



2023/0042(COD)

11.5.2023

DRAFT OPINION

of the Committee on Transport and Tourism

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

on the proposal for a regulation of the European Parliament and of the Council amending Regulation (EU) 2019/1242 as regards strengthening the CO₂ emission performance standards for new heavy-duty vehicles and integrating reporting obligations, and repealing Regulation (EU) 2018/956 (COM(2023)0088 – C9-0025/2023 – 2023/0042(COD))

Rapporteur for opinion: Andris Ameriks

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SHORT JUSTIFICATION

Despite EU climate and energy policies are leading to a significant reduction in greenhouse gas emissions in all sectors, transport greenhouse gas emissions are still increasing in the EU, accounting for a quarter of the total of the European GHG emissions. Within this framework, road transport represents the most relevant figure (more than 70%), with heavy-duty vehicles accounting for more than 27%. A key factor behind this figure has been the growth in freight demand and activity from 2000, which is still expected to increase in the future.

Given the above, the amendment of the existing binding CO₂ emission reduction targets for heavy-duty vehicles will be functional for the achievement of the goals of the green transition also in light of the current geopolitical context: as highlighted in the REPowerEU plan, Russian invasion of Ukraine has indeed made the case to reduce EU dependency on fossil fuel stronger than the past.

Secondly, the reform has the potential to bring transport operators and users benefits. A wider deployment of more energy-efficient vehicles, achieved by triggering manufacturers to increase their supply of zero-emission vehicles, will lead to more affordable zero-emission vehicle models, with an overall decrease of the total cost of ownership of such vehicles.

Thirdly, the reform could play a role in strengthening the EU's industrial technological and innovation leadership, in particular in the ongoing global transition towards zero-emission mobility, channelling investments into zero-emission technologies.

A valuable point of the proposal is the inclusion of urban buses into the amending Regulation. The CO₂ emission reduction in urban areas will bring several positive aspects, improving air quality of cities as well as individual health of European people. In light of this, and with regard to the possibility of exclusion of a limited share of buses set in art. 3b (2) of the Proposal, the Rapporteur underlined the importance of shortening the timeline for the Commission for adopting delegated acts on this particular matter in order to provide certitudes to the economic operators.

On the other hand, the transition from fossil-fuelled vehicles to zero-emission vehicles needs to take into account the social and the economic impacts that can cause, in order to ensure that no one is left behind in the transition towards the goal of a climate-neutral Europe. Inequalities in access to transport networks affect the daily life of millions of people, especially on lower incomes, users from groups with special needs and from peripheral areas. Closely related to this is the issue of connectivity between rural, peri-urban, and urban areas, especially in case of geographic specificities, as in the case of islands, outermost regions and territories, rural or remote areas, less accessible peripheries, mountainous areas. Thus, the path to decarbonisation of transport needs to consider proper measures in order to ensure the affordability and accessibility of transport, to avoid transport poverty and to ensure equal access to urban centres.

Furthermore, the Rapporteur underlines that social impacts of the transition with regard also to automotive sector must be seriously taken into account, allowing the process of phasing out fossil fuel-powered vehicles to go hand in hand with measures for workers in this specific sector. These measures should be provided for in the Just Transition plans and the Social Climate plans. Therefore, the Rapporteur proposes the income from excess emissions premiums

and administrative fines to be considered as revenue assigned to the recently adopted Social Climate Fund with a view to contributing to a socially fair transition towards climate neutrality.

With this opinion, the Rapporteur seeks to ensure that the future heavy duty vehicle fleet will play his part in leading to a 90% reduction in GHG emissions from transport by 2050, with respect to 1990, as stated in the European Green Deal while providing benefits for European transport operators and users, most of which are SMEs, resulting from a wider deployment of more energy-efficient vehicles.

AMENDMENTS

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

Amendment 1

Proposal for a regulation

Recital 1

Text proposed by the Commission

(1) Tackling climate and environmental-related challenges and reaching the objectives of the Paris Agreement, adopted in December 2015 under the United Nations Framework Convention on Climate Change (UNFCCC), are at the core of the Communication on the “European Green Deal”, adopted by the Commission on 11 December 2019¹⁰. The necessity and value of the European Green Deal have only grown in light of the very severe effects of the COVID-19 pandemic on the health and economic well-being of the Union’s citizens.

¹⁰ Commission Communication of 11 December 2019 on the European Green Deal, COM(2019) 640 final.

Amendment

(1) Tackling climate and environmental-related challenges and reaching the objectives of the Paris Agreement, adopted in December 2015 under the United Nations Framework Convention on Climate Change (UNFCCC), are at the core of the Communication on the “European Green Deal”, adopted by the Commission on 11 December 2019¹⁰. The necessity and value of the European Green Deal have only grown in light of the very severe effects of the COVID-19 pandemic on the health and economic well-being of the Union’s citizens ***and the Russia's invasion of Ukraine.***

¹⁰ Commission Communication of 11 December 2019 on the European Green Deal, COM(2019) 640 final.

Or. en

Amendment 2

Proposal for a regulation

Recital 2

Text proposed by the Commission

(2) The European Green Deal 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

Amendment

(2) The European Green Deal 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.

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Or. en

Amendment 3

Proposal for a regulation

Recital 5 a (new)

Text proposed by the Commission

Amendment

(5a) The New EU Urban Mobility Framework communication^{4a} underlines that public authorities should ensure the availability of efficient, interoperable and user-friendly recharging and alternative fuels refuelling infrastructure. The availability of such infrastructure is key in order to achieve the objective of decarbonisation of urban mobility. The Commission should, in the review of the effectiveness and impact of this Regulation, take into account also the deployment of charging and refuelling infrastructures suitable for heavy-duty vehicles in Member States.

^{41a} Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, The New EU Urban Mobility

Amendment 4

**Proposal for a regulation
Recital 5 a (new)**

Text proposed by the Commission

Amendment

(5a) The European Environment Agency analysis of 2022, shows that the efficiency gains that have been achieved in vehicles and transport operations in terms of emissions have been outpaced by the growing demand for freight transport, ultimately leading to continued growth in emissions.

Or. en

Amendment 5

**Proposal for a regulation
Recital 5 a (new)**

Text proposed by the Commission

Amendment

(5a) The investments for the decarbonisation of the passenger means of transports should not have a negative impact to the access to mobility with the risk to increase the problems of transport poverty.

Or. en

Amendment 6

**Proposal for a regulation
Recital 13 a (new)**

Text proposed by the Commission

Amendment

(13a) The Member States progress on alternative fuel infrastructures has a particular relevance in the achievement of

the target set for this Regulation for urban buses.

Or. en

Amendment 7

Proposal for a regulation Recital 14 a (new)

Text proposed by the Commission

Amendment

(14a) Differently from passenger car sector, commercial vehicles are essential and flexible tools for moving goods and people and remain vital for the European economy. Affordability for customer, reduced driving ranges, long charging times and reduced loading capacity are elements that could prevent the rapid shift towards zero emission technologies.

Or. en

Amendment 8

Proposal for a regulation Recital 14 b (new)

Text proposed by the Commission

Amendment

(14b) A full set of key enabling conditions need to be developed to sustain a rapid shift towards zero emissions. Providing customers with the right level of resources to close the price gap with conventional vehicles and the availability of a sufficiently dense and heavy-duty suitable charging and refuelling infrastructure are essential enablers.

Or. en

Amendment 9

Proposal for a regulation Recital 14 c (new)

Text proposed by the Commission

Amendment

(14c) The green transitions should also address the importance of the social dimension to ensure that new technologies will not affect affordability and accessibility to all. When adopting new CO2 standards for heavy-duty vehicles it is important to take into account the significant economic and social consequences of the green transitions and the need to safeguard employment and preserve the competitiveness of Union industry.

Or. en

Amendment 10

**Proposal for a regulation
Recital 14 d (new)**

Text proposed by the Commission

Amendment

(14d) Particular attention should be given to the impact that this transition will have on micro, small and medium-sized enterprises (SMEs) along the automotive supply chain and to affected regions and communities which might be more vulnerable due to the presence of an intensive automotive industry.

Or. en

Amendment 11

**Proposal for a regulation
Recital 18**

Text proposed by the Commission

Amendment

(18) The possibility of assigning the revenue from the excess emission premiums to a specific fund or relevant programme has been evaluated as required pursuant to Article 15(4) of Regulation (EU) 2019/1242, with the

(18) Revenue from the excess emission premiums should be considered as revenue assigned to a specific budgetary line ‘automotive sector support’ of the Social Climate Fund, with the objective to ensure a just transition towards a climate-neutral

conclusion that this would significantly increase the administrative burden, while not directly benefit the automotive sector in its transition. Revenue from the excess emission premiums should *therefore continue to* be considered as revenue *for the general budget* of the *Union in accordance with Article 8(4) of Regulation (EU) 2019/1242.*

economy, in particular to mitigate any negative employment impact of the transition in the automotive sector in all affected Member States, in particular in the regions and the communities most affected by the transition.

Or. en

Amendment 12

Proposal for a regulation

Article 1 – paragraph 1 – point 3 – point g

Regulation (EU) 2019/1242

Article 3 – point 11 – point a

Text proposed by the Commission

(a) a heavy-duty motor vehicle with not more than **5** g/(t·km) or **5** g/(p·km) of CO₂ emissions as determined in accordance with Article 9 of Regulation (EU) 2017/2400;

Amendment

(a) a heavy-duty motor vehicle with not more than **1** g/(t·km) or **1** g/(p·km) of CO₂ emissions as determined in accordance with Article 9 of Regulation (EU) 2017/2400;

Or. en

Justification

The proposed limit of 5 g/(t·km) would allow hydrogen dual-fuel engines running partially on diesel to qualify as zero-emission. Only hydrogen engines with a limited usage of diesel as pilot fuel to ignite the fuel-air mix should be part of the zero-emission category. As far as the proposed limit of 5 gr per passenger per kilometer is concerned, certain urban bus with a large passenger capacity could be include in the ZEV categories while emitting a relevant quantity of CO₂ for this reason the limit has been reduced to 1 gr.

Amendment 13

Proposal for a regulation

Article 1 – paragraph 1 – point 3 – point g

Regulation (EU) 2019/1242

Article 3 – point 11 – point b

Text proposed by the Commission

(b) a heavy-duty motor vehicle

Amendment

(b) a heavy-duty motor vehicle **without**

fulfilling the conditions of point 1.1.4 of Annex I to this Regulation if no CO₂ emissions have been determined according to Regulation (EU) 2017/2400;

a combustion engine or with a combustion engine emitting not more than 5 g/kWh of CO₂ as determined in accordance with Regulation (EC) No 595/2009 and its implementing measures or emitting not more than 5 g/km of CO₂ as determined in accordance with Regulation (EC) No 715/2007 of the European Parliament and of the Council and its implementing measures, if no CO₂ emissions have been determined according to Regulation (EU) 2017/2400;

Or. en

Justification

Annex I has no point 1.1.4

Amendment 14

Proposal for a regulation

Article 1 – paragraph 1 – point 11 – point c a (new)

Regulation (EU) 2019/1242

Article 8 – paragraph 4

Present text

Amendment

4. The excess CO₂ emissions premiums shall be *considered as revenue for the general budget* of the *European Union*.

(ca) paragraph 4 is amended as follows:

"4. The excess CO₂ emissions premiums shall be *assigned to a specific budgetary line ‘automotive sector support’* of the *Social Climate Fund*."

Or. en

(Regulation (EU) 2019/1242)

Justification

<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:32019R1242>

Amendment 15

Proposal for a regulation

Article 1 – paragraph 1 – point 16

Regulation (EU) 2019/1242
Article 13f (new)

Text proposed by the Commission

4. The amounts of the administrative fines shall be considered as revenue for the **general budget** of the **Union**.

Amendment

4. The amounts of the administrative fines shall be considered as revenue for the **specific budgetary line ‘automotive sector support’** of the **Social Climate Fund**.

Or. en

Amendment 16

Proposal for a regulation

Article 1 – paragraph 1 – point 18

Regulation (EU) 2019/1242
Article 15

Text proposed by the Commission

The Commission shall, in **2028**, review the effectiveness and impact of this Regulation and submit a report to the European Parliament and to the Council with the result of the review.

Amendment

The Commission shall, in **2027**, review the effectiveness and impact of this Regulation and submit a report to the European Parliament and to the Council with the result of the review'

The Commission shall report to the European Parliament and to the Council on the state of the enabling conditions for the market adoption of zero-emission heavy-duty vehicles in the Union. In this report, the Commission shall assess in particular, but not limited to, the following elements:

(a) registrations of zero-emission heavy-duty vehicles in Member States,

(b) the deployment of charging and refuelling infrastructure suitable for heavy-duty vehicles in Member States [REFERENCE TO XXX AFIR],

(c) the implementation of road user charges differentiated by CO2 emissions in Member States [REFERENCE TO XXX Eurovignette]

(d) the level of the average price of allowances under the new the emissions trading system covering road transport

[REFERENCE TO XXX ETS2]

(e) other measures that support the uptake of zero-emission heavy-duty vehicles.

Based on the results of the above assessment and on the evidence of lack of any of the above conditions, the Commission should consider to make a proposal to review the CO2 targets and waive the excess CO2 emissions premiums as set by the Art. 8 of this Regulation.

Or. en

Justification

A comprehensive review only in 2028, is too close to the change of EU legislature in 2029. The market adoption of zero-emission heavy-duty vehicles depends on enabling conditions that allow road hauliers to operate the vehicles seamlessly and more profitably than conventional diesel trucks. The availability of charging and refuelling infrastructure, effective carbon pricing measures and road user charges differentiated by CO2 emissions are crucial enabling conditions that are outside of the direct control of vehicle manufacturers.

Amendment 17

Proposal for a regulation

Article 1 – paragraph 1 – point 19 – point a

Regulation (EU) 2019/1242

Article 17– paragraph 2

Text proposed by the Commission

The power to adopt delegated acts referred to in Article 3b, Article 11(2), Article 13(4) second subparagraph, Article 13c(3), Article 13d(2), Article 13e(4), Article 13f(2) and Article 14(1) shall be conferred on the Commission for a period of five years from [OP, please insert the date of entry into force of this Regulation].;

Amendment

The power to adopt delegated acts referred to in Article 3b, Article 11(2), Article 13(4) second subparagraph, Article 13c(3), Article 13d(2), Article 13e(4), Article 13f(2) and Article 14(1) shall be conferred on the Commission for a period of five years from [OP, please insert the date of entry into force of this Regulation].

The Commission shall adopt delegates acts referred to in Article 3b(2) not later than 18 months after the entry into force of this Regulation.

Or. en

Justification

Needed to provide certitudes in the purchase of urban buses

Amendment 18

Proposal for a regulation

Annex I – point 2 – point 2.3 – point 2.3.2 – paragraph 3 – subparagraph 2 – subparagraph 2 – subparagraph 3

Text proposed by the Commission

V_{out} is the total number of newly registered zero-emission heavy-duty vehicles, which are not in the sub-groups referred to by the definition of V_{in} , and with a maximum of 0,035 of V_{total} ;

Amendment

V_{out} is the total number of newly registered zero-emission heavy-duty vehicles **in category N**, which are not in the sub-groups referred to by the definition of V_{in} , and with a maximum of 0,035 of V_{total} ;

Or. en

Justification

To align the table to the relevant article and for environmental integrity