



2021/0197(COD)

8.12.2021

*****I**

DRAFT REPORT

on the proposal for a regulation of the European Parliament and of the Council amending Regulation (EU) 2019/631 as regards strengthening the CO₂ emission performance standards for new passenger cars and new light commercial vehicles in line with the Union's increased climate ambition (COM(2021)0556 – C9-0322/2021 – 2021/0197(COD))

Committee on the Environment, Public Health and Food Safety

Rapporteur: Jan Huitema

Symbols for procedures

- * Consultation procedure
- *** Consent procedure
- ***I Ordinary legislative procedure (first reading)
- ***II Ordinary legislative procedure (second reading)
- ***III Ordinary legislative procedure (third reading)

(The type of procedure depends on the legal basis proposed by the draft act.)

Amendments to a draft act

Amendments by Parliament set out in two columns

Deletions are indicated in ***bold italics*** in the left-hand column. Replacements are indicated in ***bold italics*** in both columns. New text is indicated in ***bold italics*** in the right-hand column.

The first and second lines of the header of each amendment identify the relevant part of the draft act under consideration. If an amendment pertains to an existing act that the draft act is seeking to amend, the amendment heading includes a third line identifying the existing act and a fourth line identifying the provision in that act that Parliament wishes to amend.

Amendments by Parliament in the form of a consolidated text

New text is highlighted in ***bold italics***. Deletions are indicated using either the **■** symbol or ~~strikeout~~. Replacements are indicated by highlighting the new text in ***bold italics*** and by deleting or striking out the text that has been replaced.

By way of exception, purely technical changes made by the drafting departments in preparing the final text are not highlighted.

CONTENTS

	Page
DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION	5
EXPLANATORY STATEMENT	30

DRAFT EUROPEAN PARLIAMENT LEGISLATIVE RESOLUTION

on the proposal for a regulation of the European Parliament and of the Council amending Regulation (EU) 2019/631 as regards strengthening the CO₂ emission performance standards for new passenger cars and new light commercial vehicles in line with the Union's increased climate ambition (COM(2021)0556 – C9-0322/2021 – 2021/0197(COD))

(Ordinary legislative procedure: first reading)

The European Parliament,

- having regard to the Commission proposal to Parliament and the Council (COM(2021)0556,
 - having regard to Article 294(2) and Article 192(1) of the Treaty on the Functioning of the European Union, pursuant to which the Commission submitted the proposal to Parliament (C9-0322/2021),
 - having regard to Article 294(3) of the Treaty on the Functioning of the European Union,
 - having regard to the reasoned opinion submitted, within the framework of Protocol No 2 on the application of the principles of subsidiarity and proportionality, by the Irish Senate, asserting that the draft legislative act does not comply with the principle of subsidiarity,
 - having regard to the opinion of the European Economic and Social Committee of ...¹,
 - having regard to the opinion after consulting of the Committee of the Regions of ...²,
 - having regard to Rule 59 of its Rules of Procedure,
 - having regard to the opinions of the Committee on Industry, Research and Energy and the Committee on Transport and Tourism,
 - having regard to the report of the Committee on the Environment, Public Health and Food Safety (A9-0000/2022),
1. Adopts its position at first reading hereinafter set out;
 2. Calls on the Commission to refer the matter to Parliament again if it replaces, substantially amends or intends to substantially amend its proposal;
 3. Instructs its President to forward its position to the Council, the Commission and the national parliaments.

¹ [OJ C 0, 0.0.0000, p. 0. / Not yet published in the Official Journal]

² [OJ C 0, 0.0.0000, p. 0. / Not yet published in the Official Journal]

Amendment 1
Proposal for a regulation
Recital 8

Text proposed by the Commission

(8) In order to achieve a reduction in net greenhouse gas emissions of at least 55 % by 2030 compared to 1990, it is necessary to strengthen the reduction requirements set out in Regulation (EU) 2019/631 of the European Parliament and of the Council²⁵ for both passenger cars and light commercial vehicles. A clear pathway also needs to be set for further reductions beyond 2030 to contribute to achieving the climate neutrality objective by 2050. Without ambitious action on greenhouse gas emission reductions in road transport, higher emission reductions would be needed in other sectors, including sectors where decarbonisation is more challenging.

²⁵ Regulation (EU) 2019/631 of the European Parliament and of the Council of 17 April 2019 setting CO2 emission performance standards for new passenger cars and for new light commercial vehicles, and repealing Regulations (EC) No 443/2009 and (EU) No 510/2011 (OJ L 111, 25.4.2019, p. 13).

Amendment

(8) In order to achieve a reduction in net greenhouse gas emissions of at least 55 % by 2030 compared to 1990, **and to provide a clear pathway towards this target and contribute to necessary emissions reductions before 2030**, it is necessary to strengthen the reduction requirements set out in Regulation (EU) 2019/631 of the European Parliament and of the Council²⁵ for both passenger cars and light commercial vehicles. A clear pathway also needs to be set for further reductions beyond 2030 to contribute to achieving the climate neutrality objective by 2050. Without ambitious action on greenhouse gas emission reductions in road transport, higher emission reductions would be needed in other sectors, including sectors where decarbonisation is more challenging.

²⁵ Regulation (EU) 2019/631 of the European Parliament and of the Council of 17 April 2019 setting CO2 emission performance standards for new passenger cars and for new light commercial vehicles, and repealing Regulations (EC) No 443/2009 and (EU) No 510/2011 (OJ L 111, 25.4.2019, p. 13).

Or. en

Amendment 2
Proposal for a regulation
Recital 10

Text proposed by the Commission

(10) Against that background, new strengthened CO₂ emission reduction targets should be set for both new passenger cars and new light commercial vehicles for the period **2030** onwards. Those targets should be set at a level that will deliver a strong signal to accelerate the uptake of zero-emission vehicles on the Union market and to stimulate innovation in zero-emission technologies in a cost-efficient way.

Amendment

(10) Against that background, new strengthened CO₂ emission reduction targets should be set for both new passenger cars and new light commercial vehicles for the period **2025** onwards. Those targets should be set at a level that will deliver a strong signal to accelerate the uptake of zero-emission vehicles on the Union market and to stimulate innovation in zero-emission technologies in a cost-efficient way.

Or. en

Amendment 3

Proposal for a regulation
Recital 11

Text proposed by the Commission

(11) The targets in the revised CO₂ performance standards should be accompanied by a European strategy to address the challenges posed by the scale-up of the manufacturing of zero-emission vehicles and associated technologies, as well as the need for up- and re-skilling of workers in the sector and the economic diversification and reconversion of activities. Where appropriate, financial support should be *considered* at the level of the EU and Member States to crowd in private investment, including via the European Social Fund Plus, the Just Transition Fund, the Innovation Fund, the Recovery and Resilience Facility and other instruments of the Multiannual Financial Framework and the Next Generation EU, in line with State aid rules. The revised environmental and energy state aid rules will enable Member States to support business to decarbonize their production processes and adopt greener technologies

Amendment

(11) The targets in the revised CO₂ performance standards should be accompanied by a European strategy to address the challenges posed by the scale-up of the manufacturing of zero-emission vehicles and associated technologies, as well as the need for up- and re-skilling of workers in the sector and the economic diversification and reconversion of activities. ***Particular attention should be given to the impact that this transition will have on SMEs along the supply chain.*** Where appropriate, financial support should be *allocated* at the level of the EU and Member States to crowd in private investment, including via the European Social Fund Plus, the Just Transition Fund, the Innovation Fund, ***the European Regional Development Fund, the Cohesion Fund,*** the Recovery and Resilience Facility and other instruments of the Multiannual Financial Framework and the Next Generation EU, in line with State

in the context of the New Industrial Strategy.

aid rules. The revised environmental and energy state aid rules will enable Member States to support business to decarbonize their production processes and adopt greener technologies in the context of the New Industrial Strategy.

Or. en

Amendment 4

Proposal for a regulation Recital 12

Text proposed by the Commission

(12) The updated New Industrial Strategy²⁶ foresees the co-creation of green and digital transition pathways in partnership with industry, public authorities, social partners and other stakeholders. In this context, a transition pathway should be developed for the mobility ecosystem to accompany the transition of the automotive value chain. The pathway should take particular heed of SMEs in the automotive supply chain, of the consultation of social partners including by Member States, and also build on the European Skills Agenda with initiatives like the Pact for Skills to mobilise the private sector and other stakeholders to up-skill and re-skill Europe's workforce in view of the green and digital transitions. The appropriate actions and incentives at European and national level to boost the affordability of zero emission vehicles should also be addressed in the pathway. The progress made on this comprehensive transition pathway for the mobility ecosystem should be monitored every two years as part of a progress report to be submitted by the Commission, looking inter alia at the progress in the deployment of zero-emission vehicles, their price developments, deployment of alternative

Amendment

(12) The updated New Industrial Strategy²⁶ foresees the co-creation of green and digital transition pathways in partnership with industry, public authorities, social partners and other stakeholders. In this context, a transition pathway should be developed for the mobility ecosystem to accompany the transition of the automotive value chain. The pathway should take particular heed of SMEs in the automotive supply chain, of the consultation of social partners including by Member States, and also build on the European Skills Agenda with initiatives like the Pact for Skills to mobilise the private sector and other stakeholders to up-skill and re-skill Europe's workforce in view of the green and digital transitions. The appropriate actions and incentives at European and national level to boost the affordability of zero emission vehicles should also be addressed in the pathway. ***The role that public procurement can play in the pathway should also be addressed, and in this regard the Commission should consider a revision of Directive (EU) 2019/1161 of the European Parliament and of the Council²⁶ to ensure its alignment with the objectives of this Regulation.*** The progress made on this

fuels development and infrastructure roll-out as required under the Alternative Fuels Infrastructure Regulation, the potential of innovative technologies to reach climate neutral mobility, international competitiveness, investments in the automotive value chain, up-skilling and re-skilling of workers and reconversion of activities. The progress report will also build on the two-year progress reports that Member States submit under the Alternative Fuels Infrastructure Regulation. The Commission should consult social partners in the preparation of the progress report, including the results in the social dialogue. Innovations in the automotive supply chain are continuing. Innovative technologies such as the production of electro-fuels with air capture, if further developed, could offer prospects **for affordable climate neutral mobility**. The Commission should therefore keep track of progress in the state of innovation in the sector as part of its progress report.

comprehensive transition pathway for the mobility ecosystem should be monitored every two years as part of a progress report to be submitted by the Commission, looking inter alia at the progress in the deployment of zero-emission vehicles, their price developments, deployment of alternative fuels development and infrastructure roll-out as required under the Alternative Fuels Infrastructure Regulation, **development of the share of renewable energy as required under the Renewable Energy Directive**, the potential of innovative technologies to reach climate neutral mobility, international competitiveness, investments in the automotive value chain, up-skilling and re-skilling of workers and reconversion of activities. The progress report will also build on the two-year progress reports that Member States submit under the Alternative Fuels Infrastructure Regulation. The Commission should consult social partners in the preparation of the progress report, including the results in the social dialogue. **In addition, the Commission should monitor and assess the need for possible measures to address the social impacts on households and workers of the transition to zero-emission vehicles.** Innovations in the automotive supply chain are continuing. Innovative technologies such as the production of electro-fuels with air capture, if further developed, could offer prospects **to decarbonise light-duty vehicles with internal combustion engines, which can be put on the market until the date of application of the zero-emissions target laid down in this Regulation**. The Commission should therefore keep track of progress in the state of innovation in the sector as part of its progress report.

²⁶ Commission Communication - Updating the 2020 New Industrial Strategy: Building a stronger Single Market for Europe's recovery, COM(2021) 350 final of 5 May

²⁶ Commission Communication - Updating the 2020 New Industrial Strategy: Building a stronger Single Market for Europe's recovery, COM(2021) 350 final of 5 May

2021

2021

^{26a} Directive (EU) 2019/1161 of the European Parliament and of the Council of 20 June 2019 amending Directive 2009/33/EC on the promotion of clean and energy-efficient road transport vehicles (OJ L 188, 12.7.2019, p. 116).

Or. en

Amendment 5

Proposal for a regulation

Recital 13

Text proposed by the Commission

(13) Those EU fleet-wide targets are to be complemented by the necessary roll-out of recharging and refuelling infrastructure as set out in Directive 2014/94/EU of the European Parliament and of the Council²⁷.

²⁷ Directive 2014/94/EU of the European Parliament and of the Council of 22 October 2014 on the deployment of alternative fuels infrastructure (OJ L 307 28.10.2014, p. 1).

Amendment

(13) Those EU fleet-wide targets are to be complemented by the necessary roll-out of recharging and refuelling infrastructure as set out in Directive 2014/94/EU of the European Parliament and of the Council²⁷ ***as well as through ambitious targets for the deployment of private charging points in buildings Directive 2010/31/EU of the European Parliament and of the Council*** ^{27a}.

²⁷ Directive 2014/94/EU of the European Parliament and of the Council of 22 October 2014 on the deployment of alternative fuels infrastructure (OJ L 307 28.10.2014, p. 1).

^{27a} Directive 2010/31/EU of the European Parliament and of the Council of 19 May 2010 on the energy performance of buildings (OJ L 153, 18.6.2010, p. 13).

Or. en

Amendment 6

Proposal for a regulation Recital 14

Text proposed by the Commission

(14) Manufacturers should be provided with sufficient flexibility in adapting their fleets over time in order to manage the transition towards zero-emission vehicles in a cost-efficient manner, and it is therefore appropriate to maintain the approach of decreasing target levels in *five-year* steps.

Amendment

(14) Manufacturers should be provided with sufficient flexibility in adapting their fleets over time in order to manage the transition towards zero-emission vehicles in a cost-efficient manner, and it is therefore appropriate to maintain the approach of decreasing target levels in steps. ***In order to clarify that transition and support a timely roll-out of zero-emissions vehicles, an additional intermediate target in 2027 should be added.***

Or. en

Amendment 7

Proposal for a regulation Recital 15

Text proposed by the Commission

(15) With the stricter EU fleet-wide targets ***from 2030 onwards***, manufacturers will have to deploy significantly more zero-emission vehicles on the Union market. In that context, the incentive mechanism for zero- and low-emission vehicles ('ZLEV') would no longer serve its original purpose and would risk undermining the effectiveness of Regulation (EU) 2019/631. The ZLEV incentive mechanism should therefore be removed ***as of 2030. Before that date and therefore throughout this decade, the incentive mechanism for ZLEV will continue to support the deployment of vehicles with emissions from zero up to 50 g CO₂/km, including battery electric vehicles, fuel-cell electric vehicles using***

Amendment

(15) With the stricter EU fleet-wide targets, manufacturers will have to deploy significantly more zero-emission vehicles on the Union market. In that context, the incentive mechanism for zero- and low-emission vehicles ('ZLEV') would no longer serve its original purpose and would risk undermining the effectiveness of Regulation (EU) 2019/631. The ZLEV incentive mechanism should therefore be removed. Plug-in hybrid electric vehicles continue to count against the fleet-wide targets that vehicle manufacturers must meet.

hydrogen and well performing plug-in hybrid electric vehicles. After that date, plug-in hybrid electric vehicles continue to count against the fleet-wide targets that vehicle manufacturers must meet.

Or. en

Amendment 8

Proposal for a regulation Recital 15 a (new)

Text proposed by the Commission

Amendment

(15a) Under Regulation (EU) 2019/631, emission reductions achieved through innovations that are not accounted for in the type approval test are currently accounted for through eco-innovation credits, which can be counted towards the manufacturer's reduction target. The emission reduction that can be claimed is currently capped at 7 g/km per manufacturer. That cap should be adjusted downwards in line with the stricter targets, to ensure that this system remains limited to true innovations and is not incentivising reduced ambitions regarding the sale of zero-emission vehicles.

Or. en

Amendment 9

Proposal for a regulation Recital 16 a (new)

Text proposed by the Commission

Amendment

(16a) The targets set under Regulation 2019/631 are partially achieved by the sales of Off-Vehicle Charging Hybrid Electric Vehicles (OVC-HEVs). The

emissions of those vehicles are currently accounted through the use of a utility factor established by Commission Regulation EU/2017/1151^{1a}, which represents the share of distance travelled using the battery compared to the distance travelled using the combustion engine. However, that utility factor is not based on representative real-world data, but on an estimate. The Commission has been collecting real-world fuel consumption data through on-board fuel consumption meters in passenger cars since 1 January 2021, in accordance with Article 12(2) of Regulation (EU)2019/631. The utility factor for OVC-HEVs should be revised without delay using that data in order to ensure that it reflects real driving emissions. The updated utility factor should apply from 2025 at the latest and should be kept under review to ensure that it remains representative of real emissions.

^{1a} Commission Regulation (EU) 2017/1151 of 1 June 2017 supplementing Regulation (EC) No 715/2007 of the European Parliament and of the Council on type-approval of motor vehicles with respect to emissions from light passenger and commercial vehicles (Euro 5 and Euro 6) and on access to vehicle repair and maintenance information, amending Directive 2007/46/EC of the European Parliament and of the Council, Commission Regulation (EC) No 692/2008 and Commission Regulation (EU) No 1230/2012 and repealing Commission Regulation (EC) No 692/2008 (OJ L 175, 7.7.2017, p. 1).

Or. en

Amendment 10

Proposal for a regulation
Recital 23

Text proposed by the Commission

(23) The progress made under Regulation (EU) 2019/631 towards achieving the reduction objectives set for 2030 and beyond should be reviewed in **2026**. For this review, all aspects considered in the two yearly reporting should be considered.

Amendment

(23) The progress made under Regulation (EU) 2019/631 towards achieving the reduction objectives set for 2030 and beyond should be reviewed in **2028**. For this review, all aspects considered in the two yearly reporting should be considered.

Or. en

Justification

The amendment corrects an error in the Commission proposal; the recital refers to Article 15.

Amendment 11

Proposal for a regulation

Article 1 – paragraph 1 – point 1 – point -a (new)

Regulation (EU) 2019/631

Article 1 – paragraph 4 – point a

Present text

(a) for the average emissions of the new passenger car fleet, an EU fleet-wide target equal to a **15** % reduction of the target in 2021 determined in accordance with point 6.1.1 of Part A of Annex I;

Amendment

(-a) paragraph 4 point (a) is replaced by the following:

(a) for the average emissions of the new passenger car fleet, an EU fleet-wide target equal to a **25** % reduction of the target in 2021 determined in accordance with point 6.1.1 of Part A of Annex I;

Or. en

(<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A02019R0631-20210301>)

Justification

Increase of the 2025 fleet target for cars.

Amendment 12

Proposal for a regulation

Article 1 – paragraph 1 – point 1 – point -a a (new)

Regulation (EU) 2019/631

Article 1 – paragraph 4 – point b

Present text

Amendment

(b) for the average emissions of the new light commercial vehicles fleet, an EU fleet-wide target equal to a **15 %** reduction of the target in 2021 determined in accordance with point 6.1.1 of Part A of Annex I;

(-aa) paragraph 4, Point (b) is replaced by the following:

‘(b) for the average emissions of the new light commercial vehicles fleet, an EU fleet-wide target equal to a **20%** reduction of the target in 2021 determined in accordance with point 6.1.1 of Part A of Annex I;’

Or. en

(<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A02019R0631-20210301>)

Justification

Increase of the 2025 fleet target for vans.

Amendment 13

Proposal for a regulation

Article 1 – paragraph 1 – point 1 – point -a b (new)

Regulation (EU) 2019/631

Article 1 – paragraph 4 a (new)

Text proposed by the Commission

Amendment

(-ab) the following paragraph is inserted:

4a. From 1 January 2027, the following EU fleet-wide targets shall apply:

(a) for the average emissions of the new passenger car fleet, an EU fleet-wide target equal to a 45 % reduction of the target in 2021 determined in accordance with point 6.1.1a of Part A of Annex I;

(b) for the average emissions of the new light commercial vehicles fleet, an EU fleet-wide target equal to a 40 %

reduction of the target in 2021 determined in accordance with point 6.1.1a of Part B of Annex I.

Or. en

Amendment 14

Proposal for a regulation

Article 1 – paragraph 1 – point 1 – point a – point i

Regulation (EU) 2019/631

Article 1 – paragraph 5 – point a

Text proposed by the Commission

Amendment

(i) in point (a), the figure “37,5 %” is replaced by ‘55 %’,

(i) in point (a), the figure “37,5 %” is replaced by ‘75%’,

Or. en

Justification

Increase of the 2030 fleet target for cars.

Amendment 15

Proposal for a regulation

Article 1 – paragraph 1 – point 1 – point a – point ii

Regulation (EU) 2019/631

Article 1 – paragraph 5 – point b

Text proposed by the Commission

Amendment

(ii) in point (b), the figure “31 %” is replaced by ‘50 %’,

(ii) in point (b), the figure “31 %” is replaced by ‘70 %’,

Or. en

Justification

Increase of the 2030 fleet target for vans.

Amendment 16

Proposal for a regulation

Article 1 – paragraph 1 – point 1 – point c

Regulation (EU) 2019/631

Article 1 – paragraph 6

Text proposed by the Commission

Amendment

(c) *in paragraph 6, the words “From 1 January 2025,” are replaced by ‘From 1 January 2025 to 31 December 2029,’*

(c) *paragraph 6 is deleted*

Or. en

Justification

Deletion of ZLEV benchmark from 2025.

Amendment 17

Proposal for a regulation

Article 1 – paragraph 1 – point 5 a (new)

Regulation (EU) 2019/631

Article 9 – paragraph 3

Present text

Amendment

3. The list referred to in paragraph 1 of this Article shall, for the publication by 31 October 2022, also indicate the following:

(a) the 2025 *and 2030* EU fleet-wide targets referred to in Article 1(4) *and (5)*, respectively, calculated by the Commission in accordance with points 6.1.1 and 6.1.2 of Parts A and B of Annex I;

(b) the values for a_{2021} , a_{2025} and a_{2030} calculated by the Commission in accordance with points 6.2 of Parts A and B of Annex I.

(5a) Article 9, paragraph 3 is replaced by the following:

3. The list referred to in paragraph 1 of this Article shall, for the publication by 31 October 2022, also indicate the following:

(a) the 2025, *2027, 2030 and 2035* EU fleet-wide targets referred to in Article 1(4), *1(4a), (5) and (5a)*, respectively, calculated by the Commission in accordance with points 6.1.1, *6.1.1a*, 6.1.2 *and 6.1.3* of Parts A and B of Annex I;

(b) the values for a_{2021} , a_{2025} , *a_{2027}* and a_{2030} *and a_{2035}* calculated by the Commission in accordance with points 6.2 *and 6.3* of Parts A and B of Annex I.

Or. en

(<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A02019R0631-20210301>)

Justification

Adjustment to reflect the addition of target from 2027 as well as technical alignments of the Commission proposal through the insertion of missing references.

Amendment 18

Proposal for a regulation

Article 1 – paragraph 1 – point 6 a (new)

Regulation (EU) 2019/631

Article 11 – paragraph 1

Present text

1. Upon application by a supplier or a manufacturer, CO₂ savings achieved through the use of innovative technologies or a combination of innovative technologies ('innovative technology packages') shall be considered.

Such technologies shall be taken into consideration only if the methodology used to assess them is capable of producing verifiable, repeatable and comparable results.

The total contribution of those technologies to reducing the average specific emissions of CO₂ of a manufacturer may be up to 7 g CO₂/km.

The Commission is empowered to adopt delegated acts in accordance with Article 17 in order to amend this Regulation by adjusting the cap referred to in the third subparagraph of this paragraph with effect from 2025 onwards to take into account technological developments while ensuring a balanced proportion of the level of that cap in relation to the average specific emissions of CO₂ of manufacturers.

Amendment

(6 a) Article 11 paragraph 1 is replaced by the following:

1. Upon application by a supplier or a manufacturer, CO₂ savings achieved through the use of innovative technologies or a combination of innovative technologies ('innovative technology packages') shall be considered.

Such technologies shall be taken into consideration only if the methodology used to assess them is capable of producing verifiable, repeatable and comparable results.

The total contribution of those technologies to reducing the average specific emissions of CO₂ of a manufacturer may be up to 7 g CO₂/km ***until 2024. From 2025 onwards, this maximum contribution is reduced by a percentage equal to the reduction targets set out in Article 1 for each respective year.***

The Commission is empowered to adopt delegated acts in accordance with Article 17 in order to amend this Regulation by adjusting the cap ***downwards*** referred to in the third subparagraph of this paragraph with effect from 2025 onwards to take into account technological developments while ensuring a balanced proportion of the level of that cap in relation to the average specific emissions of CO₂ of

manufacturers.

Or. en

(<https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A02019R0631-20210301>)

Justification

The cap on the emission reductions that can be rewarded through eco-innovations are adjusted downwards in line with the new standards.

Amendment 19

Proposal for a regulation

Article 1 – paragraph 1 – point 6 b (new)

Regulation (EU) 2019/631

Article 12 – paragraph 3 – subparagraph 1 a (new)

Text proposed by the Commission

Amendment

(6b) In Article 12, paragraph 3, the following subparagraph is inserted:

In addition, the Commission shall in particular assess the use of fuel and energy consumption data referred to in paragraph 1 for Off-Vehicle Charging Hybrid Electric Vehicles (OVC-HEVs). Using that data, the Commission shall adopt delegated acts in accordance with Article 17 to adapt the utility factors used for OVC-HEVs, in order to ensure that their emissions are representative of real-world driving from 2025 onwards.

Or. en

Amendment 20

Proposal for a regulation

Article 1 – paragraph 1 – point 9

Regulation (EU) 2019/631

Article 14a – paragraph 1

Text proposed by the Commission

Amendment

By 31 December 2025, and every two years thereafter, the Commission shall report on the progress towards zero emission road mobility. The report shall in particular monitor and assess the need for possible additional measures to facilitate the transition, including through financial means.

By 31 December 2025, and every two years thereafter, the Commission shall report on the progress towards zero emission road mobility. The report shall in particular monitor and assess the need for possible additional measures to facilitate the transition, including through financial means ***to address the social impacts of the transition on households and workers.***

Or. en

Amendment 21

Proposal for a regulation

Article 1 – paragraph 1 – point 9

Regulation (EU) 2019/631

Article 14a – paragraph 2

Text proposed by the Commission

In the reporting, the Commission shall consider all factors that contribute to a cost-efficient progress towards climate neutrality by 2050. This includes the deployment of zero- and low-emission vehicles, progress in achieving the targets for the roll-out of recharging and refuelling infrastructure as required under the Alternative Fuels Infrastructure Regulation, the potential contribution of innovation technologies and sustainable alternative fuels to reach climate ***neutral mobility***, impact on consumers, progress in social dialogue as well as aspects to further facilitate an economically viable and socially fair transition towards zero emission road mobility.

Amendment

In the reporting, the Commission shall consider all factors that contribute to a cost-efficient progress towards climate neutrality by 2050. This includes the deployment of zero- and low-emission vehicles, progress in achieving the targets for the roll-out of recharging and refuelling infrastructure as required under the Alternative Fuels Infrastructure Regulation, ***development of the share of renewable energy under the Renewable Energy Directive***, the potential contribution of innovation technologies and sustainable alternative fuels to reach climate ***neutrality in light-duty vehicles with internal combustion engines that are sold up to the date of application of the zero-emissions target laid down in this Regulation, and which remain on the road beyond that date***, impact on consumers, progress in social dialogue as well as aspects to further facilitate an economically viable and socially fair transition towards zero emission road mobility.

Amendment 22

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point a a (new)

Regulation (EU) 2019/613

Annex I – Part A – point 6.1.1

Present text

Amendment

6.1.1. EU fleet-wide target for 2025 to
2029

**(a a) in point 6.1.1, the heading is
replaced by the following:**

6.1.1. EU fleet-wide target for 2025 to
2026

Or. en

Justification

Linked to amendment to Article 1: addition of intermediate target from 2027.

Amendment 23

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point a b (new)

Regulation (EU) 2019/631

Annex I – Part A – point 6.1.1a (new)

Text proposed by the Commission

Amendment

(ab) the following point is inserted:

**6.1.1a. EU fleet-wide target for 2027 to
2029**

$EU\ fleet\text{-}wide\ target_{2027} = EU\ fleet\text{-}wide\ target_{2021} (1 - reduction\ factor_{2027})$

where:

**$EU\ fleet\text{-}wide\ target_{2021}$ is as defined in
point 6.0;**

**$reduction\ factor_{2027}$ is the reduction
specified in Article 1(4a), point (a).**

Justification

Linked to amendment to Article 1: addition of intermediate target from 2027.

Amendment 24

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point d a (new)

Regulation (EU) 2019/631

Annex I – Part A – point 6.2.1

Present text

Amendment

(da) in point 6.2.1, the heading is replaced by the following:

Specific emissions reference targets for 2025 to **2029**

Specific emissions reference targets for 2025 to **2026**

Justification

Linked to the amendment to Article 1(6): addition of intermediate 2027 target.

Amendment 25

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point f

Regulation (EU) 2019/631

Annex I – Part A – point 6.3.1

Text proposed by the Commission

Amendment

6.3.1 Specific emissions targets for 2025 to **2029**:

6.3.1 Specific emissions targets for 2025 to **2026**:

Justification

Linked to amendment to Article 1: addition of intermediate target from 2027.

Amendment 26

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point f

Regulation (EU) 2019/631

Annex I – Part A – point 6.3.1 – subparagraph 1

Text proposed by the Commission

Amendment

Specific emissions target = specific emissions reference target **ZLEV factor**

Specific emissions target = specific emissions reference target

Or. en

Justification

Linked to amendment to Article 1(6): deletion of ZLEV benchmark.

Amendment 27

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point f

Regulation (EU) 2019/631

Annex I – Part A – point 6.3.1 – subparagraph 2

Text proposed by the Commission

Amendment

ZLEV factor is $(1 + y - x)$, unless this sum is larger than 1,05 or lower than 1,0 in which case the ZLEV factor shall be set to 1,05 or 1,0, as the case may be;

deleted

where:

y is the share of zero- and low-emission vehicles in the manufacturer's fleet of new passenger cars calculated as the total number of new zero- and low-emission vehicles, where each of them is counted as $ZLEV_{specific}$ in accordance with the following formula, divided by the total number of new passenger cars registered in the relevant calendar year:

$ZLEV_{specific} = 1 -$

null

For new passenger cars registered in Member States with a share of zero- and low-emission vehicles in their fleet below 60% of the Union average in the year 2017 and with less than 1 000 new zero- and low-emission vehicles registered in the year 2017, ZLEV_{specific} shall, until and including 2029, be calculated in accordance with the following formula:*

ZLEV_{specific} =

null

Where the share of zero- and low-emission vehicles in a Member State's fleet of new passenger cars registered in a year between 2025 and 2028 exceeds 5 %, that Member State shall not be eligible for the application of the multiplier of 1,85 in the subsequent years;

x is 15 % in the years 2025 to 2029.

Or. en

Justification

Linked to amendment to Article 1(6): deletion of ZLEV benchmark.

Amendment 28

Proposal for a regulation

Annex I – paragraph 1 – point 1 – point f

Regulation (EU) 2019/631

Annex I – Part A – point 6.3.1a (new)

Text proposed by the Commission

Amendment

6.3.1a Specific emissions targets for 2027 to 2029

Specific emissions target = EU fleet-wide target₂₀₂₇ + a₂₀₂₇ · (TM-TM0)

Where,

EU fleet-wide target₂₀₂₇ is as determined in accordance with point 6.1.1a (new);

$$a_{2027} \text{ is } \frac{a_{2021} \cdot \text{EU fleet-wide target}_{2027}}{\text{Average emissions}_{2021}}$$

where,

a_{2021} is as defined in point 6.2.1;

average emissions₂₀₂₁ is as defined in point 6.2.1;

TM is as defined in point 6.2.1;

TM0 is as defined in point 6.2.1.

Or. en

Justification

Linked to amendment to paragraph 1: addition of intermediate target from 2027

Amendment 29

Proposal for a regulation

Annex I – paragraph 1 – point 2 – point a a (new)

Regulation (EU) 2019/631

Annex I – Part B – point 6.1.1

Present text

Amendment

(a a) in point 6.1.1., the heading is replaced by the following:

EU fleet-wide target for 2025 to **2029**

EU fleet-wide target for 2025 to **2026**

Or. en

Justification

Linked to amendment to Article 1(6): addition of intermediate target from 2027.

Amendment 30

Proposal for a regulation

Annex I – paragraph 1 – point 2 – point a b (new)

Regulation (EU) 2019/631

Annex I – Part B – point 6.1.1a (new)

Text proposed by the Commission

Amendment

(a b) the following point is inserted:

‘6.1.1.a. EU fleet-wide target for 2027 to 2029

EU fleet-wide target₂₀₂₅ = EU fleet-wide target₂₀₂₁ (1 – reduction factor₂₀₂₇)

where: EU fleet-wide target₂₀₂₁ is as defined in point 6.0;

reduction factor₂₀₂₇ is the reduction specified in Article 1(4a), point (b).’

Or. en

Justification

Linked to amendment to Article 1: addition of intermediate target from 2027.

Amendment 31

Proposal for a regulation

Annex I – paragraph 1 – point 2 – point c a (new)

Regulation (EU) 2019/631

Annex I – Part B – point 6.2.1

Present text

Amendment

(ca) in point 6.2.1, the heading is replaced by the following:

Specific emissions reference targets for 2025 to **2029**

Specific emissions reference targets for 2025 to **2026**

Or. en

Justification

Linked to amendment to Article 1: addition of intermediate 2027 target.

Amendment 32

Proposal for a regulation
Annex I – paragraph 1 – point 2 – point c b (new)
Regulation (EU) 2019/631
Annex I – Part B – point 6.2.1a (new)

Text proposed by the Commission

Amendment

(cb) the following point is inserted:

‘6.2.1.a. Specific emissions reference targets from 2027-2029

The specific emissions reference target =
EU fleet-wide target₂₀₂₇ + α (TM – TM₀)

where:

EU fleet- wide target₂₀₂₇ is as determined
in accordance with point 6.1.1a;

α is a_{2027} where the average test mass of a
manufacturer's new light commercial
vehicles is equal to or lower than TM₀
determined in accordance with Article
14(1), point (d), and a_{2021} where the
average test mass of a manufacturer's
new light commercial vehicles is higher
than TM₀ determined in accordance with
Article 14(1), point (d);

where: a_{2027} is $\frac{a_{2021} \cdot \text{EU fleet-wide target}_{2027}}{\text{Average emissions}_{2021}}$

a_{2021} is as defined in point 6.2.1;

average emissions₂₀₂₁ is as defined in
point 6.2.1;

TM is as defined in point 6.2.1;

TM₀ is as defined in point 6.2.1.’

Or. en

Justification

Linked to amendment to Article 1: addition of intermediate target from 2027. The method for calculating the target applies the method for the 2025 target.

Amendment 33

Proposal for a regulation
Annex I – paragraph 1 – point 2 – point e a (new)

Present text

6.3.1. Specific emissions targets for 2025 to 2026

The specific emissions target = (specific emissions reference target – ($\emptyset_{\text{targets}}$ – EU fleet-wide target₂₀₂₅)) • **ZLEVfactor**

where:

specific emissions reference target is the specific emissions reference target for the manufacturer determined in accordance with point 6.2.1;

$\emptyset_{\text{targets}}$ is the average, weighted on the number of new light commercial vehicles of each individual manufacturer, of all the specific emissions reference targets determined in accordance with point 6.2.1;

ZLEV factor is $(1 + y - x)$, unless this sum is larger than 1,05 or lower than 1,0 in which case the ZLEV factor shall be set to 1,05 or 1,0, as the case may be;

where:

***y is the share of zero- and low-emission vehicles in the manufacturer's fleet of new light commercial vehicles calculated as the total number of new zero- and low-emission vehicles, where each of them is counted as $ZLEV_{\text{specific}}$ in accordance with the following formula, divided by the total number of new light commercial vehicles registered in the relevant calendar year:
[EQUATION]***

x is 15 %.

Amendment

(ea) point 6.3.1 is replaced by the following:

6.3.1. Specific emissions targets for 2025 to 2026

The specific emissions target = (specific emissions reference target – ($\emptyset_{\text{targets}}$ – EU fleet-wide target₂₀₂₅))

where:

specific emissions reference target is the specific emissions reference target for the manufacturer determined in accordance with point 6.2.1;

$\emptyset_{\text{targets}}$ is the average, weighted on the number of new light commercial vehicles of each individual manufacturer, of all the specific emissions reference targets determined in accordance with point 6.2.1;

Or. en

Justification

Linked to amendment to Article 1(6): deletion of ZLEV benchmark

Amendment 34

Proposal for a regulation

Annex I – paragraph 1 – point 2 – point e b (new)

Regulation (EU) 2019/631

Annex I – Part B – point 6.3.1a (new)

Text proposed by the Commission

Amendment

(eb) the following point is inserted:

‘6.3.1a. Specific emissions targets for 2027 to 2029

The specific emissions target = (specific emissions reference target – (θ_{targets} – EU fleet-wide target₂₀₂₇))

where:

specific emissions reference target is the specific emissions reference target for the manufacturer determined in accordance with point 6.2.1;

θ_{targets} is the average, weighted on the number of new light commercial vehicles of each individual manufacturer, of all the specific emissions reference targets determined in accordance with point 6.2.1a;’

Or. en

Justification

Linked to amendment to Article 1: addition of intermediate target from 2027.

EXPLANATORY STATEMENT

The new legislative proposal of the European Commission on the CO₂ performance of cars and vans is part of the Fit-for-55 package and has a direct impact not only on emissions but also on consumers and the automotive industry. For the rapporteur the following elements are of the main concern.

1. Climate and clean air

The rapporteur fully supports the Union's commitment to reduce greenhouse gas emissions by at least 55% below 1990 levels by 2030 and climate neutrality by 2050. Road transport is a major contributor to Union's emissions with more than 20% of total emissions in 2019. Cars and vans are responsible for more than 70% of road transport emissions. While emissions in other sectors are decreasing, the emission of transport continues to increase. Next to greenhouse gas emissions, the road transport is a significant emitter of air pollutants like NO_x, SO₂ and fine particular matter. Therefore, legislative action is necessary to bring the transport sector along in the transition to climate neutrality as well as to reduce emissions of pollutants.

The rapporteur considers that CO₂-standards for cars and vans have proven to be an effective measure to decrease emissions from road transport. Since their entry into force, the standards have served as an incentive for car manufacturers to invest more in the development of zero-emission vehicles. As a result, a larger share of zero-emission vehicles is put on the market than previously expected. The rapporteur therefore welcomes the strengthening of the standards proposed by the Commission to bring them in line with the Union's climate ambitions.

However, considering that new cars are often on the road much longer than 10-15 years as estimated by the Commission, the targets should be more ambitious to ensure that the EU reaches its target for climate neutrality by 2050. Strengthening the targets for 2025 and 2030 and introducing an intermediate target will ensure that the standards will continue to serve as an incentive to put more zero-emission vehicles on the market.

2. Consumer interests and stimulating innovation and investment

The rapporteur does not believe that penalising driving by increasing the costs for consumers is the right way to achieve climate neutrality in the EU by 2050. Instead, he believes that driving itself should be made zero-emissions and affordable. The purchase price of cars and vans is one of the main buying criteria for consumers. In recent years, there has been a fast development of zero-emission vehicles. More and more zero-emission vehicles are now offered on the market, including more affordable models. Fewer moving components reduce the maintenance costs of Battery Electric Vehicles (BEVs). In the long run BEV's are competitive when it comes to the total costs of ownership. In order to make new and used zero-emission vehicles more affordable and available to purchase, your Rapporteur would like to stimulate innovation, competition and development of zero-emission vehicles.

The 2035 target as well as the increased intermediate targets should send a clear signal towards the market and provide investment certainty for manufacturers to develop zero-emission vehicles further, making them more consumer friendly and affordable over time. Additionally, further investments should be made in charging infrastructure to make the purchase of zero-emission vehicles as attractive as possible. The Alternative Fuels Infrastructure Regulation as proposed by the Commission should be made more ambitious in terms of charging infrastructure for cars and vans, to correspond with the ambition of the CO₂-standards. Other policies that can further support the transition to climate neutral transport should be brought in line with the stricter CO₂ standards, such as a revision the Energy Performance of Buildings Directive and the Clean Vehicles Directive

3. Fair transition for SME's and their workers

Although the transition to zero-emission vehicles is expected to have an overall positive impact on employment, decreases in employment can be expected in specific sectors and regions. The rapporteur considers that these effects should be thoroughly addressed by the Commission, by assessing possible measures throughout the transition. Particular attention should be given to SME's in the whole supply chain, who do not always have the same options or resources for up- and reskilling as larger manufacturers.

4. Ensure a simple and coherent legislation

To ensure a simple and coherent regulation, the rapporteur believes that provisions in the regulation that disincentive the sales of zero-emission vehicles should be removed as soon possible. Therefore, the ZLEV-credit system should be removed sooner than proposed by the Commission. Additionally, the cap on the emission reductions that can be rewarded through eco-innovations should be adjusted downwards in line with the new standards, to ensure they will not incentivise reduced ambitions in the sales of zero-emission vehicles.

For the rapporteur it is key that the targets are achieved on the basis of real world emissions. Unintended differences between theoretical emissions and real-driving emissions and loopholes should be avoided. He notes that although the switch from NEDC to WLTP will result in more representative type approval CO₂ emission figures, plug-in hybrids are still accounted for in a misleading way. The emissions of these vehicles are currently accounted through the use of a utility factor, which represents the share of distance travelled using the battery compared to the distance travelled using the combustion engine. However, this utility factor is not based on representative real-world data, but on an estimation, which does not correctly reflect real-world driving patterns. Since the commission has been using been collecting data through on-board fuel and energy consumption monitoring since 2021, this utility factor should be revised as soon as possible to reflect real-world emissions.