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WORKING DOCUMENT

From:	General Secretariat of the Council
To:	Working Party on Land Transport
N° prev. doc.:	ST 12271/1/25 REV 1
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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 Finland

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

MINISTRY OF TRANSPORT AND COMMUNICATIONS

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Written Comments on the revised 1st compromise text of PTI and RSI Directives from Finland

In this document you'll find some updates on our previous general positions and our reactions to the revised compromise text of PTI and RSI Directives as requested in the WP on the 12th of September.

PTI and RSI Directives – general positions [updates in point 1]

1. **Opt-out to PTI for motorcycles should be retained**

   We wish to keep the current provisions in PTI-directive's Article 2 seventh intend and it should not be deleted as proposed. Therefore, in the coming compromise proposal Article 1 point subpoint (b) of the Commission's proposal should be deleted, i.e. keep text from current directive.

   Article 1 point subpoint (b) of the Commission's proposal:

   "…

   ~~(b) in paragraph 2, the seventh indent is deleted;~~

   …"

   Justification: We are taking the road safety of motorcyclists seriously, and we see that it should remain as a national decision whether to introduce a PTI for motorcycles is or not.

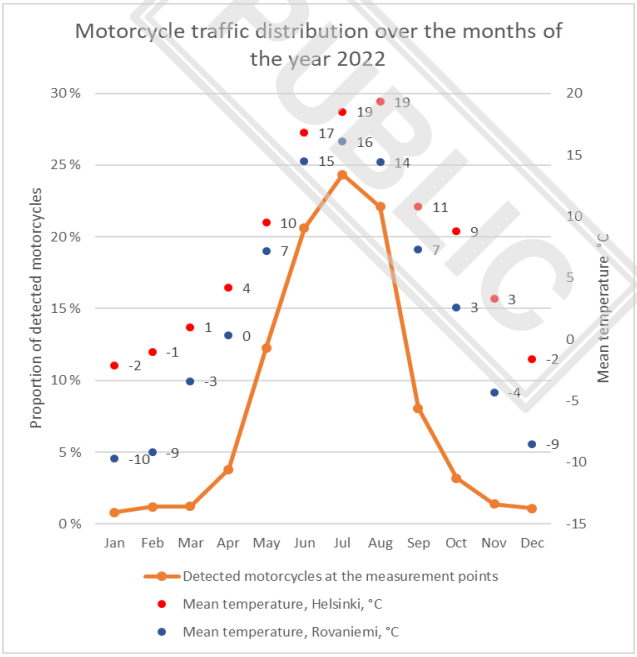
   When drafting the next compromise proposal, it is important to take into account the varying national circumstances of the Member States when setting any new requirements. We hope that other Member States will support this principle and find our proposal to retain the current exemptions for motorcycles under the PTI Directive reasonable and proportionate.

   In Finland's view, the current PTI Directive has been effective and well balanced in scope regarding PTI for motorcycles. Our objective is to ensure that neither citizens nor public authorities are subject to disproportionate burdens or costs. In Finland, the seasonal nature of motorcycle use, together with the absence of a clear statistical correlation between motorcyclist fatalities and injuries and technical defects, constitute the two main reasons why we do not support the Commission's proposal to introduce mandatory periodic technical inspections (PTI) for heavy motorcycles.

   In Finland, motorcycling is more of a hobby than a means of transport during a short season. The seasonal nature of motorcycle use in Finland can be confirmed using automated traffic monitoring data (called LAM-data), which collects actual data from the main road network and

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can differentiate between different vehicle types. The yellow line represents 100 % of all motorcycles detected during a full year. In Finland, motorcycles are mainly used during the very short summer period. Should there be a high peak in PTIs during just a few months in the summer, the Finnish PTI system would also most likely suffer from lack of capacity and the market price for a motorcycle PTI would most likely be high.

Finland has carried out statistical follow up on the technical conformity and roadworthiness of motorcycles. The competent authorities have also carried out special enforcement tasks on motorcycles and mopeds, as roadside inspections are already allowed for all vehicles in Finland. There is a share of mopeds and motorcycles on Finnish roads that do not fully comply with our regulations. This also applies to other vehicle categories, even though they go through annual PTIs. The main cause of motorcycle accidents is driver error. There is also some evidence that the risk of an accident is higher towards the end of the driving season, i.e. in September and October when weather conditions deteriorate.

In recent years, the number of road traffic fatalities has varied between 20 and 28 persons per year among motorcyclists, and between 1 and 5 persons per year among moped riders (approx. 4.0 persons per million inhabitants). Almost all accidents leading to fatalities or serious injuries are investigated. According to these investigations, the most common risk factor for motorcycle accidents was excessive ‘driving speed’: 50% in fatal accidents and 70% in accidents resulting in serious injury. Other relevant background risks relate to the driver’s condition, such as intoxication, fatigue or illness. These had a role in 43% of fatal accidents and 35% of accidents with serious injuries. Similarly, long-term driving attitudes, such as lack of a driving license or other recklessness, were a risk factor in 36% (fatal) and 46% (injuries) of accidents, and skills gaps, such as low driving experience, in 30% (fatal) and 49% (injuries) of accidents.

A study of accident reports from 2017–2021 shows that a technical feature of the motorcycle contributed to fatal accidents in 32% of all cases, which is 38 individual accidents. These were most commonly intentional modifications, which had been made in order to increase the acceleration or speed of the motorcycle or moped. The condition of tyres and deficiencies in the drivers’ outfit and helmet were also noted. A mandatory PTI for motorcycles would not effectively address the above risk factors, even though it would create a point in time when a motorcycle (or moped) would have to fully be in conformation and roadworthy. However, the technical modifications in question are fairly easy to do and undo, which would reduce the effectiveness of a PTI.

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It is our understanding, that retaining the current rules for PTIs for motorcycles would not cause a risk for road safety in the EU. However, retaining the current rules would allow Member States to find solutions that have a better fit on their national circumstances.

2. NOx-testing should not to be introduced in PTI

Many Members States have raised concerns regarding NOx-testing from an operational point-of-view and we share these concerns. We understand that the technology for NOx-testing as such is nearly "there", but we don't see that it's possible to incorporate NOx-test to PTI. Therefore we prefer, that NOx-tests in (it's totally) in PTI or Commission's empowerment related to it should not be included in the compromise text.

As a compromise a review clause with adequate timetable could be discussed. Especially comprehensive testing in freezing conditions and studies from an operational point-of-view must be conducted before NOx-testing can be implemented. In general, it's important that new tests are technically, legally an operationally on a solid base. Only then the full benefits are realized without unnecessary burden and cost.

3. RSI targets and remote sensing

We have a critical position regarding the RSI-targets of 5% and 2% and also the 30% for remote sensing. We see that the targets should not be set up per member state by counting basically the amount of initial RSIs. This is not to say that we do not see the importance of RSI, but we see that these national targets would in fact steer inspections towards initial RSIs and reduce the amount of extensive RSIs in Finland. The Finnish Police, who in Finland performs the RSIs, would have to allocate their resources according to these targets and the real effect on road safety is not necessarily positive.

As a compromise a "follow-up-scheme" could focus on reporting the result i.e. the effectiveness on road safety of RSI and not the amount of RSIs made.

Remote sensing cannot be obligatory in the final text on any aspect.

4. Odometer readings

We see that more extensive database and exchange of data on odometer readings is beneficial, if the potential buyer of a vehicle gets the information before buying a vehicle.

We see that it is not possible to have odometer readings a fault in PTI and those provisions should be removed or made voluntary for a Member State to implement (i.e. removed). There could be very arbitrary situations from the perspective of a citizen, if an illogical odometer reading, due to past owners' actions perhaps, prevents a passing of a PTI.

5. Mobile certificates

We have a positive position towards developing mobile/digital certificates in general and the use of the EUDI Wallet scheme. We are very glad that the Commission has reacted on our comments in the WP. We can assist and help to solve all issues regarding the development of digital certificates during the following proceedings. Clarification is needed to unleash the full potential of digitalization and also to have a better understanding of application dates.

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PTI and RSI Directives – reactions to the revised 1st compromise text [16.9.2025]

PTI Directive, Article 4a,

Comment: We understand that the changes in art 4a para (1) would mean that independent operators / repair shops do not have to record odometer readings, but OEMs and their representatives must. This might lead to differences between Member States' odometer data. However, we can support this, as it would reduce administrative burden from SMEs.

Question: Regarding article 4a(2), can the MS of re-registration record odometer history they receive from the MS of registration into their national vehicle registry? In this case a copy of the odometer history is made, and personal data is moved from one register to another and from one Member State into another Member State. We believe that GDPR would require that this handling of personal data is described in more detail on article level in the PTI-directive. Maybe legal services could answer this question?

Comment: We do not object to changes made in article 4a(3), but we see that the potential buyer should be able to have direct access to the odometer history also in cases when a vehicle is bought from another MS. Or at least an assessment whether the odometer history is logical should be available.

Question: Would Article 4a(5) mean that fraud in general should be penalized, would it be enough to implement this provision? In general, we support the change that has been made by the Presidency.

PTI Directive, Article 16(1) and RSI Directive Article 18a

Comment: We see that the text should refer to the data of the last road worthiness certificate, mainly the outcome, validity, and detected defects of the last PTI. The point being that the text should refer to the data not the certificate.

Drafting suggestion: Replace "… the last roadworthiness certificate…" with wording "… the mandatory data recorded in the last roadworthiness certificate…".

Justification: The articles regulate exchange of data and not exchange of certificates. Only the mandatory information or data on the roadworthiness certificate has significance.

PTI Directive, Article 16(2)

Comment: We see that two years is better than one year.

point 7.11 of Annex I of the PTI Directive and RSI Directive,

Comment: We thank the Presidency for amendments made in point 7.11 of Annex I of the PTI Directive. They are in line with our general position.

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RSI Directive, Articles 10 and 13

Comment/Question: Finland has a negative position regarding national targets regarding RSIs. One reason for this is that the reporting focuses on the initial roadside inspections. The Finnish competent authority has described that an initial roadside inspection is skipped most of the time and they proceed directly to more detailed roadside inspection. How should the reporting be done in such a situation? Also, our authority sees that it would not necessarily improve road safety, if resources would be allocated from more detailed roadside inspections to initial roadside inspections. The target percentages are too high and would have this effect in Finland.

Comment: Inspection of cargo securing is done by default in every roadside inspection in Finland. We had no issues with the previous wording "shall", but we can live with "may" also.

PTI and RSI Directives – reactions to the 1st compromise text [as delivered in 8.9.2025, no updates]

We thank the Presidency for the 1st compromise text.

PTI Directive, Article 3 – 'connected vehicle'

Question: Is this definition in line with other regulations related to 'connected vehicles' and in line with EU's Data Act's (Regulation (EU) 2023/2854) definition of 'connected product'?

PTI Directive, Article 4 and 8 – EU roadworthiness certificate vs, "normal" roadworthiness certificate

In general, we understand the idea of the amendments done by the Presidency regarding the temporary roadworthiness certificate. However we wonder, what would be the practical difference (expect the time of validity) between the EU temporary roadworthiness certificate and a "normal" roadworthiness certificate that is "…issued by a Member State other than the Member State of registration of the vehicle…" (referred in article 4(3) in practice? Could the articles be written without the EU temp certificate as "a new concept" altogether in a more simplified way?

To be clear, we can in general support the idea that a vehicle registered in another MS could have a PTI done in another MS and that the validity of the roadworthiness certificate is limited by-default. We also see the need to empower the Commission with necessary implementing powers in this respect. However, we see that this proposal could be simplified.

Comments on the recognition of roadworthiness certificates

The recognition of "a normal" roadworthiness certificate (issued by a Member State other than the Member State of registration of the vehicle) referred in article 4(3) of the compromise can only be bilateral.

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In practice, there should be a separate agreement between two MSs about the recognition in every case. For example: a MS1 can't just notify MS2 and the COM that, it's OK to inspect MS1's vehicles in MS2's PTI-centers? MS2 should also agree to this (i.e. bilateral) and there are many practicalities that would need to be solved. We have understood that the proposal's intention is that a MS could unilaterally recognize another MS's PTI and notify the MS and the Commission.

We suggest that the text of the PTI Directive retains only one definition on 'road worthiness certificate'. This way the recognition of a roadworthiness certificate issued by another Member State could be done unilateral as we see it.

Suggestion: The relevant articles should be amended so that the following simplified rules apply:

1. [In the case of M1 vehicles,] roadworthiness tests may**, in accordance with Article 8,** also be carried out in a Member State other than the Member State of registration of the vehicle.

2. A Member State other than the Member State of registration of a [M1] vehicle shall issue a road worthiness certificate that is valid for a period of [six] months to that vehicle.

3. A Member State other than the Member State of registration of a [M1] vehicle shall make an on-line check of vehicle signals always before issuing a road worthiness certificate. This check of vehicle signals would cover for example, but not limiting to, checks on tax or insurance controls. A Member State of registration must deliver a relevant signal via Eucaris[/Move-Hub]. (These checks of signals would prevent f. ex. tax evasion etc. that has been raised as a concern.)

4. The Member State of registration shall recognize a roadworthiness certificate issued by another Member State for a period of up to [six] months but may decide to extend the period of validity according to national regulation.

5. A Member State of registration may set national requirements for the extension of roadworthiness certificate issued by another Member State. A Member State of registration may limit the extension to only some Member States;

6. Member States which decide to extend the period of validity a roadworthiness certificate issued by another Member State shall inform the Commission and the other Member States accordingly;

7. The subsequent periodic technical inspection shall take place in the Member State of registration of the vehicle (always);

8. The Commission's implementing powers should reflect the fact that a roadworthiness inspection could be made in another Member State that the Member State of registration.

Comment: The MS of registration should have the possibility to postpone recognition of the 'EU temporary roadworthiness certificate' or a 'roadworthiness certificate issued by another Member State', if tax payments are over due or the vehicle lacks insurance. These are important national questions and we cannot support the creation of potential loop-holes. We see that there should be a cross-border message exchange for checking national vehicle signals or restrictions that prevent a PTI. This comment refers to point 3 above.

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Question: How should the collection of OBFCM-data be handled in these EU temporary PTIs? It is regulated in COMMISSION IMPLEMENTING REGULATION (EU) 2021/392?

PTI Directive, Article 4, - the use and access to vehicle data

The amendment in article 4(5) reflects our comments regarding access to vehicle data. We see it very important that inspection stations get all necessary data from OEMs. In general, we support the amendments made by the Presidency. However, some clarification would be needed in the article texts.

Questions for clarification:

Is the 'trust center' mentioned in the compromise, the same as defined in Regulation EU/2018/858?

Should the text in article 4(5) refer to EU/2018/858 in a more precise way regarding 'trust centers'? For example: 'trust center' shall mean a designated body as defined in Regulation EU/2018/858, Annex X, Appendix 3, paragraph 2, sub-paragraph 2.1 Definitions, point 2.1.6 'Trust centre' or 'TC'

Should the Directive mention that a 'testing center' as an operator offering inspection and testing services is an 'independent operator' as defined in EU/2018/858, article 3(45) in a recital? We assume this is the case. We would like to make sure that the PTI Directive is in line with the Regulation EU/2028/858 and does not create future confusion.

Would trust centers be able to store and distribute referred data or would they only handle the access to OEM data sources?

PTI Directive Article 8 - other comments

We can support the clarification in article 8(1) regarding the EUDI Wallet in general.

We can support the amendment in article 8(7). The wording "may decide" is better than "shall ensure". We don't see, that all the information from the previous roadworthiness certificate needs to be made available to the inspectors.

PTI Directive, Article 5(1)

Drafting suggestion:

"

For the purposes of point (a) of the first subparagraph, in the case of the roadworthiness tests referred to in Article 4(4 3), the expiry date of the subsequent roadworthiness certificate shall be counted **according to national rules**. ~~as from the expiry date of the EU temporary roadworthiness certificate issued as a result of that test.~~

"

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Justification: The proposed rule on counting the next PTI date in Article 5(1) would be very costly to implement. It would be much more simple and cost efficient to allow MSs to count the expiry date according to national rules.

PTI Directive, Annex I

In general we have no big issues with the changes that have been made by the Presidency. Here are some technical comments and drafting suggestion on item items 1, 4, 5, 7, 8 and 10.

Item 1

- 1.2.1.Performance
  - **Comment:** We see that f. ex. the vibration of steering wheel should be included. We will include this in our written comments.
  - **Comment:** In point (d) abnormal lag should be defined
- 1.2.2. Efficiency
  - **Question:** Why Category L1e (42 %) is mentioned in point 1.2.2. even though they are not in scope of the Directive?
  - **Comment:** Efficiency of O2-trailers is difficult to measure, if trailer is unladen.
- 1.7. Electric regenerative braking
  - **Comment:** We support the amendment regarding a full battery, but wonder, if we should also include an exception, if the battery is too cold and cannot take in charge.

Item 4

- 4.1.1. Condition and operation
  - **Comment:** We support this, but the data should be available and understandable in relation to this requirement.
- 4.1.2. Alignment
  - **Question:** Why are the references to E-rule deleted?
- 4.2.1. Condition and operation
  - **Comment:** It would be logical to have a minor defect and major defect in point (b). Could it be divided in to two rows?

Item 5

- 5.2.3. Tyres
  - **Comment:** In general, we support this new requirement, but we are wondering, if we can exempt some historical vehicles nationally?
- 5.3.2.1. efficiency testing of damping ->
  - **Comment:** Shouldn't also point (b) "Given minimum values not reached." be removed as there are no given values and values would not be measured?

Item 7

- Point 7.11. Odometer, if available
  - **Comment:** This should not be an obligatory point to check and the text from the current PTI Directive should be retained. i.e. Control of odometer should be optional. If odometer reading is not-logical it could be registered but not as major default. Correct odometer reading is permanently lost at tampering.

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Item 8

- 8.1.1. Noise suppression system:
  - **Comment:** Method for measuring L-category noise should be described with threshold values. Measurement of noise at remote sensing can not be accepted as part of PTI.
- 8.2.1 exhaust emission control equipment:
  - **Comment:** point (b) already covered at point 6.1.2 (a).
- 8.2.2 Exhaust emission measurement – positive ignition engines:
  - **Comment:** Measurement of NOx emission has to have a method that can be used also in sub-zero temperatures.
- 8.2.2.1 PN measurement:
  - **Comment:** Threshold values to be given in implementing acts, not with delegated acts.
- 8.2.2.3 NOx-measurement:
  - **Comment:** Measurement of NOx emissions cannot be given with delegated acts. A useable and practice proven method for NOx measurement should be given by implementing acts. A reliable OBD/OBM readout for NOx testing can be supported.
- 8.2.3 compression ignition engines:
  - **Comment:** Comments for NOx measurement of positive ignition engines applies for compression ignition engines also.

ITEM 10: General comments for whole section:

Testing of electronic safety systems is important development of PTI. However currently access to in-vehicle data and information needed for testing is missing. Presence of optional systems and their activation status (monthly subscriptions) is impossible to find out in PTI. At this point only visual inspection of those components, that are not covered, and MIL status can be checked. The method of using electronic interface only when characteristics and data availability allows it renders the point unusable. When data and access is made difficult the data is not used and not demanded by the member states. This behavior weakens the credibility of PTI.

The PTI directive might not be the correct forum to regulate access to vehicle data, in-vehicle data or standardization of test protocols for vehicles. There should be more attention on these issues at type approval forums.

Many of the systems in point 10 use the same sensor. Radar, ultrasound, cameras and Lidar are commonly used. The correct operation and calibration of these sensors is vital for systems using these sensors. The checks for calibration of these sensors should be introduced when data and access is made possible by type approval.

Mandatory checking of these systems should come into the scope of these directives only when there is sufficient access to data. Until then testing via electronic interface should be optional.

- 10.3 Adaptive deflectors
  - **Clarification needed:** Does this item concern all categories? For categories M1 and N1 major defect is to strict for non-operational system
- 10.7 Automatic hold function:
  - **Comment:** This can be easily tested at test drive.
- 10.11 Automatic lights:

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    - **Comment:** Switching of automatic lights can easily be tested by covering the sensor of altering the lighting at the test center.
- 10.13 Electronic four-wheel steering:
    - **Comment:** Measurement of wheel angles not possible with mandatory PTI equipment.
- 10.18 Speed limited:
    - **Comment:** Testing on a test drive is impossible. Vehicle specific speed limits would be exceeded during testing.
- 10.30 Hydrogen installation:
    - **Comment:** Dismantling of vehicle is not possible at PTI and the gas tanks are usually covered in a way that PTI is unable to check them. We wonder, if pressure vessels not only hydrogen tanks should be inspected by approved/accredited testers and the document from these tests presented at PTI.
- 10.37 Bus stop brake:
    - **Comment:** Can be easily tested at a test drive
- 10.38 Kneeling:
    - **Comment:** Can be easily tested at a test drive
- 10.42 Four-wheel parking brake
    - **Clarification needed:** how does this differ from any other parking brake?
- 10.42 Front wheel locking devise:
    - **Comment:** Can be easily tested at a test drive
- 10.45 Electronic parking brake:
    - **Comment:** Testing on roller brake tester or test drive
- 10.48 Automatic eCall:
    - **Comment:** The test should not be failed because of 2g/3g connectivity when networks have been taken down in member state.
- 10.55 tachograph:
    - **Comment:** Calibration documents should be checked as a part of PTI.

RSI Directive, Article 3

Clarification: We are wondering, what is the reason for the reference to Article 3, point (11) of Regulation (EU) 2019/1242? Making this reference would mean that HDV hydrogen ICE vehicles would be ZEV also.

RSI Directive, Article 4a

Comment: The compromise text unfortunately does not reflect our position and we reject the amendments made by the Presidency. We support ES in their recent written comments.

RSI Directive, Article 5

Comment: We see that the target has gone down from 2% to 1 %, but the compromise text unfortunately does not reflect our position. We cannot accept /support any RSI targets for MSs. We should retain the current text of the RSI Directive reading targets.

Comment: We would like to have a clarification that Vehicles referred in Article 2(1), point (aa) are only N1-vehicles that are subject to a transport license.

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RSI Directive, Article 7

Questions on initial COM proposal: Can a MS decide not to require drivers to have a roadworthiness certificate in the car, if relevant authorities (i.e. the Police, Border authorities, Customs ect.) have a reliable online access to necessary PTI data?

The EUDI Wallet certificate is available on demand, so does the EUDI Wallet PTI certificate count as "…at their disposal.." always?