for calculating GHG emissions of transport services, consumers can take responsible decisions on sustainable transport options.

## 2. The Greening Freight Transport Package

The Regulation on the accounting of GHG emissions of transport services (COM(2023) 441 final, 2023/0266 (COD)) is part of the Greening Freight Package covering three proposals regarding the decarbonisation of freight transport, promoting intermodal transport, and completing the single European railway area (European Parliament 2023a, COM (2023) 440 final).

The proposal for a Regulation on the use of railway infrastructure capacity in the single European railway area, amending Directive 2012/34/EU and repealing Regulation (EU) No 913/2010, (COM(2023) 443 final), envisages the improvement of the efficient use of rail capacity, the optimisation of their use, the improvement of cross-border coordination, an increase in punctuality and reliability, and ultimately attract more freight companies to rail, among others (COM(2023) 443 final, European Commission 2023a). The measures proposed under COM(2023) 443 final aim at better managing national and cross-border rail traffic and thereby ensuring fuller use of existing capacity (European Commission 2023b).

Regarding new incentives for the take-up of cleaner low-emission lorries and technologies, the European Commission also presented a proposal for revising the maximum authorised dimensions in national and international traffic and the maximum authorised weights in international traffic for certain road vehicles (COM (2023) 445 final). Since freight transport by road is a major contributor to GHG emissions, the current Weights, and Dimensions Directive, which sets the maximum weight length, width and height for heavy-duty vehicles is revised (COM (2023) 445 final). The proposed measures aim at reducing the overall CO<sub>2</sub> impact of heavy-duty road transport and intend to increase its energy and operational efficiency by supporting the uptake of zero-emission lorries and encouraging intermodal operations (European Commission 2023b). In addition, for those EU Member States that authorise more efficient, longer and/or heavier lorries ( “megatrucks” ), such lorries will be able to cross borders between them. The new Directive should include rules to allow additional weight for vehicles using zero-emission technologies, as these technologies tend to increase a vehicle’ s weight. The Directive should thereby incentivise the take-

up of cleaner vehicles and technologies (COM(2023) 445 final, DG Move 2023).

Finally, the CountEmissionsEU incentive with the Regulation on the accounting of GHG emissions of transport services (COM(2023) 441 final) intends to introduce a common methodological approach for companies to calculate their GHG emissions to make results comparable between transport service providers if they choose to publish this information, or if they are asked to share it for contractual reasons (COM(2023) 441 final, DG Move 2023). By using a common methodological approach and a harmonised framework to calculate GHG emissions of all modes and national networks any greenwashing of transport services, which would give wrong incentives to users or consumers should be avoided (European Parliament 2023a, European Commission 2023b). This will allow consumers to make informed choices on transport and delivery options (DG Move 2023, European Parliament 2023a).

The proposed common methodological approach is based on the recently adopted ISO 14038 standard for the quantification and reporting of GHG emissions arising from the operation of transport chains of passengers and freight (DG Move 2023). Ultimately, it is the proposal’ s aim to contribute to the target of cutting the transport sector’ s GHG emissions by 90% by 2050, based on the European Green Deal (COM (2019) 640 final, European Commission 2023a).

After the presentation of the proposals of the Greening Freight Package, they were considered by the European Parliament and the Council of the European Union.

### 3. The proposal on a harmonised accounting of GHG emissions of transport services

The proposal for a Regulation on the accounting of GHG emissions of transport services (COM(2023) 441 final), lays down harmonised rules for accounting GHG emissions of freight and passenger transport services. Ultimately, as

part of the “greening freight transport” legislative package, the regulation on the accounting of GHG emissions of the transport services (COM(2023) 441 final) is expected to contribute to the objective to achieve the EU’s climate neutrality by 2050 (Council of the EU 2023a). The need to introduce a Regulation on the accounting of GHG emissions of transport services arises from the fact that the majority of those who calculate emissions in the transport service sector tend to do so at company or vehicle level and are unable to generate data on the GHG emissions of a transport service (COM (2023) 441 final).

Therefore, to generate accurate data on the GHG performance of a transport service, especially in the multimodal transport chain, the emissions of each individual transport chain element, the leg of transport, must be calculated. This level of calculation requires specific data and is more complex and is rather costly for an individual organisation. In addition, despite the growing interest of transport stakeholders in GHG transport performance data, the overall uptake GHG emissions accounting of transport services is still very limited, according to the Commission’s findings (COM (2023) 441 final). Approximately 1.8 million entities perform these transport operations, but only about 600,000 entities measured their GHG emissions in 2020, out of which only 21,660 (1.2%) companies measured them at the disaggregated level needed to produce GHG emissions data of transport services (COM (2023) 441 final). This low uptake of GHG emissions accounting is mainly observed among SMEs and makes it difficult to compare and evaluate the GHG emissions data of transport services of this vast number of transport service entities (COM (2023) 441 final).

Against this backdrop, it is the general objective of proposal COM(2023) 441 final to incentivise behavioural change among businesses and customers with the aim to partake in the

reduction of GHG emissions from transport services by enabling the customers to choose the most sustainable transport options and the transport service with the lowest GHG emissions (Council of the EU 2023a, European Parliament 2023a). In this respect, GHG emissions could become a vital aspect of competition, based on comparable GHG emission data, calculated on a common methodological approach for companies.

According to Article 1 and 2 of the proposal COM(2023) 441 final, this Regulation establishes rules for the accounting of the GHG emissions of transport services that start or end on the EU’s territory (COM (2023) 441 final). It applies to any entity providing or organising freight and passenger services in the EU that calculates GHG emissions of a transport service starting or ending in the EU’s territory and discloses disaggregated information on those emissions to any third party for commercial or regulatory purposes (COM(2023) 441 final, European Parliament 2023a).

The proposal has been structured into seven main policy areas including the methodology, input data and sources, applicability, GHG emissions output data and transparency, implementation support, conformity, and finally complementary measures (Council of the EU 2023a).

The proposed regulation CountEmissionsEU establishes a voluntary EU methodology for the measurement of GHG emissions from freight and passenger transport, based on the EN ISO 14083 international standard, Greenhouse gases – Quantification and reporting of greenhouse gas emissions arising from transport chain operations, establishing a common methodology for the quantification and reporting of GHG emissions arising from the operation of transport chains of passengers and freight (ISO 14083, 2023, European Parliament 2023a). The proposal also includes a harmonised approach for input data, by incentivising the use of primary data, allowing modelled data, increasing the

reliability, accessibility and adequacy of default values while reducing variations between national, regional, and sectorial datasets (European Parliament 2023a). Furthermore, the proposal includes a core EU database of default values for GHG emission intensity to improve the comparability of GHG emissions results, as well as a common, proportionate, and reliable verification system for the information on GHG emissions generated from transport services (European Parliament 2023a).

The regulation's provisions should become fully applicable 42 months after its entry into force (European Parliament 2023a).

#### 4. The Council's General Approach on proposal COM (2023) 441 final

On 4 December 2023, the Council of the European Union adopted its position in its general approach on the proposal COM (2023) 441 final (Council of the EU 2023a). While the Council expressed its general support for the aspects of the Commission's proposal COM (2023) 441 final, it also introduced some amendments in its general approach. The Council intended to change several aspects of the proposal. Several delegations underlined their concerns regarding the duplication of rules for the calculation, verification and reporting of GHG emissions under several pieces of EU legislation and the related administrative burden (Council of the EU 2023b). To avoid such duplication of rules for the accounting of GHG emissions already covered, the Presidency of the Council introduces the possibility to use data which is already verified under CountEmissionsEU or other existing EU legislation, by an accredited body. If such data is available at the same aggregation level as required by CountEmissionsEU, with the Commission being empowered to lay down uniform conditions for the application of this provision, the data already verified can be utilised (Council of the EU 2023b).

Therefore, to preserve the consistency of the accounting of the GHG emissions of transport services, such accounting, to be used pursuant to other EU acts, may be based on the rules established by CountEmissionsEU, under the conditions set out by those acts (Council of the EU 2023b). Conversely, data collected in the "Thetis-MRV" database and in the FuelEU Maritime database will feed into the CountEmissionsEU Core EU database (Council of the EU 2023b). The Council also requires verifiers accredited under FuelEU Maritime and EU Maritime MRV for GHG emissions of shipping and under EU-ETS for GHG emissions of aviation, to be accredited under CountEmissionsEU (Council of the EU 2023b).

Regarding a support to small and medium-sized enterprises (SMEs) and the facilitation of the implementation of the regulation, although SMEs are not required to verify their calculation of GHG emissions, several delegations in the Council are concerned with the administrative burden and costs brought by CountEmissionsEU for SMEs (Council of the EU 2023b). Therefore, the Council intends to empower the Commission to elaborate, within 36 months after the entry into force of CountEmissionsEU, a calculation tool for so-called output data (Council of the EU 2023b). Moreover, the Commission could adopt guidelines to foster the widespread application of the standard and to help SMEs with the implementation of CountEmissionsEU (Council of the EU 2023b). Therefore, the Council added a recital inviting the European Commission, in cooperation with the European and national standardisation bodies, to facilitate access to the standard.

Regarding the information of users, information on GHG emissions may be disclosed after the provision of the transport service where communications between companies require a more detailed level of information, notably in the

context of logistic chains and subcontracting relationships (Council of the EU 2023b).

The Council also intends to establish comprehensive and precise databases of default values for GHG emission intensity and emission factors (Council of the EU 2023a). In this context, the Core and Central EU databases established by the Commission and the European Environmental Agency is complemented with voluntary additional input from Member States (Council of the EU 2023b).

In addition, internationally agreed data approved by the EU shall be included in the Core and Central EU databases and used for calculation of operations that cross at least two EU Member States unless more precise data is available in the Core and Central EU databases (Council of the EU 2023b). Furthermore, the Council intends to allow Member States to apply stricter rules on domestic transport operations, except those carried out by SMEs (Council of the EU 2023a). Finally, the Council has also amended certain empowerments of the Commission in accordance with the examination procedure for excluding amendments or components of the standard from CountEmissionsEU methodology and for requesting the European Committee on Standardisation to revise the standard; and defining metrics, among others (Council of the EU 2023b). Thereby, the EU Member States will be closely involved in the implementation of the regulation (Council of the EU 2023a).

The Commission supported some of the work of the Council Presidency but also expressed some concerns on certain aspects of the compromise between CountEmissionsEU and other pieces of EU legislation and the mandate given to the Commission to elaborate a calculation tool (Council of the EU 2023b). Following the Council's adoption of the general approach including the amendments, it is ready to enter negotiations with the European Parliament regarding the final text version of the proposal

COM (2023) 441 final once the Parliament will have agreed on its own negotiation position (Council of the EU 2023a).

In the European Parliament, the proposal COM (2023) 441 final was referred to the Committee on Environment, Public Health, and Food Safety (ENVI) and the Committee on Transport and Tourism (TRAN), in a joint Committee procedure (European Parliament 2023b). After the ENVI and TRAN Committees' decision, the draft legislation will be adopted by the European Parliament's plenary, before the trilogue negotiations with the Council will decide on the final version of the regulation. Thereafter, the new common standards for accounting of the GHG emissions of transport services will enable the consumers to make more informed decisions when possibly choosing more sustainable transport services (Council of the EU 2023a).

## 5. Conclusion

The "Greening Transport Package" is expected to create a more sustainable, efficient, and harmonised freight transport system. It is expected to incentivise the purchase of zero-emission HDVs by introducing a special limits of dimensions and weights for CO<sub>2</sub> emission-free lorries; to support the goal of shifting more transport to the railways; and to harmonise the accounting of transport services' GHG emissions. The CountEmissionsEU will establish a methodological framework to calculate more accurately the carbon footprint of freight transport services. While it is not mandatory to use it, any entity that decides to calculate and disclose information on GHG emissions from its transport services, it will have to adhere to the CountEmissionsEU rules. This is expected to lead to more transparency of GHG emissions data, which could influence the transport service users and consumers' decisions, and thereby create a competitive advantage for those companies that offer more sustainable transport



service options. Consequently, the introduction of the CountEmissionsEU can drive innovation and behavioural change among the entities offering transport services as well as among end-users and consumers, opting for more sustainable transport and mobility solutions, while avoiding greenwashing. Thereby, this new regulation could contribute to achieving the climate neutrality target by 2050.

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