OPINION

of the Committee on Regional Development

for the Committee on the Environment, Public Health and Food Safety


Rapporteur for opinion: Vlad-Marius Botoş
PA_Legam
SHORT JUSTIFICATION

The Paris Agreement emphasizes the imperative need to take action to fight climate change, and to reduce the dramatic impact on the life on earth and on the future of mankind. The European Union is committed to lead by example and adapt to an environmentally-friendly approach in all the sectors of the economy and in all Member States and regions.

The cohesion policies will have to take into account that each region must strive to reach European targets and contribute to achieving climate neutrality by 2050, while also aiming for regional development. The strategies must be adapted, and the cohesion programs must prioritise the solutions to reach the targets, especially in the regions with predominant high polluting economy.

The protection of the environment, and the reduction of the greenhouse gas emissions must be a main objective present in all the development strategies at all levels. The regions need support and technical assistance in achieving their environmental goals in all the polluting sectors from industrial and transport sectors to the domestic and social ones. The reduction of the greenhouse gas emissions will only be possible with the help and the commitment of all society, including the domestic polluters.

The targets set out at the European and national levels must be realistic, achievable and backed up by accurate data. The national inventory of data needs to be corroborated with the data accumulated at the European and international level by different scientific bodies and agencies. This will contribute to better measurements, especially for the cross-border areas, in order to set out realistic targets and paths for the development and cohesion strategies at the regional level taking into account the specificities of all regions, for the efforts to reduce energy poverty and for the need to leave no one behind.

Climate ambition must go hand-in-hand with cohesion policies and the social and economic development of all regions in the European Union including the less developed and the outermost regions.

AMENDMENTS

The Committee on Regional Development calls on the Committee on the Environment, Public Health and Food Safety, as the committee responsible, to take into account the following amendments:

Amendment 1

Proposal for a regulation
Recital 3

Text proposed by the Commission

(3) The European Green Deal\(^{31}\) combines a comprehensive set of mutually reinforcing measures and initiatives aimed at achieving climate neutrality in the Union by 2050, and sets out a new growth strategy that aims to transform the Union into a fair and prosperous society, with a modern, resource-efficient and competitive economy, where economic growth is decoupled from resource use. It also aims to protect, conserve and enhance the Union's natural capital, and protect the health and well-being of citizens from environment-related risks and impacts. At the same time, this transition affects women and men differently and has a particular impact on some disadvantaged groups, such as older people, persons with disabilities and persons with a minority racial or ethnic background. It must therefore be ensured that the transition is just and inclusive, leaving no one behind.

Amendment

(3) The European Green Deal\(^{31}\) combines a comprehensive set of mutually reinforcing measures and initiatives aimed at achieving climate neutrality in the Union by 2050, and sets out a new growth strategy that aims to transform the Union into a fair and prosperous society, with a modern, resource-efficient technology neutral and competitive economy based on research and innovation as well as green jobs, where economic growth is decoupled from resource use. It also aims to protect, conserve and enhance the Union's natural capital, and protect the health and well-being of citizens in all regions from environment-related risks and impacts. At the same time, this transition affects women and men differently and has a particular impact on some disadvantaged groups, such as older people, persons with disabilities, people and families with lower incomes and persons with a minority racial or ethnic background. The transition also challenges regions in different ways. It must therefore be ensured that such transition is just and inclusive and that it takes into account the regions, industries and domestic sectors, which will face the greatest challenges, and that it leaves no one behind. Different starting points of Member States, regions, cities and their different capacity to respond should be taken into consideration in order to empower local and regional authorities and provide them with adequate funds and administrative capacity to reach climate neutrality through an inclusive approach that respects the principles set out in the “Green Deal Going Local” initiative of the Committee of the Regions.

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Amendment 2

Proposal for a regulation
Recital 4

Text proposed by the Commission

(4) In Regulation (EU) 2021/1119 of the European Parliament and of the Council\(^{32}\) (‘European Climate Law’), the Union has enshrined into legislation the target of economy-wide climate neutrality by 2050. That Regulation also establishes a binding Union domestic reduction commitment of net greenhouse gas emissions (emissions after deduction of removals) of at least 55% below 1990 levels by 2030.

Amendment

(4) In Regulation (EU) 2021/1119 of the European Parliament and of the Council\(^ {32}\) (‘European Climate Law’), the Union has enshrined into legislation the target of economy-wide climate neutrality by 2050, while ensuring that the competitiveness and technological neutrality of the Union economy is maintained. That Regulation also establishes a binding Union domestic reduction commitment of net greenhouse gas emissions (emissions after deduction of removals) of at least 55% below 1990 levels by 2030, taking into account the different starting positions in Member States and regions as well as the principle that no one should be left behind in transition. That Regulation also lays down an obligation on the Commission to make a legislative proposal, as appropriate, to introduce a further intermediary target for 2040, to ensure a swift and irreversible reduction of greenhouse gas emissions over time so as to reach the Union climate-neutrality objective by 2050 at the latest and negative emissions thereafter.


Amendment 3
Proposal for a regulation
Recital 5

Text proposed by the Commission

(5) In order to implement those commitments as well as the Union’s contributions under the Paris Agreement adopted under the UNFCCC, the Union regulatory framework to achieve the greenhouse gas emission reduction target should be adapted.

 Amendment

(5) In order to implement those commitments as well as the Union’s contributions under the Paris Agreement adopted under the UNFCCC, the Union regulatory framework to achieve the greenhouse gas emission reduction target should be adapted as well as the development strategies at national, regional and local level, taking into account the importance of the domestic energy efficiency, self-sufficiency and independence, as well as the social consequences of the transition. For this, it is important to involve private and public actors at regional and local level in order to ensure the effectiveness and acceptability of the necessary measures. Locally-produced sustainable energy, as well as energy efficiency that create positive effects on the regional economy should be taken into account.

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Proposal for a regulation
Recital 6

Text proposed by the Commission

(6) Regulation (EU) 2018/842 lays down obligations on Member States with respect to their minimum contributions for the period from 2021 to 2030 to fulfilling the Union’s current target of reducing its greenhouse gas emissions by 30 % below 2005 levels in 2030 in the sectors covered by Article 2 of that Regulation. It also lays down rules on determining annual emission

 Amendment

(6) Regulation (EU) 2018/842 lays down obligations on Member States with respect to their minimum contributions for the period from 2021 to 2030 to fulfilling the Union’s current target of reducing its greenhouse gas emissions by 30 % below 2005 levels in 2030 in the sectors covered by Article 2 of that Regulation. It also lays down rules on determining annual emission

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allocations and for the evaluation of Member States’ progress towards meeting their minimum contributions.

For that purpose, an appropriate flexibility should be provided to Member States in the choice of means and methods of achieving that objective. The programming of the Cohesion Policy Funds should consider the updated development strategies aimed at boosting the capacities of the Member States in greenhouse gas emission reduction and thus at contributing to a better convergence in their targets already in this programming period.

Amendment 5

Proposal for a regulation
Recital 7

Text proposed by the Commission

(7) While emissions trading will also apply to greenhouse gas emissions from road and maritime transport as well as buildings, the scope of Regulation (EU) 2018/842 will be maintained. Regulation (EU) 2018/842 will therefore continue applying to the greenhouse gas emissions from domestic navigation, but not to those from international navigation. Greenhouse gas emissions of a Member State within the scope of Regulation (EU) 2018/842 to be taken into account for compliance checks will continue to be determined upon completion of inventory reviews in accordance with Regulation (EU) 2018/1999 of the European Parliament and the Council34.

Amendment

(7) While emissions trading will also apply to greenhouse gas emissions from road and maritime transport as well as buildings, the scope of Regulation (EU) 2018/842 will be maintained. Regulation (EU) 2018/842 will therefore continue applying to the greenhouse gas emissions from domestic navigation, but not to those from international navigation. Greenhouse gas emissions of a Member State within the scope of Regulation (EU) 2018/842 to be taken into account for compliance checks will continue to be determined upon completion of inventory reviews in accordance with Regulation (EU) 2018/1999 of the European Parliament and the Council34 corroborated with available data at Union and international level, whereby it is imperative that the latest available data at national, Union and international level are taken into account for the compliance check, providing a realistic picture of the situation.
Amendment 6
Proposal for a regulation
Recital 8

Text proposed by the Commission

(8) In its Communication of 17 September 2020\textsuperscript{35} the Commission indicated that the increased 2030 overall target can only be achieved with the contribution of all sectors.

Amendment

(8) In its Communication of 17 September 2020\textsuperscript{35} the Commission indicated that the increased 2030 overall target can only be achieved with the contribution of all sectors. \textit{However, the social aspect of the transition needs to be taken into account, ensuring that green jobs are maintained or created, including through research and innovation, and that the achievement of overall targets does not lead to energy poverty, in which the economically weakest are the most affected.}

\textsuperscript{35} COM/2020/562 final.

Amendment 7
Proposal for a regulation
Recital 9

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(9) In its conclusions of 11 December 2020 the European Council mentioned that the 2030 target will be delivered collectively by the Union in the most cost-effective manner possible, that all Member States will participate in this effort, taking into account considerations of fairness and solidarity, while leaving no one behind, and that the new 2030 target needs to be achieved in a way that preserves the Union’s competitiveness and takes account of Member States’ different starting points and specific national circumstances and emission reduction potential, including those of island Member States and islands, as well as efforts made.

Amendment 8
Proposal for a regulation
Recital 10

Text proposed by the Commission

(10) In order to achieve the target of reducing greenhouse gas emissions by 55%, the sectors covered by Regulation (EU) 2018/842 will need to reduce their emissions progressively until they reach at least -40% in 2030, compared to 2005 levels.

Amendment

(10) In order to achieve the target of reducing greenhouse gas emissions by 55%, the sectors covered by Regulation (EU) 2018/842 will need to reduce their emissions progressively until they reach at least -40% in 2030, compared to 2005 levels. At the same time, it is important to maintain industrial competitiveness through the implementation of innovative and climate-neutral technologies.

Amendment 9
Proposal for a regulation
Recital 11
(11) For that purpose, the greenhouse gas emission reduction target for 2030 needs to be revised for each Member State. The revision of the greenhouse gas emission reduction target should use the same methodology that was followed when Regulation (EU) 2018/842 was first adopted, where the national contributions were determined in consideration of the different capacities and cost-efficiency opportunities in Member States so to ensure a fair and balanced distribution of the effort. The reduction of the maximum greenhouse gas emissions for each Member State in 2030 should thus be determined in relation to the level of its 2005 reviewed greenhouse gas emissions covered by this Regulation, excluding verified greenhouse gas emissions from installations that operated in 2005 and which were only included in the emission trading system of the Union after 2005.

Amendment 10
Proposal for a regulation
Recital 11 a (new)

Text proposed by the Commission

(11a) The development strategies at national, regional and local level need to be adapted as well in order to achieve the targets set out in the European Green Deal and in the Paris Agreement to include clear and measurable objectives, taking into account the specificities of the regions and the development needs and...
Aiming to reduce greenhouse gas emissions in all regions in order not only to contribute to the achievement of the targets but also to increase the quality of the environment all over the Union.

Amendment 11
Proposal for a regulation
Recital 12

Text proposed by the Commission

(12) As a consequence, it will be necessary to set, as from the year of adoption of this Regulation, new binding national limits, expressed in annual emission allocations, progressively leading to the 2030 target of each Member State, while keeping in force the annual limits established for the years preceding it as set in Commission Implementing Decision (EU) 2020/212636.

Amendment

(12) As a consequence, it will be necessary to set, as from the year of adoption of this Regulation, new binding national limits, expressed in annual emission allocations, progressively and with flexibility for Member States about how to reach this limit, leading to the 2030 target of each Member State, while keeping in force the annual limits established for the years preceding it as set in Commission Implementing Decision (EU) 2020/212636.


Amendment 12
Proposal for a regulation
Recital 12 a (new)

Text proposed by the Commission

(12a) In order to ensure that the administrative burden on both countries and the economy is minimised and that the 2030 targets are effectively achieved

Amendment
in each Member State, it is appropriate to set out a non-binding harmonised approach at Union level for all Member States or to make a proposal by the Commission for potential baseline implementation measures and, where appropriate, to provide technical support that can help Member States to achieve the targets.

Amendment 13
Proposal for a regulation
Recital 13

Text proposed by the Commission
(13) The COVID-19 pandemic has impacted the Union’s economy and its level of emissions to a degree that cannot yet be fully quantified. On the other hand, the Union is deploying its largest stimulus package ever, also having a potential impact on the level of emissions. Due to those uncertainties, it is appropriate to review the emissions data in 2025 and, if necessary, readjust the annual emission allocations.

Amendment
(13) The COVID-19 pandemic has impacted the Union’s economy and its level of emissions to a degree that cannot yet be fully quantified. On the other hand, the Union is deploying its largest stimulus package ever, also having a potential impact on the level of emissions. Due to those uncertainties, it might be appropriate to review the emissions data and, if necessary, readjust the annual emission allocations in a way that is realistic and socially responsible, taking into account the most recent data. This should not endanger the Union’s climate-neutrality objective by 2050.

Amendment 14
Proposal for a regulation
Recital 13 a (new)

Text proposed by the Commission
(13a) If an adjustment is needed, Member States should adapt their development strategies at all levels accordingly, taking into account the specificities and the development needs of every region and also adapt the programming of the European Structural
and Investment Funds. The Commission should assess the objectives related to the reduction of the greenhouse gas emissions and ensure technical assistance in setting measurable objectives, revising the development strategies and establishing the optimal path to achieve those objectives where needed, especially for the regions with intensive polluting industries, in order to ensure the targets are achieved by each Member State.

Amendment 15
Proposal for a regulation
Recital 14

Text proposed by the Commission

(14) It is therefore appropriate to update in 2025 the annual emission allocations for the years 2026 to 2030. This should be based on a comprehensive review of the national inventory data carried out by the Commission in order to determine the average of the greenhouse gas emissions of each Member State during the years 2021, 2022 and 2023.

Amendment

(14) In so far as the data of Member States deviate significantly from the limit defined by a linear trajectory, it might be appropriate to update in 2025 the annual emission allocations for the years 2026 to 2030. This should be based on a comprehensive review of the national inventory data corroborated with the available data at the Union and international level carried out by the Commission in order to determine the average of the greenhouse gas emissions of each Member State.

Amendment 16
Proposal for a regulation
Recital 18

Text proposed by the Commission

(18) The setting of more ambitious targets under Regulation (EU) 2018/841 will decrease the capacity of Member States to generate net removals that can be used for compliance under Regulation

Amendment

(18) The setting of more ambitious, but realistic, targets under Regulation (EU) 2018/841 will decrease the capacity of Member States to generate net removals that can be used for compliance under
In addition, the split of the use of the LULUCF flexibility into two separate time periods, will further limit the availability of net removals for the purpose of compliance with Regulation (EU) 2018/842. As a result, some Member States may face challenges in meeting their targets under Regulation (EU) 2018/842, while some Member States, the same or other, may generate net removals that cannot be used for compliance with Regulation (EU) 2018/842. As long as the Union objectives as set out in Article 3 of Regulation (EU) 2021/1119 are met, in particular with regard to the maximum limit of the contribution of net removals, it is appropriate to create a new voluntary mechanism, in the form of an additional reserve, that will help adhering Member States to comply with their obligations.

Amendment 17
Proposal for a regulation
Recital 18 a (new)

Text proposed by the Commission

(18a) Keeping the 1.5 °C target of the Paris Agreement within reach requires a collective effort of all sectors of the economy, including from agriculture, as outlined in the long-term strategic vision of the Commission for a prosperous, modern, competitive and climate-neutral economy. Member States are required to develop long-term strategies in order to fulfil their commitments to the Paris Agreement objectives and the achievement of long-term greenhouse gas emission reductions and enhancements of removals by sinks in all sectors in line with the Union's climate neutrality objective. Those strategies, as well as other Member State plans and reports under Regulation (EU) 2018/1999, should be used by the Commission to set and
monitor the collective achievement of EU-level Effort Sharing Regulation sector targets.

Amendment 18

Proposal for a regulation
Article 1 – paragraph 1 – point 1
Regulation (EU) 2018/842

(1) In Article 1, “30%” is replaced by “at least 40%”;  

Amendment 19

Proposal for a regulation
Article 1 – paragraph 1 – point 3
Regulation (EU) 2018/842

(b) do not exceed, in the years 2023 to 2030, the limit defined by a linear trajectory starting in 2022 at the annual emission allocation for that Member State, as set out pursuant to paragraph 3 of this Article for that year, and ending in 2030 at the limit set for that Member State in column 2 of Annex I to this Regulation;  

Amendment 20

Proposal for a regulation
Article 1 – paragraph 1 – point 3
Regulation (EU) 2018/842

(b) do not exceed, in the years 2023 to 2030, the limit defined by a linear trajectory starting in 2022 at the annual emission allocation for that Member State, as set out pursuant to paragraph 3 of this Article for that year, and ending in 2030 at the limit set for that Member State in column 2 of Annex I to this Regulation;
(c) do not exceed, in the years 2026 to 2030, the limit defined by a linear trajectory starting in 2024, at the average of its greenhouse gas emissions during the years 2021, 2022 and 2023, as submitted by the Member State pursuant to Article 26 of Regulation (EU) 2018/1999, and ending in 2030 at the limit set for that Member State in column 2 of Annex I to this Regulation.

Amendment 21

Proposal for a regulation
Article 1 – paragraph 1 – point 3
Regulation (EU) 2018/842
Article 4 – paragraph 3 – subparagraph 2

Text proposed by the Commission

For the years 2021 and 2022, it shall determine the annual emission allocations based on a comprehensive review of the most recent national inventory data for the years 2005 and 2016 to 2018 submitted by the Member States pursuant to Article 7 of Regulation (EU) No 525/2013 and indicate the value for the 2005 greenhouse gas emissions of each Member State used to determine those annual emission allocations.

Amendment

For the years 2021 and 2022, it shall determine the annual emission allocations based on a comprehensive review of the most recent national inventory data for the years 2005 and 2016 to 2018 submitted by the Member States pursuant to Article 7 of Regulation (EU) No 525/2013 corroborated with available data at the Union and international level and indicate the corresponding value for the 2005 greenhouse gas emissions of each Member State used to determine those annual emission allocations.

Amendment 22

Proposal for a regulation
Article 1 – paragraph 1 – point 3
Regulation (EU) 2018/842
Article 4 – paragraph 3 – subparagraph 3

Text proposed by the Commission

For the years 2023, 2024 and 2025, it shall determine the annual emission allocations

Amendment

For the years 2023 to 2030, it shall determine the annual emission allocations
based on the value for the 2005 greenhouse gas emissions of each Member State indicated pursuant to the second subparagraph and the reviewed values of the national inventory data for the years 2016, 2017 and 2018 referred to in the second subparagraph.

Amendment 23

Proposal for a regulation
Article 1 – paragraph 1 – point 3
Regulation (EU) 2018/842
Article 4 – paragraph 3 – subparagraph 4

Text proposed by the Commission

For the years 2026 to 2030, it shall determine the annual emission allocations based on the value for the 2005 greenhouse gas emissions of each Member State indicated pursuant to the second subparagraph and on a comprehensive review of the most recent national inventory data for the years 2021, 2022 and 2023 submitted by the Member States pursuant to Article 26 of Regulation (EU) 2018/1999.

Amendment

3a. Where a Member State has exceeded the annual emission allocations for three years, the Commission shall provide technical assistance in setting the objectives and measurable targets for the
reduction of greenhouse gas emissions, adapting the development strategies and establishing paths to achieve those objectives in particular for the regions with intensive-polluting industries and domestic sectors, and ensuring that the transition is just and inclusive, reduces the energy poverty and leaves no one behind.

Amendment 25

Proposal for a regulation
Article 1 – paragraph 1 – point 5 a (new)
Regulation (EU) 2018/842
Article 8 – paragraph 3

Text proposed by the Commission

Amendment

(5a) In Article 8, paragraph 3 is replaced by the following:

3. The Commission shall issue an opinion, accessible to the public, regarding the robustness of the corrective action plans submitted in accordance with paragraph 1 and shall in that case do so within four months of receipt of those plans. The Member State concerned shall take utmost account of the Commission’s opinion and shall revise its corrective action plan accordingly. The Member State concerned shall provide reasons where it does not address a recommendation or a substantial part thereof and shall make them public.

Amendment 26

Proposal for a regulation
Article 1 – paragraph 1 – point 6
Regulation (EU) 2018/842
Article 9 – paragraph 2 a (new)

Text proposed by the Commission

Amendment
2a. If a Member State exceeds its annual emissions allowance in two consecutive years it shall undertake a review of its National Energy and Climate Plan and national Long-Term Strategy. This review shall be completed within 12 months. The Member State shall notify the revised plan to the Commission together with a statement setting out how the proposed revisions will remedy non-compliance with the national annual emission allowances. If the national energy and climate plan or national long-term strategy remains substantially unaltered, the Member State shall publish an explanation setting out its reasoning.

Amendment 27

Proposal for a regulation
Article 1 – paragraph 1 – point 7
Regulation (EU) 2018/842
Article 11a – paragraph 4 – point d a (new)

Text proposed by the Commission

(da) the Member State has implemented the adapted development strategies under Article 4 paragraph 3a.
## PROCEDURE – COMMITTEE ASKED FOR OPINION

| Title | Amending Regulation (EU) 2018/842 on binding annual greenhouse gas emission reductions by Member States from 2021 to 2030 contributing to climate action to meet commitments under the Paris Agreement |
| Committee responsible | ENVI |
| Date announced in plenary | 13.9.2021 |
| Opinion by | REGI |
| Date announced in plenary | 13.9.2021 |
| Rapporteur for the opinion | Vlad-Marius Botoş |
| Date appointed | 27.9.2021 |
| Discussed in committee | 6.12.2021 |
| Date adopted | 15.3.2022 |
| Result of final vote | +: 23, -: 7, 0: 11 |
| Members present for the final vote | Matteo Adinolfi, François Alfonsi, Pascal Arimont, Adrian-Dragoş Benea, Tom Berendsen, Erik Bergkvist, Stéphane Bijoux, Franc Bogović, Vlad-Marius Botoş, Rosanna Conte, Andrea Cozzolino, Corina Creţu, Rosa D’Amato, Christian Doleschal, Raffaele Fitto, Chiara Gemma, Mircea-Gheorghe Hava, Krzysztof Hetman, Peter Jahr, Manolis Kefalogiannis, Ondřej Knotek, Constanze Krehl, Cristina Maestre Martín De Almagro, Nora Mebarek, Martina Michels, Alin Mituţa, Dan-Ştefan Motreanu, Niklas Nienåb, Andrey Novakov, Younous Omarjee, Alessandro Panza, Tsvetelina Penkova, Caroline Roose, Marcos Rus Sempere, André Rougé, Susana Solís Pérez, Irène Tolleret, Valdemar Tomašeiski, Monika Vana |
| Substitutes present for the final vote | Mathilde Androuët, Daniel Buda |
# FINAL VOTE BY ROLL CALL IN COMMITTEE ASKED FOR OPINION

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Key to symbols:
+ : in favour
- : against
0 : abstention