

119TH CONGRESS
1ST SESSION

S. 2261

To amend the Clean Air Act to provide for the establishment of standards to limit the carbon intensity of the fuel used by certain vessels, and for other purposes.

IN THE SENATE OF THE UNITED STATES

JULY 10, 2025

Mr. PADILLA introduced the following bill; which was read twice and referred to the Committee on Environment and Public Works

A BILL

To amend the Clean Air Act to provide for the establishment of standards to limit the carbon intensity of the fuel used by certain vessels, and for other purposes.

1 *Be it enacted by the Senate and House of Representa-*
2 *tives of the United States of America in Congress assembled,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Clean Shipping Act
5 of 2025”.

6 **SEC. 2. MARINE GREENHOUSE GAS FUEL STANDARD.**

7 The Clean Air Act is amended by inserting after sec-
8 tion 212 (42 U.S.C. 7546) the following:

1 **“SEC. 212A. MARINE GREENHOUSE GAS FUEL STANDARD.**

2 “(a) DEFINITIONS.—

3 “(1) CARBON DIOXIDE-EQUIVALENT.—The
4 term ‘carbon dioxide-equivalent’ means the number
5 of metric tons of carbon dioxide emissions with the
6 same global warming potential as 1 metric ton of
7 another greenhouse gas, as calculated using Equa-
8 tion A–1 in section 98.2(b) of title 40, Code of Fed-
9 eral Regulations (as in effect on the date of enact-
10 ment of this section).

11 “(2) CARBON INTENSITY.—The term ‘carbon
12 intensity’ means the quantity of lifecycle greenhouse
13 gas emissions per unit of fuel energy, expressed in
14 grams of carbon dioxide-equivalent per megajoule.

15 “(3) CARBON INTENSITY BASELINE.—The term
16 ‘carbon intensity baseline’ means the average carbon
17 intensity of the fuel used by all vessels on covered
18 voyages in calendar year 2027.

19 “(4) COVERED VOYAGE.—The term ‘covered
20 voyage’ means any voyage of a vessel for the purpose
21 of transporting passengers or cargo for commercial
22 purposes—

23 “(A) that is between any ports of call
24 under the jurisdiction of the United States; or

25 “(B) that is between a port of call under
26 the jurisdiction of the United States and a port

1 of call under the jurisdiction of a foreign coun-
 2 try.

3 “(5) GREENHOUSE GAS.—The term ‘greenhouse
 4 gas’ means carbon dioxide, methane, nitrous oxide,
 5 hydrofluorocarbons, perfluorocarbons, and sulfur
 6 hexafluoride.

7 “(6) LIFECYCLE GREENHOUSE GAS EMIS-
 8 SIONS.—The term ‘lifecycle greenhouse gas emis-
 9 sions’ has the meaning given the term in section
 10 211(o)(1).

11 “(7) PORT OF CALL.—The term ‘port of call’
 12 means the port where a vessel stops to load or un-
 13 load cargo or to embark or disembark passengers.

14 “(8) VESSEL.—The term ‘vessel’ means a vessel
 15 of 400 gross tonnage or more.

16 “(b) MARINE VESSEL FUEL CARBON INTENSITY
 17 STANDARDS.—

18 “(1) STANDARDS.—The Administrator shall, by
 19 regulation and except as provided in paragraph (3),
 20 require each vessel on a covered voyage to comply
 21 with standards for the carbon intensity of the fuel
 22 used by the vessel for propulsion and for the oper-
 23 ation of any onboard equipment so that the carbon
 24 intensity is—

1 “(A) in each of calendar years 2030
2 through 2034, at least 30 percent less than the
3 carbon intensity baseline;

4 “(B) in each of calendar years 2034
5 through 2039, at least 58 percent less than the
6 carbon intensity baseline;

7 “(C) in each of calendar years 2040
8 through 2044, at least 83 percent less than the
9 carbon intensity baseline;

10 “(D) in each of calendar years 2045
11 through 2049, at least 92 percent less than the
12 carbon intensity baseline; and

13 “(E) in calendar year 2050 and each cal-
14 endar year thereafter, 100 percent less than the
15 carbon intensity baseline.

16 “(2) PROMULGATION OF STANDARDS.—The Ad-
17 ministrator shall finalize—

18 “(A) the standard required by paragraph
19 (1)(A) by not later than January 1, 2029; and

20 “(B) the standards required by each of
21 subparagraphs (B) through (E) of paragraph
22 (1) by not later than 2 years before the respec-
23 tive standard goes into effect.

24 “(3) TECHNOLOGICAL OR ECONOMIC FEASI-
25 BILITY.—

1 “(A) IN GENERAL.—If the Administrator
2 determines that a reduction in carbon intensity
3 required under paragraph (1) is not techno-
4 logically or economically feasible by the applica-
5 ble deadline under that paragraph, the Admin-
6 istrator, in lieu of promulgating the standard
7 otherwise required by that paragraph, shall pro-
8 mulgate a standard that will achieve the max-
9 imum reduction in the carbon intensity of the
10 fuel used by vessels on covered voyages that is
11 technologically and economically feasible by the
12 applicable deadline.

13 “(B) CONSIDERATIONS.—In determining
14 technological and economic feasibility for pur-
15 poses of subparagraph (A), the Administrator
16 shall take into account the net reduction of
17 emissions of greenhouse gases and the potential
18 adverse impacts on public health, safety, and
19 the environment, including with respect to air
20 quality, water quality, and the generation and
21 disposal of solid waste.

22 “(4) HARMONIZATION WITH INTERNATIONAL
23 STANDARDS.—If the Administrator determines that
24 standards mandated by the International Maritime
25 Organization for reduction of the carbon intensity of

1 fuel used by vessels for a calendar year are equal to
2 or more stringent than the standards under para-
3 graph (1) for that calendar year, the Administrator
4 may adopt the standards of the International Mari-
5 time Organization.

6 “(5) EXEMPTION.—Any vessel that is on cov-
7 ered voyages for 30 days or fewer during a calendar
8 year shall be exempt from the standards promul-
9 gated under this subsection for that calendar year.

10 “(6) COMMON OWNERSHIP OR CONTROL.—For
11 purposes of determining compliance with any stand-
12 ard established under this subsection, the Adminis-
13 trator may allow the carbon intensity of the fuels
14 used by vessels under common ownership or control
15 to be averaged.

16 “(7) OVERCOMPLIANCE.—The Administrator
17 may allow vessels to credit overcompliance with any
18 standard established under this subsection towards
19 demonstrating compliance with any future standard
20 under this subsection.

21 “(c) MONITORING AND REPORTING.—

22 “(1) LIST OF METHODS.—

23 “(A) IN GENERAL.—The Administrator
24 shall develop a list of acceptable methods for

1 monitoring and reporting compliance with the
 2 standards established under subsection (b).

3 “(B) CONSISTENCY OF METHODS.—The
 4 Administrator, to the maximum extent prac-
 5 ticable, shall ensure the consistency of the
 6 methods included in the list required under sub-
 7 paragraph (A) with similar reporting schemes
 8 developed by the European Union and the
 9 International Maritime Organization.

10 “(2) ANNUAL REPORTING REQUIREMENTS.—
 11 For each calendar year, the owner or operator of a
 12 vessel shall report to the Administrator—

13 “(A) the carbon intensity of the fuel used
 14 for each covered voyage of the vessel;

15 “(B) the amount of fuel used for each cov-
 16 ered voyage of the vessel; and

17 “(C) the total greenhouse gas emissions for
 18 all covered voyages of the vessel, measured in
 19 carbon dioxide-equivalent.

20 “(3) ANNUAL REPORT.—

21 “(A) IN GENERAL.—Not later than 180
 22 days after the end of each annual reporting pe-
 23 riod under paragraph (2), the Administrator, in
 24 consultation with the Secretary of Transpor-
 25 tation and the Commandant of the Coast

1 Guard, shall publish on the website of the Envi-
 2 ronmental Protection Agency a publicly acces-
 3 sible report that—

4 “(i) compiles the data reported under
 5 paragraph (2); and

6 “(ii) includes an explanation intended
 7 to facilitate public understanding of—

8 “(I) the carbon dioxide-equivalent
 9 emissions of vessels on covered voy-
 10 ages; and

11 “(II) the carbon intensity of fuels
 12 used by those vessels.

13 “(B) REPUBLICATION.—Not later than 30
 14 days after the date on which the Administrator
 15 publishes the publicly accessible report on the
 16 website of the Environmental Protection Agency
 17 under subparagraph (A) each year, the Sec-
 18 retary of Transportation shall publish a publicly
 19 accessible copy of that report on the website of
 20 the Department of Transportation.

21 “(d) ENFORCEMENT.—The standards established
 22 under subsection (b) and the annual reporting require-
 23 ments under subsection (c)(2) shall be considered an emis-
 24 sion standard or limitation for purposes of section
 25 304(a)(1).”.

1 **SEC. 3. IN-PORT MARINE VESSEL ZERO EMISSION STAND-**
 2 **ARDS.**

3 Section 213 of the Clean Air Act (42 U.S.C. 7547)
 4 is amended by adding at the end the following:

5 “(e) IN-PORT MARINE VESSEL ZERO EMISSION
 6 STANDARDS.—

7 “(1) STANDARDS.—Except as provided in para-
 8 graph (2) and not later than January 1, 2029, the
 9 Administrator shall promulgate (and from time to
 10 time revise) standards to eliminate, by not later than
 11 January 1, 2035, emissions of greenhouse gases and
 12 air pollutants for which air quality criteria have been
 13 issued under section 108 from vessels at anchorage
 14 or at berth in the contiguous zone of the United
 15 States (as described in Presidential Proclamation
 16 7219 (43 U.S.C. 1331 note; 64 Fed. Reg. 48701,
 17 49844)).

18 “(2) EXCEPTION.—If the Administrator deter-
 19 mines that standards required by paragraph (1) are
 20 not technologically or economically feasible, the Ad-
 21 ministrator shall promulgate standards that achieve
 22 the maximum reduction of the emissions described
 23 in that paragraph from the vessels described in that
 24 paragraph that is technologically and economically
 25 feasible.

1 “(3) CONSIDERATIONS.—In determining tech-
2 nological and economic feasibility under paragraph
3 (2), the Administrator shall take into account the
4 net reduction of emissions of greenhouse gases, the
5 net reduction of emissions of air pollutants for which
6 air quality criteria have been issued under section
7 108, and the potential adverse impacts on public
8 health, safety, and the environment, including with
9 respect to air quality, water quality, and the genera-
10 tion and disposal of solid waste.”.

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