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WORKING DOCUMENT

From:	General Secretariat of the Council
To:	Working Party on Land Transport
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Subject:	Proposal for a DIRECTIVE OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL amending Directive 2014/45/EU on periodic roadworthiness tests for motor vehicles and their trailers and Directive 2014/47/EU on the technical roadside inspection of the roadworthiness of commercial vehicles circulating in the Union - Comments from Germany

Delegations will find attached comments from Germany on the above-mentioned document.

02 September 2025

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Comments provided by the Federal Government

Revision of Directive 2014/45/EC
here: evolution of exhaust emission testing

In principle, Germany welcomes the evolution of engine management and exhaust emission control system testing ("exhaust emission testing" – AU) in the interest of environmental and health protection. However, novel testing and measurement methods must be suitable for the performance of exhaust emission testing, they must be feasible, and they must be effective and efficient in order to avoid disproportionately high additional costs for vehicle keepers.

Comments on the proposals regarding exhaust emission testing

1. **PN measurement – diesel – (Euro 5a/V) –** ***(see Annex I – 8.2)***

Germany rejects the optional introduction of Europe-wide mandatory PN measurement for diesel vehicles of emission category Euro 5a/V and higher but supports mandatory exhaust gas opacity measurement.

Comments:

Germany believes that, within the scope of exhaust emission testing, requirements stricter than the ones that applied at the time of type approval must not be imposed. For the vehicles concerned here, no PN limit applied at the time of type approval. The mandatory exhaust gas opacity measurement proposed by the Commission has already been introduced by Germany.

2. **PN measurement – diesel – (Euro 5b/VI) –** ***(see Annex I – 8.2)***

Germany is in favour of a Europe-wide introduction of mandatory PN measurement for diesel vehicles of emission category Euro 5b/VI and higher.

Comments:

Germany has already voluntarily introduced PN measurement for diesel vehicles of emission category Euro 6/VI on 1 July 2023. The measurement method and limit are in line with the Commission's recommendation. The proposed expansion of PN measurement to diesel vehicles of emission category Euro 5b is supported, since a PN limit was already in place for these vehicles at the time of EU type approval. The proposal is technologically feasible in Germany, provided there is sufficient lead time and that it does not entail significant costs or investment for the testing centres and for the repair shops authorized to conduct exhaust emission testing.

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3. **PN measurement – positive ignition engines – (Euro 6c and Euro VI) –** ***(see Annex I – 8.2)***

Germany agrees to the development of methods for particle number measurement for positive ignition engines by the Commission, provided the methods are published by means of an implementing act.

Comments:

Germany welcomes the introduction of a PN measurement method to be used as part of exhaust emission testing on positive ignition engines. With regard to the practical implementation, Germany has some questions regarding the Commission's proposal *(see enclosure)* that Germany would also like to address in this position paper.

4. **NO_x measurement at the exhaust tailpipe – diesel –** ***(see Annex I – 8.2)***

With regard to the introduction of NO_x measurement, Germany has not yet arrived at a final conclusion and is still in the appraisal process. In particular, the conditioning is considered to be decisive for the measurement procedure.

Against this background, Germany proposes that the Commission be tasked with developing a complete and suitable procedure for the measurement of the real NO_x emissions at the tailpipe and – with the aim of making testing possible in time for the deadline for the first regular exhaust emission test of these vehicles – presenting it by a certain date.

The scope of application should be limited to Euro 7, as only in this way is it possible to reliably verify the operational readiness of the exhaust aftertreatment system, which indicates successful conditioning and is a prerequisite for starting the measurement.

Such a measurement procedure would in particular have to encompass robust requirements for the conditioning process and its conditions. It should be examined whether different preconditioning options may be helpful to take account of varying circumstances at testing centres.

For the conditioning procedure, binding verifiable requirements, in particular with regard to its feasibility, that are to be met by the procedure to be presented should be laid down in advance. This is to take account of the reservations already raised by individual Member States in the Council Working Party. The procedure must be such that sufficient nationwide coverage with testing centres is possible. It must not lead to a disproportionate additional burden on citizens and inspection organizations.

The Commission should require a verification of the suitability of the measurement procedure by means of studies on current vehicles of emission category Euro 7 concerning light and, in particular, heavy vehicles, as soon as they are available. In doing so, the potential of using OBM data should also be examined.

Against the background of varying feasibility criteria as well as the varying requirements light and heavy vehicles have to meet under Euro 7, it should be examined whether using different procedures for light and for heavy vehicles makes sense.

5. NO_x measurement – petrol – *(see Annex I – 8.2)*

Germany rejects the introduction of separate NO_x measurement for petrol vehicles.

Comments:

In petrol vehicles, NO_x emissions are not a critical pollutant component, since they are largely reduced by the 3-way catalytic converter in normal operation. A meaningful assessment of NO_x emissions is already ensured indirectly for all vehicles with a regulated catalytic converter (passenger cars and commercial vehicles) via the assessment of the key components CO and Lambda.

6. Shortening of the exhaust emission testing intervals – *(see Article 1 – 5)*

Germany rejects the shortening of the exhaust emission testing intervals for vehicles that are older than 10 years and for light commercial vehicles.

Comments:

Germany has already decided to reject the proposed shortening of the main inspection intervals for older passenger cars (> 10 years) and light commercial vehicles for road safety reasons as being unjustified *(position was communicated to the Presidency on 14 May 2025)*.

Germany also rejects a shortening of the exhaust emission testing intervals – both for older vehicles and for vehicles of category N1 in general, since there are no studies, neither at European nor at national level, that would justify a shortening of the intervals from 24 to 12 months. The Commission's Impact Assessment does not contain a well-founded, fact-based justification either. Moreover, a shortening would result in disproportionately high additional costs for vehicle keepers.

7. Critical: Deadlines for application – *(see Article 3)*

Given the new exhaust emission testing procedures mentioned in the proposal, the suggested transition period appears much too short. An appropriate transition period should be defined.

Comments:

The national introduction of PN measurement on 1 July 2023 showed that the development of the measuring instrument specifications, the type examination, the calibration and the production of new measuring instruments take approximately 4 years. Therefore, appropriate transition periods would have to be defined for the respective new test methods. Germany is currently still examining whether the first transmission of main inspection/exhaust emission testing data can take place on the proposed dates.

Enclosure

Questions of the Federal Government on PN measurement – positive ignition engines – (Euro 6c and Euro VI)

In connection with the development of a suitable method for performing valid PN measurement on positive ignition engines and in particular the practical implementation in the testing centres and authorized repair shops, Germany has the following questions:

- Situation: The studies performed by the Federal Highway and Transport Research Institute in Germany in 2021 showed that proper functioning of the particulate trap cannot be verified as part of exhaust emission testing when idling. Moreover, the studies showed that engine loads are required to reach engine operating points at which representative and reproducible particle numbers (raw emissions) are present upstream of the particulate trap so that the latter can be tested.
  Question: What approach will the Commission use to take account of the aforementioned findings when developing the test method?
- Situation: Based on the emission code number in the vehicle documents, it is not possible to determine whether a PN limit already applied at the time of EU type approval and whether a PN measurement is thus mandatory in accordance with the proposed directive.

  Question: In the Commission's opinion, how is it possible to determine at the testing centre or the repair shop whether a PN limit already applied at the time of EU type approval?

- Situation: Handling of vehicles with positive ignition engines not equipped with a particulate trap. This may, for instance, concern gas-powered heavy commercial vehicles that meet the PN limits in their type approval without a particulate trap.
  Question: Should the result of a PN measurement be non-compliant, how could potential deficiencies be rectified if no particulate trap is installed?

05.September 2025

PUBLIC

Comments provided by Germany

Revision of Directive 2014/45/EU on periodic roadworthiness tests for motor vehicles and their trailers and Directive 2014/47/EU on the technical roadside inspection of the roadworthiness of commercial vehicles circulating in the Union

here: remote sensing and mandatory inspection of cargo securing

Re remote sensing:

In principle, Germany considers the technological approach of using remote sensing for monitoring and reducing vehicle exhaust emissions and noise emissions in moving traffic to be interesting.

The introduction and the scope of the procedures for the remote sensing of vehicle emissions in moving traffic depend, among other things, on the availability of the necessary funding for the related additional costs. The details of the proposal require further examination and coordination.

Germany also refers to its previous comments of 18 July 2025 (German comments of 18 July 2025 on WK 10061/2025 ADD 1).

For remote sensing – noise, Germany welcomes in principle the monitoring of compliance with the noise emission limits in real traffic.

In accordance with EU law, a harmonized procedure should take the form of a regulation. This regulation should, in particular, specify the requirements to be met by the measuring instruments, measurement procedures as well as data collection. Apart from technical factors, such as vehicle manipulation, the driving behaviour also has a significant impact on noise emissions. Therefore, it should be discussed in the further course of the procedure how behavioural factors (driving behaviour) can be determined by the measurements in a way that will stand up in court and can be sanctioned. In general, however, it is of crucial importance that it is possible to initiate steps and impose sanctions, where appropriate, based on just one single measurement. This ensures that an effective enforcement of environmental and safety standards can be guaranteed and minimizes the administrative burden. The

proposed approach ensures a quick implementation that is comparable throughout Europe.

However, Germany does not consider a directive to be the right type of legislation and views the present draft as unsuitable for achieving its objectives, also substantively. Germany primarily takes a critical view of the following aspects:

- Providing and installing the measuring technology required to monitor 30% of the vehicle fleet is too onerous and costly.
- The requirement of three measurements with subsequent presentation in a testing centre is too onerous and ineffective. Germany therefore welcomes the fact that the draft provides for the option of one measurement being sufficient.
- It is to be feared that unlawful components will be replaced by legal ones prior to a verification in a testing centre. Sanctioning is then impossible. It must be assumed that the illegal components will be reinstalled after the verification. Germany therefore welcomes the fact that the draft provides for on-the-spot verifications immediately after the measurement.

Re mandatory inspection of cargo securing

The current compromise proposal of the Presidency still contains the mandatory inspection of cargo securing as part of roadside inspections.

From Germany's point of view, the inspection of cargo securing should not be mandatory as part of every roadside inspection. This should be possible as an option. The decision should be left to the Member States.

The inspection of cargo securing should always be carried out for a specific reason and independently of the inspection of the vehicle's technical condition.