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Consultation on the revision of Regulation (EU) 2019/1242 setting CO2 emission performance standards for new heavy-duty vehicles

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Consultation on the revision of Regulation (EU) 2019/1242 setting CO2 emission performance standards for new heavy-duty vehicles

Consultation to collect the views of stakeholders and citizens on the revision of Regulation (EU) 2019/1242 setting CO2 emission performance standards for new heavy-duty vehicles

The term 'heavy-duty vehicles' (HDV) includes lorries, tractors, buses and coaches.

Introduction

As one of the key elements of the <u>European Green Deal</u> (https://eur-lex.europa.eu/legal-content/EN/TXT/? uri=CELEX%3A52019DC0640&qid=1614265180697), the <u>European Climate Law</u>

(https://ec.europa.eu/commission/presscorner/detail/en/ip_21_1828) enshrines the EU's commitment to reaching climate neutrality by 2050 and the intermediate target of reducing net greenhouse gas (GHG) emissions by at least 55% by 2030 compared with 1990. The <u>Sustainable and Smart Mobility Strategy</u> (https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52020DC0789) calls for a shift to zero-emission mobility. These goals can be reached only by introducing more ambitious policies to reduce GHG emissions from transport by 90% by 2050.

To this end, in July 2021, the Commission proposed <u>a package of legislative proposals</u> (https://ec.europa.eu/info/strategy/priorities-2019-2024/european-green-deal/delivering-european-green-deal_en) based on a combination of pricing, rules and targets. This new initiative complements the package by addressing HDV emissions.

Regulation (EU) 2019/1242 (https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A32019R1242&qid=1614265394240) (hereinafter 'the HDV Regulation') sets CO2 emission standards for new heavy lorries above 16 t (excluding special purpose and vocational vehicles). It requires manufacturers to reduce the average CO2 emissions of their fleet by 15% as from 2025 and by 30% as from 2030, compared with the baseline emissions of 2019. It also includes a review clause: by the end of 2022, the Commission is required to review the effectiveness of the Regulation and, where appropriate, submit a proposal to amend it.

The CO2 emission standards for HDV build upon the CO2 <u>Certification Regulation (EU) 2017/2400</u> (https://eurlex.europa.eu/eli/reg/2017/2400/oj) and the <u>Monitoring and Reporting Regulation (EU) 2018/956</u> (https://eurlex.europa.eu/eli/reg/2018/956/oj).

This initiative is also linked with other EU policies, including the <u>Eurovignette Directive</u> (https://eur-lex.europa.eu/legal-content/EN/TXT/? uri=CELEX%3A52017PC0275), the <u>Clean Vehicles Directive</u> (https://eur-lex.europa.eu/leji/dir/2019/1161/oj), the proposed <u>regulation on deployment of alternative fuels infrastructure</u> (https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=COM:2021:559:FIN), the <u>Renewable Energy</u> (https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52021PC0557) and <u>Energy Efficiency Directives</u> (https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX:52021PC0558), the <u>EU Emission Trading System</u>, (https://eur-lex.europa.eu/legal-content/EN/TXT/? uri=CELEX:52021PC0551) <u>air pollutant standards for new HDV</u> (https://eur-lex.europa.eu/legal-content/EN/TXT/? uri=celex%3A32009R0595) and the <u>proposed new emission trading system for road transport and buildings</u> (https://ec.europa.eu/info/sites/default/files/revision-eu-ets_with-annex_en_0.pdf).

Objective of the consultation

The Commission seeks views and opinions and invites feedback on the proposed initiative. The results of the consultation will be analysed, will feed into the preparation of the initiative and its accompanying **impact assessment** and will be made public as a synopsis report

Guidance on the questionnaire

You will find some introductory questions related to your profile, followed by a questionnaire. You are not obliged to respond to all questions in the questionnaire.

At the end of the questionnaire, you are invited to provide any additional comments and to upload a file giving your position or views or those of your organisation. The results of the questionnaire, as well as the uploaded position papers and policy briefs, will be published online.

Please read the specific privacy statement attached to this consultation, which provides information on how personal data and contributions will be managed.

In the interest of transparency, if you are replying on behalf of an organisation, please register it, if you have not already done so, in the <u>Transparency Register</u> (https://ec.europa.eu/transparencyregister/public/homePage.do), a voluntary database for organisations seeking to influence EU decision-making. If you do not wish to register, your contribution will be treated and published together with those received from individuals.

Using the questionnaire

- · The questionnaire is available in all official EU languages.
- · Contributions may be submitted in any official EU language, though English is encouraged.

Disclaimer

Please note that this document has been drafted for information and consultation purposes only. It has not been adopted or in any way approved by the European Commission and should not be regarded as representative of the views of the Commission. It does not in any way prejudge, or constitute the announcement of, any position on the part of the Commission on the issues covered. The European Commission does not guarantee the accuracy of the information provided, nor does it accept responsibility for any use made thereof.

About you

*Language of my contribution

English

*I am giving my contribution as

Business association

*First name

The Bioenergy Association

*Surname

of Finland

*Email (this won't be published)

info@bioenergia.fi

*Organisation name

255 character(s) maximum

Bioenergia ry, The Bioenergy association of Finland

*Organisation size

Micro (1 to 9 employees)

Check if your organisation is on the <u>transparency register</u> (https://ec.europa.eu/transparencyregister/public/homePage.do? redir=false&locale=en). It is a voluntary database for organisations seeking to influence EU decision-making.

Transparency register number

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*Country of origin

Please add your country of origin, or that of your organisation.

Finland

The Commission will publish all contributions to this public consultation. You can choose whether you would prefer to have your details published or to remain anonymous when your contribution is published. For the purpose of transparency, the type of respondent (for example, 'business association, 'consumer association', 'EU citizen') country of origin, organisation name and size, and its transparency register number, are always published. Your e-mail address will never be published. Opt in to select the privacy option that best suits you. Privacy options default based on the type of respondent selected

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The Commission will publish the responses to this public consultation. You can choose whether you would like your details to be made public or to remain anonymous.

Anonymous

Only organisation details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published as received. Your name will not be published. Please do not include any personal data in the contribution itself if you want to remain anonymous.

Public

Organisation details and respondent details are published: The type of respondent that you responded to this consultation as, the name of the organisation on whose behalf you reply as well as its transparency number, its size, its country of origin and your contribution will be published. Your name will also be published.

I agree with the personal data protection provisions (https://ec.europa.eu/info/law/better-regulation/specific-privacy-statement)

Note that regardless of the option selected, your answers may be subject to a request for public access to documents under Regulation (EC) No 1049/2001 (https://eur-lex.europa.eu/legal-content/EN/ALL/?uri=CELEX:32001R1049).

Questions

A free text section is available at the end of some of the questions to enable you to provide additional comments.

1. Objectives

Transport is the only sector whose GHG emissions are higher than in 1990 and where emissions are growing. To contribute to the overall climate neutrality objective for 2050, transport sector GHG emissions need to be reduced by 90% by 2050. In the transport sector, the HDV sub-sector also shows increasing emissions.

The HDV sub-sector represents about a quarter of road transport emissions. The HDV Regulation sets binding targets, applicable from 2025 and 2030 respectively, for some HDV categories. However, as indicated in the projections in the Reference Scenario 2020 (https://ec.europa.eu/energy/data-analysis/energy-modelling/eu-reference-scenario-2020_en), CO2 emissions from the HDV sector will decrease by only around 7% and 12% in 2030 and 2050 respectively, compared with 2015. In particular, a higher uptake of than currently projected of zero-emission vehicles (ZEV) will be needed to achieve the EU climate goals. Note that a zero-emission heavy-duty vehicle is a vehicle without an internal combustion engine, or with an internal combustion engine that emits less than 1g CO2/km. Pure battery electric and hydrogen-powered vehicles are ZEV.

The HDV Regulation does not currently provide sufficiently clear long-term signals to channel the necessary investment to increase the market uptake of ZEV over time. In addition, CO2 emissions of several HDV categories are currently unregulated by the HDV Regulation.

In your view, how important (on a scale from 1-5, with 5 representing the highest importance and 1 no importance) are the following objectives for the future HDV CO2 Regulation?

Objectives	1	2	3	4	5
Reducing CO2 emissions from new HDV in a cost-effective way, in line with the 2030 overall climate target of at least -55%	0		0		0
Reducing CO2 emissions from new HDV in a cost-effective way in line with the climate neutrality objective by 2050	0				0
Fostering innovation in zero-emission technologies for HDV					
Promoting the market uptake of ZEV by making them more affordable					
Strengthening technical and industrial leadership and stimulating employment in the EU value chain of HDV	0	0	0		0
Reducing fuel consumption costs of vehicles					
Reducing total costs of ownership of vehicles					
Contributing to the reduction of air pollution and other environmental problems		0			0
Reducing EU energy consumption and import dependence on fossil fuels					

2. Future CO2 emissions targets for new HDV

The HDV Regulation currently sets CO2 emission standards for new heavy lorries and tractors with a technically permissible maximum laden mass exceeding 16 tonnes. It sets CO2 emission targets from 2025 and 2030 onwards.

The Commission will revise the CO2 emission standards for new HDVs to ensure an appropriate contribution to the overall climate targets. This section contains questions related to the future CO2 emission target levels for HDV.

1) Revising existing targets

In your view, how important are the following actions related to the future CO2 emission target levels for vehicle groups already regulated? (scale from 1 to 5 where 5 is highest importance and 1 no importance)

	1	2	3	4	5
Strengthening the CO2 emission targets for new HDV for the period before 2030 set under the current legislation	0	0		0	0
Strengthening the 2030 CO2 emission targets for new HDV set under the current legislation					
Introducing new strengthened CO2 emission targets for new HDV for 2035					0
Introducing new strengthened CO2 emission targets for new HDV for 2040					

2) Setting new targets for other types of vehicles

In your view, how important is it to set new CO2 emission targets for the following vehicle groups and categories? (Note: proposed grouping reflects the categories under type approval legislation) (Scale from 1 to 5 where 5 is highest importance and 1 no importance)

The imperiumes,	_				
	1	2	3	4	5
Small lorries up to 5t					
Small lorries (between 5t and 7.5t)	0				
Medium lorries (between 7.5t and 16t)					
Heavy trailers					

Coaches			
Urban buses			
Vocational and special purposes vehicles e.g. refuse and construction trucks.			

3) Setting target for all new vehicles to be zero-emission

In your view, in order to contribute to the climate neutrality by 2050 objective, should the CO2 emission standards become so strict that all new HDV be zero-emission vehicles? If so, by when?

	20 30	20 35	20 40	After 2040	The CO2 standards should not oblige all new HDV be zero-emission by a certain date
Urban buses		0	0	0	•
Coaches			0	0	•
Urban/regional delivery lorries	0	0	0	0	•
Long-haul lorries	0	0	0	0	

4) Do you have any additional comments on the levels of the future targets? If so, please include them below.

1,000 character(s) maximum

The crisis in Ukraine shows that there must be alternatives to zero-emission vehicles in the market. The market will be moving towards very small amounts of combustion engines.

3. Incentivising zero- and low-emission HDV

To contribute meaningfully to the climate objectives, the revised CO2 standards have to provide a strong incentive for the deployment of ZEV.

The current HDV Regulation contains a mechanism to incentivise the deployment of ZEV and LEV (low-emission vehicles): ZLEV. Through a one-way bonus-only mechanism, a manufacturer can gain credits if its share of ZLEV exceeds certain benchmarks. Until 2024, ZEV are counted as two vehicles while LEV are counted only as up to two vehicles and to be calculated as a function of its specific CO2 emissions and the low-emission threshold of the vehicle sub-group to which the vehicle belongs. From 2025, this will be determined on the basis of a 2% benchmark (to be reviewed as from 2030). Also, smaller trucks not yet regulated can contribute to these incentives.

Note that low-emission heavy-duty vehicles (LEV) are heavy-duty vehicles with specific CO2 emissions of less than half of the reference CO2 emissions of all vehicles in the given vehicle sub-group. 'Reference CO2 emissions' means the average of the specific CO2 emissions in the reference period, i.e. the reporting period of 2019.

1) In your view, what are the main barriers for market uptake of ZLEV? (Multiple answers possible)
✓ Price
☐ Total cost of ownership
☐ Price-quality ratio of key components like batteries
Availability of recharging/refuelling infrastructure
☐ Limited range
 Duration of charging
Availability of vehicle models
Reduced load capacity
Other
2) Should the existing ZLEV incentive scheme set out in the HDV Regulation be amended for the period before 2030?
Yes
○ No
If yes, how?
4 000 also are after (a) many important

1,000 character(s) maximum

One option is a voluntary crediting system. It could provide immediate GHG emission reductions in the existing fleet. Vehicle owners would be able to choose from a broader range of technologies depending on their mobility needs. The crediting system is necessary for development of renewable biofuels and RFNBOs.

3) For the period as of 2030, please indicate to what extent you agree with the following statements on the ZLEV incentive scheme for HDV (scale from 1 to 5 where 5 is highest agreement and 1 is no agreement). Not all statements need to be rated.

	1	2	3	4	5
In addition to the CO2 targets, a mechanism incentivising ZEV, and possibly ZLEV, should be maintained	0	0			

Vehicles eligible for the incentive system

	1	2	3	4	5
Only ZEV should be incentivised					
ZLEV should be incentivised as in the current Regulation					
Other	0	0	0	0	

If you selected 'Other', please explain:

500 character(s) maximum

The whole existing fleet should participate in the system.

Incentive type

	1	2	3	4	5
A bonus system with benchmark should be maintained			0	0	
A bonus/malus crediting system with benchmark should be introduced					
An obligation should be introduced for each manufacturer to register a certain share of ZLEV (so-called mandate)	0	0	0	0	
Other			0		0

Link with the CO2 target

	1	2	3	4	5
The ZLEV benchmark levels should increase when targets levels become more stringent					

4) If any incentive scheme would be maintained, which vehicles types should be covered? (Scale from 1 to 5 where 5 is highest agreement and 1 is no agreement)

	1	2	3	4	5
Heavy lorries (above 16 t)					
Small and medium lorries (up to 16 t)					
Coaches					
Urban buses		0			

Do you have any additional comment on the ZLEV or ZEV incentive system? If so, please add them below.

1,000 character(s) maximum

Any incentive system should include all kinds of solutions that significantly reduce ${\tt CO2}$ emissions in the transport sector.

4. Contribution of renewable and low-carbon fuels

EUSurvey - Survey

Under the HDV Regulation, a manufacturer's compliance with its specific emission target is assessed against the average tailpipe CO2 emissions of its fleet, as determined under type approval legislation.

Other EU policies provide incentives for the deployment of renewable and low-carbon fuels in transport. These include the proposed revised Renewal Energy Directive, the proposed revision of the Energy Taxation Directive, the proposed new emissions trading system for road transport and buildings, and initiatives promoting sustainable aviation and maritime fuels.

Please indicate to what extent you agree with the following statement (scale from 1 to 5 where 5 is highest agreement and 1 is no agreement)

	1	2	3	4	5
A mechanism should be introduced in the HDV Regulation so that compliance assessment takes into account the contribution of renewable and low-carbon fuels	0	0	0	0	

If a system to account for renewable and low-carbon fuels were to be introduced when assessing compliance, please indicate to what extent you agree with the following statements (scale from 1 to 5 where 5 is highest agreement and 1 is no agreement) (Not all statements need to be rated)

1. With regard to its effects

14.3.2022 21.30

	1	2	3	4	5
More renewable and low-carbon fuels will be made available for road transport					
Renewable and low-carbon fuels in road transport will come at the expense of other sectors facing steeper challenges to decarbonise (e.g. aviation/maritime)				0	0
Incentives for these fuels will be incompatible with EU efforts to increase efficiency and reduce energy consumption in HDV				0	0
Such an accounting system will no longer ensure clear responsibilities and accountability for vehicle manufacturers and fuel suppliers		0	0		0
These incentives for deploying low-carbon and renewable fuels could weaken the development of innovation in zero-emission technologies		0	0	0	0
The HDV Regulation would need to be made stricter more rapidly to foster the deployment of ZEV					
Air pollution co-benefits would not be achieved in the same degree					

2. With regards to the design of the mechanism

The possibility of developing a specific methodology to include the potential contribution to CO2 emissions reductions from the use of synthetic and advanced renewable fuels may be based in principle on two options:

- 1. The 'carbon correction' factors option would apply to the type-approved CO2 emissions of vehicles to reflect the carbon intensity and share of fuels used. This would lower the average specific emissions of a manufacturer's vehicle fleet. Therefore, in order to comply with its specific emissions target, a manufacturer would need to implement fewer technologies to reduce the tailpipe CO2 emissions of its vehicles put on the market and this would reduce compliance costs for manufacturers.
- 2. The 'fuel crediting system' option would allow an individual manufacturer, if additional quantities of fuels were used in road transport, to obtain credits for determining its average specific CO2 emissions and meet its specific targets. Such credits would have to be obtained from fuel suppliers marketing quantities of fuels that are higher than those required to comply with their obligations under the Renewable Energy Directive and their obligations under the RefuelEU Aviation and FuelEU Maritime initiatives. This option may trigger additional investments in low-carbon and renewable fuels.

If a mechanism were to be introduced, please indicate to what extent you agree with each of them (scale from 1 to 5 where 5 is highest agreement and 1 is no agreement) (Not all statements need to be rated)

	1	2	3	4	5
'Carbon correction factors' to tailpipe emissions of vehicles should be applied per fuel type to reflect the GHG intensity and market share of the eligible fuels					
A 'fuel crediting system' should allow manufacturers to purchase credits generated by fuel suppliers that overachieve their targets for renewable and low-carbon fuels under the Renewable Energy Directive	0	0	0	0	

14.3.2022 21.30 EUSurvey - Survey

Do you have any additional comments, on the introduction of a possible mechanism for renewable and low-carbon fuels under the HDV Regulation? If so, please add them below.

1,000 character(s) maximum

The EU guideline of a technology neutral approach should be followed, which means that renewable fuels need to be recognized in the CO2 emission standard system.

5. Other elements

A pooling mechanism is a type of agreement in which targeted manufacturers can group together, and act jointly, to meet their respective CO2 emissions targets, provided they respect the rules of competition law. Where manufacturers form a pool, they should be deemed to have met their targets if the average emissions of the pool as a whole do not exceed the specific emissions target for the pool. For light-duty vehicles, pooling has proved to be a cost-effective way to achieve compliance with the CO2 emissions targets.

The Regulation should allow for pooling					
Yes No Neutral					
If 'Yes', how would the pooling mechanism need to be designed? If not, why not? 1,000 character(s) maximum					
Do not have a designed mechanism to describe.					
In your opinion, regarding small-volume manufacturers:					
An exemption for small-volume manufacturers with less than a certain number of vehicles registered per year extending the targets obligation to small manufacturers would impose a disproportionate administrative burde Yes No Neutral		ld be	includ	led, si	nce
Currently, type approval legislation for determining the energy efficiency of trailers and semi-trailers is being of development opens up the possibility to set minimum efficiency requirements for trailers to satisfy the mandatus of the contraction.				5 of th	ne
HDV Regulation.					
In your opinion, regarding trailers and semi-trailers					
In your opinion, regarding trailers and semi-trailers Should energy efficiency standards be set for trailers and semi-trailers? Yes No Neutral In your opinion, regarding the revenues from excess emission premiums, how they should be allocated.	ed? (\$	Scale	from	1 to :	5
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In your opinion, regarding trailers and semi-trailers Should energy efficiency standards be set for trailers and semi-trailers? Yes No Neutral In your opinion, regarding the revenues from excess emission premiums, how they should be allocated.					
In your opinion, regarding trailers and semi-trailers Should energy efficiency standards be set for trailers and semi-trailers? Yes No Neutral In your opinion, regarding the revenues from excess emission premiums, how they should be allocate where 5 is highest agreement and 1 is no agreement) They should be allocated to a new or existing specific fund or a relevant programme with the objective of ensuring a just transition towards a climate-neutral economy, in particular to support reskilling,	1	2	3	4	5
In your opinion, regarding trailers and semi-trailers Should energy efficiency standards be set for trailers and semi-trailers? Yes No Neutral In your opinion, regarding the revenues from excess emission premiums, how they should be allocate where 5 is highest agreement and 1 is no agreement) They should be allocated to a new or existing specific fund or a relevant programme with the objective of ensuring a just transition towards a climate-neutral economy, in particular to support reskilling, upskilling and other skills training and reallocation of workers in the transport sector	1	2	3	4	5
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In your opinion, regarding trailers and semi-trailers Should energy efficiency standards be set for trailers and semi-trailers? Yes No Neutral In your opinion, regarding the revenues from excess emission premiums, how they should be allocate where 5 is highest agreement and 1 is no agreement) They should be allocated to a new or existing specific fund or a relevant programme with the objective of ensuring a just transition towards a climate-neutral economy, in particular to support reskilling, upskilling and other skills training and reallocation of workers in the transport sector They should continue to be considered as revenue for the general budget of the Union	1	2	3	4	5

Do you agree with the following statements on the likely impacts of strengthened CO2 standards for HDV? (1 do not agree, 5 strongly agree). Not all statements need to be rated.

	1	2	3	4	5
EU industry will increase investments in zero-emission technologies					0
A growing supply of zero-emission HDV will bring down their costs over time					0
EU industry competitiveness on the global market will increase					0
EU import dependence on fossil fuels will decrease					
Macroeconomic benefits can be expected					0
Manufacturing job losses can occur due to decreasing production of conventional powertrains					0
New jobs would be to produce different power trains and batteries or to provide new services					
New skills and qualifications for workers will be needed					0
Sufficient training is provided to ensure the necessary reskilling and upskilling of the existing workforce in the transport sector	0	0			0
Sufficient measures are in place to attract skilled workers to the transport sector, helping to deploy fully the potential of ZEV	0	0		0	0
Co-benefits in terms of better air quality can be expected					
Co-benefits in terms of energy dependency can be expected	0	0			
Innovative SMEs will benefit from new business opportunities					
Growing offers of ZEV, combined with other measures strengthening sustainable corporate governance, will influence transport operators to purchase more ZEV	0	0		0	

Which other impacts are relevant in your opinion?

1,000 character(s) maximum

Environmental challenges in mining and security of supply of metals must be evaluated. Recycling of metals must be developed rapidly.

What additional measures should be set up to ensure a just transition towards zero-emission mobility (e.g. investments in reskilling and upskilling and promoting attractive working conditions in the sector)?

1,000 character(s) maximum

7. Any additional comments

Please insert any supplementary information below.

1,000 character(s) maximum

You can provide additional information by uploading a file.

Contact

CLIMA-C4-HDV-CO2-REVIEW@ec.europa.eu