# Impact Assessment on Heavy Duty Vehicles (HDV) CO<sub>2</sub> emission standards

Fields mark	ed with '	* are ı	mandatory	<i>/</i> .
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# Impact Assessment on Heavy Duty Vehicles (HDV) CO<sub>2</sub> emission standards

The July 2016 Commission's strategy for low-emission mobility recalls that mobility is an essential component of the shift to the low-carbon, circular economy needed for Europe to stay competitive and be able to cater to the mobility needs of people and goods. The strategy set the ambition for the transport sector to reduce greenhouse gas emissions at least by 60% compared to 1990 by mid-century and be firmly on the path towards zero. Action on vehicles' fuel/CO<sub>2</sub> emission performance is one of the key levers to tilt the transport sector in the right direction.

The 2030 climate and energy framework agreed by EU Heads of State and Government in October 2014 requires a 30% reduction in non-ETS sector GHG emissions by 2030 compared to 2005. Road transport represents 1/3 of the non-ETS GHG emissions and heavy-duty vehicles contribute to about 1/4 of road transport emissions and some 5% of total EU GHG emissions.

The May 2014 Strategy Communication on reducing HDV fuel consumption and CO<sub>2</sub> emissions (<u>COM</u> /2014/0285) emphasises the importance of closing the knowledge gap regarding the CO<sub>2</sub> emissions of lories and buses with a view to improving market transparency.

The July 2016 Strategy for low-emission mobility furthermore announced that there is a need to curb CO<sub>2</sub> emissions from HDVs.

On 11 May 2017 the Technical Committee for Motor Vehicles has approved under type approval legislation a certification procedure for the determination of the CO<sub>2</sub> emissions and fuel consumption of new HDVs, using the results from <u>VECTO simulations</u>, which has been developed by the European Commission since 2010. HDV manufacturers will have to run VECTO at the end of the production line and declare such information at the time of registration as of 2019.

On 31 May 2017, as part of the Europe on the Move set of initiatives, the Commission adopted a proposal for the monitoring and reporting of such HDV CO<sub>2</sub> emissions and fuel consumption. The data collected will be made publicly available by the European Environment Agency, starting in 2020 to cover data monitored in 2019.

This <u>inception impact assessment</u> will look into different options for setting the first EU measures to actively curb CO<sub>2</sub> emissions from HDVs, including CO<sub>2</sub> emission standards.

It should be noted that EU manufacturers account for some 40% of global production. Furthermore, other parts of the world, such as the United States, China, Japan and Canada, have already introduced HDV fuel economy standards, and some European manufacturers participate in these schemes.

For the purposes of the present consultation the term HDV should be understood as including (For the definition of vehicle categories see Directive (EC) 2007/46, Annex II, part A):

- goods vehicles of categories N2 and N3 and
- passenger vehicles of categories M2 and M3 and
- all trailers of categories O3 and O4.

The Commission is carrying out this consultation in order to be properly informed by public opinion in preparation for possible future legislative action in the area of CO<sub>2</sub> emissions from HDVs, the results of which will be published in consolidated form.

Parts 1 to 5 of this consultation are intended to be completed by every respondent to the extent possible. Part 6 is mainly intended for experts in the field but of course every respondent may complete it as he wishes.

If data, other information or studies are available which are relevant to the assessment, these can be submitted as part of a stakeholder's general comments or directly to the mail box.

### 1. General information about respondent

* 1.1. In what capacity are you completing this questionnaire?
As an individual / private person
Public authority
Academic/research institution
<ul> <li>International organisation</li> </ul>
Civil society organisation
<ul><li>Professional organisation</li></ul>
Private enterprise
Other
*If other, please specify:
Text of 3 to 200 characters will be accepted
4.0. Kingkingto automorphis
1.2. If private enterprise

*1.2.1	. Business sector
	Individual vehicle manufacturer
	Automotive component supplier
	Vehicle fleet operator
	Logistics operator
	Customer/user of transport services
	Consultancy
	Research
	Other industry

#### \* If other, please specify:

Text of 3 to 200 characters will be accepted

4.0.0	
	2. Is your company an SME? (What is an SME?)
	Yes - medium-sized enterprise (i.e. having less than 250 staff and/or turnover below €50m and/or a balance sheet below €43m)
0	Yes - small enterprise (i.e. having less than 50 staff and/or turnover below €10m and/or a balance
	sheet below €10m)
	Yes - micro enterprise (i.e. having less than 10 staff and/or turnover below €2m and/or a balance
	sheet below €2m)
	No
	I don't know
1.3. If	professional organisation
*101	
	. Please indicate the sectors your organisation represents
_	Vehicle manufacturers association
_	Automotive component suppliers association  Vehicle fleet operators association
_	·
_	Logistics operators association
_	Customers and users organisation
_	Labour rights organisation
0	Other organisation
* If oth	ner, please specify:
	of 3 to 200 characters will be accepted
7 OXT	or o to 200 characters will be accepted
*100	Where are valir member companies legated?
0.0.2	2. Where are your member companies located? Whole EU
	Afghanistan
0	Åland Islands
0	Albania
0	Algeria
0	American Samoa
0	Andorra
0	Angola
	Anguilla
	Antarctica
	Antigua and Barbuda
	Argentina Argentina
	Armenia
	Aruba
	ALUDA

0	Australia
	Austria
$\bigcirc$	Azerbaijan
	Bahamas
	Bahrain
	Bangladesh
	Barbados
	Belarus
	Belgium
	Belize
	Benin
	Bermuda
	Bhutan
	Bolivia
	Bosnia and Herzegovina
	Botswana
	Bouvet Island
	Brazil
	British Indian Ocean Territory
	British Virgin Islands
	Brunei
	Bulgaria
	Burkina Faso
	Burundi
	Cambodia
	Cameroon
	Canada
0	
	Cayman Islands
	Central African Republic
	Chad
	Chile
	China
	Christmas Island
	Clipperton
	Cocos (Keeling) Islands
	Colombia
	Comoros
	Congo
	Cook Islands
	Costa Rica
	Côte d'Ivoire Croatia
0	Ciualia

CubaCuraçaoCyprus

	Czech Republic
	Democratic Republic of the Congo
	Denmark
	Djibouti
	Dominica
	Dominican Republic
	Ecuador
	Egypt
	El Salvador
0	Equatorial Guinea
	Eritrea
	Estonia
0	Ethiopia
	Faeroe Islands
$\bigcirc$	Falkland Islands
	Fiji
0	Finland
	France
	French Guiana
	French Polynesia
	French Southern and Antarctic Lands
	Gabon
	Gambia
	Georgia
	Germany
	Ghana
0	Gibraltar
	Greece
	Greenland
	Grenada
	Guadeloupe
	Guam
	Guatemala
	Guernsey
	Guinea
	Guinea-Bissau
	Guyana
	Haiti
	Heard Island and McDonald Islands
	Honduras
	Hong Kong
	Hungary
	Iceland
	India
	Indonesia
	Iran

- Iraq
- Ireland
- Isle of Man
- Israel
- Italy
- Jamaica
- Japan
- Jersey
- Jordan
- Kazakhstan
- Kenya
- Kiribati
- Kuwait
- Kyrgyzstan
- Laos
- Latvia
- Lebanon
- Lesotho
- Liberia
- Libya
- Liechtenstein
- Lithuania
- Luxembourg
- Macao
- Macedonia
- Madagascar
- Malawi
- Malaysia
- Maldives
- Mali
- Malta
- Marshall Islands
- Martinique
- Mauritania
- Mauritius
- Mayotte
- Mexico
- Micronesia
- Moldova
- Monaco
- Mongolia
- Montenegro
- Montserrat
- Morocco
- Mozambique
- Myanmar/Burma

	Ivallibla
	Nepal
	Netherlands
	New Caledonia
	New Zealand
	Nicaragua
	Niger
	Nigeria
	Niue
	Norfolk Island
	North Korea
	Northern Mariana Islands
	Norway
	Oman
	Pakistan
	Palau
	Panama
	Papua New Guinea
	Paraguay
	Peru
	Philippines
	Pitcairn Islands
	Poland
	Portugal
	Puerto Rico
0	Qatar Réunion
	Romania
	Russia
	Rwanda
	Saint Barthélemy
	Saint Helena, Ascension and Tristan da Cunha
	Saint Kitts and Nevis
	Saint Lucia
	Saint Martin
	Saint Pierre and Miquelon
	Saint Vincent and the Grenadines
	Samoa
	San Marino
0	São Tomé and Príncipe
	Saudi Arabia
	Senegal
0	Serbia
	Seychelles
	Sierra Leone

	Singapore
	Sint Maarten
	Slovakia
	Slovenia
	Solomon Islands
	Somalia
	South Africa
	South Georgia and the South Sandwich Islands
	South Korea
	South Sudan
	Spain
	Sri Lanka
	Sudan
	Suriname
	Svalbard and Jan Mayen
	Swaziland
	Sweden
	Switzerland
	Syria
	Taiwan
	Tajikistan
	Tanzania
	Thailand
	the Holy See/Vatican City State
	Timor-Leste
	Togo
	Tokelau
	Tonga
	Trinidad and Tobago
	Tunisia
	Turkey
	Turkmenistan
	Turks and Caicos Islands
	Tuvalu
	Uganda
	Ukraine
	United Arab Emirates
	United Kingdom
	United States
	United States Minor Outlying Islands
	Uruguay
	US Virgin Islands
	Uzbekistan
	Vanuatu
	Venezuela
0	Vietnam

Western Sahara				
<ul><li>Yemen</li><li>Zambia</li></ul>				
<ul><li>Zambia</li><li>Zimbabwe</li></ul>				
Zimbabwe				
1.4. If civil society org	ganisation			
* If civil society organisa	•	licate your main ar	ea of focus:	
200 character(s) maxim	<i>านm</i>			
organisation:	., .	·	rivate person, otherwise giv	ve the name of your
Text of 3 to 200 charact	ters will be acce	pted		
		n the <u>Transparenc</u>	y Register, please give you	ır Register ID number:
20 character(s) maximu	ım			
If your organisation is	not registered,	you can register no	w. Please note that contrib	outions from
			 d as a separate category 'r	
organisations/business	s'.			
*1.7. Please give your o	-	_		
<ul><li>Austria</li></ul>	Finland	Lithuania	Slovenia	
Belgium	France	Luxembourg	Spain	
Bulgaria	Germany	Malta	Sweden	
Croatia	Greece	Netherlands	United Kingdom	
Cyprus	Hungary	Poland	Iceland	
Czech Republic	Ireland	Portugal	Norway	
Denmark	Italy	Romania	Other	
Estonia	Latvia	Slovakia		
*If other, please specify	<i>,</i> .			
Text of 3 to 200 charact		nted		
. On O to 200 onarao	.5.5 11111 00 0006	<i>~</i>		

Wallis and Futuna

	I consent to publication of all information in my contribution and I declare that none of it is subject to copyright restrictions that prevent publication  Anonymously: I consent to publication of all information in my contribution and I declare that none of it is subject to copyright restrictions that prevent publication						
Qι	estions						
Index str	ne questions below are based on the initial ception Impact Assessment to which you led consumption and CO <sub>2</sub> emissions of I congly correlated and proportional: both Main problem to address  the following 3 key problems have been in the ere more detailed information can be for	u may refer for Heavy-Duty V would be ceri	or further back ehicles' (HDN tified and mor	kground on each  /s) are treated initored togethe  he Inception Im	ch specific quo together as th r.	estion. ney are ment	
ado	lressed?	Very important	Important	Somewhat important	Not important	l don't know/ no views	
	Growing GHG emissions from the heavy-duty vehicle sector	0	0	0	0	0	
	Increasing competitiveness challenges for vehicle manufacturers	0	0	0	0	0	
	Transport operators and their clients miss out on possible fuel savings and reduced fuel bills	0	0	0	0	0	

1.8. If your organisation is involved in the implementation of the HDV legislation, please indicate its role (e.

\*1.9. Please indicate your preference for the publication of your response on the Commission's website: (Please note that regardless of the option chosen, your contribution may be subject to a request for access

to documents under <u>Regulation 1049/2001</u> on public access to European Parliament, Council and Commission documents. In this case the request will be assessed against the conditions set out in the

g. manufacturer, system supplier, technical service,...):

Regulation and in accordance with applicable data protection rules.)

200 character(s) maximum

Under the name given:

Are	e there other key problems to be addressed?			
20	0 character(s) maximum			
_ 	The need for EU action			
J. 1	The freed for EO action			
	ere is a single market for HDVs across the EU. If no EU action was taken nber States might adopt individual approaches to reduce HDV CO <sub>2</sub> emi		-	
nee	ded reductions for the non-ETS sector. In your view, what would be like	ly to happ	en without	EU action?
		Likely	Neutral	Unlikely
	Member States would individually implement legislation to reduce HDV CO <sub>2</sub> emissions	0	0	0
	Legislation introduced by individual Member States would lead to market fragmentation and higher costs	0	0	0
	Member States would have difficulty to achieve the necessary reductions to meet EU climate goals	0	0	0
Are	e there other potential effects?			
20	0 character(s) maximum			
4. N	Main policy objectives			

## 4.

The following 3 key policy objectives have been identified in the context of the Inception Impact Assessment where more detailed information can be found.

- 1. Reduce the climate impact of HDVs in line with the requirements of EU climate policy and the 2030 climate and energy framework.
- 2. Contribute to the improvement of the competitiveness of HDV and component manufacturers (suppliers to HDV manufacturers)
- 3. Facilitate a reduction in the total cost of ownership for transport operators, most of which are SMEs.

In your view, how important are the following policy objectives?

	Very important	Important	Somewhat important	Not important	l don't know
Reduce the climate impact of HDVs	0	0	0	0	0

Contribute to the improvement of the competitiveness of the European HDV and component manufacturers	0	0	0	0	0
Facilitate a reduction in the total cost of ownership for transport operators	0	0	0	0	0

Are there other key objectives to be reached?	Are	there	other	key	ob	iectives	to	be	reached	d?
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200 character(s) maximum

# 5. Form that action should take to reduce HDV ${\rm CO_2}$ emissions

Please indicate, by order of importance, your preferred options to reduce new HDVs CO<sub>2</sub> emissions, and contribute to the 2030 Energy and Climate Targets (with 1<sup>st</sup> being your most preferred option and 7<sup>th</sup> the least preferred)?

	1 st	2 nd	3 rd	4 th	5 th	6 th	7 th	8 th
Legislation setting HDV CO <sub>2</sub> emissions targets at EU level	0	0	0	0	0	0	0	0
Legislation defining a CO <sub>2</sub> labelling scheme at EU level	0	0	0	0	0	0	0	0
Use of vehicle or fuel taxes or other incentives by Member States to affect vehicle choice and use	0	0	0	0	0	0	0	0
A voluntary agreement with industry to reduce new vehicle CO <sub>2</sub> emissions	0	0	0	0	0	©	0	0
Member State actions to influence vehicle choice and use in other ways such as labelling schemes based on VECTO, best practice dissemination	0	0	0	0	0	0	0	0
Development of international standards for HDV fuel economy	0	0	0	0	0	0	0	0
No action	0	0	0	0	0	0	0	0
Other option	0	0	0	0	0	0	0	0

#### If other, please specify:

200 character(s) maximum

6. C	Options to c	onside	er for I	regula	ating (	CO <sub>2</sub> emissions of HDV
	CO <sub>2</sub> emissions nsidered.	of HDV	s will b	e regul	ated by	defining binding targets, the following options are
S.1.	Options for t	the bas	ic regu	ulatory	appro	oach
• • • • • • • • • • • • • • • • • • •	Option B: C Option C: S	O <sub>2</sub> emis eparate	sion sta CO <sub>2</sub> ea	andard missior	s for th	d be defined for the engines only.  e whole vehicles, to be based on VECTO simulations ards for engines and complete vehicles  umbers 1, 2, 3) for the different options:
	ade maioate tri	1	2	3	4	
-		st	nd	rd	th	
	A	0	<u> </u>	0	0	
-	В	0	0	0	0	
-	C Other	0	© ©	0	0	
200 Co		<i>maximum</i>	es on c	pptions	for the	basic regulatory approach:
300	0 character(s) r	maximun	<i>n</i>			

6.2. Options for the types of targets

- Option A: targets at the level of each individual vehicle; CO<sub>2</sub> emissions would be limited at the level of individual vehicles/engines (i.e. specification of limit values)
- Option B: average targets per vehicle group on the basis of the vehicles placed on the market by each manufacturer (similar approach as for cars and light commercial vehicles)

Please indicate the order of your preference (numbers 1, 2, 3) for the different options:

	1 st	2 nd	3 rd
А	0	0	0
В	0	0	0
Other option	0	0	0

f other, please specify:	
200 character(s) maximum	
Comments on your choices on the options for the types of targets:	
300 character(s) maximum	

#### 6.3. Options for the timing of the targets

- Option A: fixed dates of application
- Option B: annual reduction targets

	1 st	2 nd	3 rd
А	0	0	0
В	0	0	0
Other option	0	0	0

If other, please specify:

200 character(s) maximum

omments (pleantitative annu	ual reduct	ions (fo		suggestions for the first application date of targets as well as the n B)):
. Options for	r the set	ting of	the qu	uantitative targets
legislation Option B:	by relativ	e techr or the y	nology /ear y -	nd annual reductions, if applicable) are defined ex-ante by the improvements over some baseline (as for cars and vans) + n (n ≥1) are defined by the performance of a certain percentile of
pest perio	rming veh	nicles in	the ye	ear y ("top runner" approach) with a minimum yearly target
Dest perio	rming veh	2	the ye	ear y ("top runner" approach) with a minimum yearly target
A	1	2	3	ear y ("top runner" approach) with a minimum yearly target
•	1 st	2 nd	3 rd	ear y ("top runner" approach) with a minimum yearly target
A	1 st	2 nd	3 rd	ear y ("top runner" approach) with a minimum yearly target
A B Other option other, please	1 st	2 nd	3 rd	ear y ("top runner" approach) with a minimum yearly target
A B Other option other, please	1 st	2 nd	3 rd	ear y ("top runner" approach) with a minimum yearly target
A  B  Other option  other, please of character(s)	specify:	2 nd	3 rd	the setting of the quantitative targets:

### 6.5. Options for the scope of the legislation

VECTO and the underlying type approval legislation will provide certified  ${\rm CO_2}$  emission values for the four main groups of HDVs (Vehicle groups 4, 5, 9 and 10 as defined in Table 1 of Annex I of the <u>draft</u>

Currently VECTO provides the CO<sub>2</sub> emission values for these trucks only for the long haul and regional delivery mission profiles.

However, there are also a limited (between 2 - 10% (indicative figures to be confirmed in the IA)) number of vocational vehicles in these groups, which serve for special purposes, for instance construction sites or waste collection.

- Option A: the targets are applied to all vehicles within the 4 main vehicle groups, regardless of their use and on the basis of the long haul and regional delivery mission profiles
- Option B: Separate targets are applied to vocational vehicles within the 4 main vehicle groups, on the basis of VECTO urban, municipal and construction mission profiles
- Option C: certain vocational vehicles to be specified are excluded for this first regulatory step

Please indicate the order of your preference (numbers 1, 2, 3) for the different options:

	1 st	2 nd	3 rd	4 th
А	0	0	0	0
В	0	0	0	0
С	0	0	0	0
Other option	0	0	0	0

If other, please specify:
200 character(s) maximum
Comments on your choices on options for the scope of the legislation:
300 character(s) maximum
Can you suggest technical criteria for the definition of 'vocational' trucks?
200 character(s) maximum

6.6. Options for the metric for expressing the targets

The  $CO_2$  emission targets will have to be formulated in terms of a certain "metric", meaning that the regulatory target corresponds to  $CO_2$  mass emissions divided by some "transport utility parameter", e.g. mileage travelled (km), mileage travelled times weight (km x t) or volume (km x m3) transported.

- Option A: targets expressed in g CO<sub>2</sub>/km,
- Option B: targets expressed in g CO<sub>2</sub>/(km x t)
- Option C: targets expressed in g CO<sub>2</sub>/(km x m3)
- Option D: targets expressed in a combination of several metrics listed in options A to C

	1 st	2 nd	3 rd	4 th	5 th
А	0	0	0	0	0
В	0	0	0	0	0
С	0	0	0	0	0
D	0	0	0	0	0
Other option	0	0	0	0	0

If other, please specify:
200 character(s) maximum
Comments on your choices on options for the metric for expressing the targets:
300 character(s) maximum
Would you suggest any other metric for expressing the targets?
200 character(s) maximum

#### 6.7. Options regarding mission profiles

For mainstream HDVs used for the transport of goods, VECTO simulations provide four different  ${\rm CO_2}$  emission values: for a regional delivery and long haul driving pattern, each driven "empty" and a "typically full" payload. Targets may apply to each of these four emission profiles separately or as a weighted average.

		YES	NO	Neutral
	Should all four mission profiles be applied to all HDVs?	0	0	0
	Should the targets be defined for each mission profile separately?	0	0	0
	Should the targets be compared with a weighted average of the mission profiles?	0	0	0
	no, according to what criteria should certain mission profiles not be applied a of the character of the contract of the character of the chara	nd to wha	it sorts o	of HDVs?
	ves on the last question, how should the mission profiles be weighted?  O character(s) maximum			
the	you think that the weighing of the mission profiles should depend on some tervehicles, please explain and suggest these characteristics:  10 character(s) maximum	chnical ch	naracter	istics of
the <i>20</i>	vehicles, please explain and suggest these characteristics:	chnical ch	naracter	istics of
the 200 Arcos	vehicles, please explain and suggest these characteristics:  **O character(s) maximum**	savings fo	or the leavehicle	ast overall (e.g.
the 200	vehicles, please explain and suggest these characteristics:  **O character(s) maximum*  Options regarding utility parameters  by future legislation defining targets aims at achieving a certain level of CO <sub>2</sub> sts while ensuring that the requested transport utility is still available. If the definition of the country of t	savings fo sign of a nd the veh utility fac	or the leavehicle nicle's u	ast overall (e.g. tility, it
the 200	Options regarding utility parameters  Options regarding utility parame	savings fo sign of a nd the veh utility fac	or the leavehicle nicle's u	ast overall (e.g. tility, it
the 200 Shows the cost of the	Options regarding utility parameters  Options regarding utility parame	savings fo sign of a nd the veh utility fac	or the leavehicle nicle's u	ast overall (e.g. tility, it

Several options can be considered to support the cost-effective implementation of the targets, which may however also create additional administrative burden:

- Pooling: Several manufacturers may decide to combine their vehicle fleets for assessing the compliance with the regulatory targets (as in the case in the cars and vans CO<sub>2</sub> legislation.)
- Banking and borrowing: A manufacturer may compensate non-compliance with targets in a given calendar year by over-achievements in previous ("banking") or future ("borrowing") years according to well defined regulatory rules.
- Trading: a manufacturer over-achieving its targets may sell corresponding credits in order to facilitate compliance of other manufacturers.
- Transfer of credits between vehicle groups of a manufacturer. In the case of targets set at the level
  of each vehicle group, a manufacturer may transfer credits between the different groups of its
  vehicles.

What are your views on these options?

	YES	NO	Neutral
Pooling of manufacturers	0	0	0
Banking and borrowing	0	0	0
Trading between manufacturers	0	0	0
Transfer of credits between vehicle groups of a manufacturer	0	0	0

Please provide your comments on these or possible other elements for supporting cost-effective

mp	mplementation:		
50	500 character(s) maximum		

## 7. Governance - HDV CO<sub>2</sub> certification and real driving emissions

Under the current process, CO<sub>2</sub> emissions of HDVs are certified on certain pre-defined mission profiles, the design of which is inspired by real driving data.

What are your views:

	YES	NO	Neutral
Will it be important to develop processes assessing the certified CO <sub>2</sub> emissions against real driving emissions of HDVs?	0	0	0

	with real driving emissions (within certain tolerances)?
C	an you suggest such a process?
	00 character(s) maximum
	o character(s) maximum
lf y	Additional comments and Upload of Documents  you wish to add further information, comments or suggestions – within the scope of this questionnaire –  ase feel free to do so here:
-	000 character(s) maximum

If such processes are being developed, should there be some ex-post feedback mechanism requiring compliance of the certified  ${\rm CO}_2$  emissions

In addition, you could also upload a document providing further information, comments or suggestions.