



EUROPEAN PARLIAMENT

2014 - 2019

Committee on Transport and Tourism

2014/0012(COD)

17.4.2015

DRAFT OPINION

of the Committee on Transport and Tourism

for the Committee on the Environment, Public Health and Food Safety

on the proposal for a regulation of the European Parliament and of the Council amending Regulations (EC) No 715/2007 and (EC) No 595/2009 as regards the reduction of pollutant emissions from road vehicles (COM(2014)0028 – C7-0027/2014 – 2014/0012(COD))

Rapporteur: Elżbieta Katarzyna Łukacijewska

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SHORT JUSTIFICATION

I. Commission proposal

The purpose of this proposal is to introduce a number of amendments to Regulation (EC) 715/2007 and Regulation (EC) 595/2009 with respect to the reduction of pollutant emissions from road vehicles. The proposal consists of five measures aimed to ensure the following objectives:

- avoid that the current ammonia (NH₃) limits for heavy duty vehicles obstruct the market-uptake of certain positive ignition vehicles, in particular vehicles running on natural gas;
- remove the upper mass limit of Regulation (EC) No 715/2007 in order to allow manufacturers to type-approve vehicles under Light Duty (LD) or Heavy Duty (HD) legislation upon the choice of the manufacturer;
- empower the Commission to introduce more severe low temperature emission limits for Euro 6 LD vehicles;
- empower the Commission to introduce NO₂ emission limits for Euro 6 LD vehicles;
- empower the Commission to propose the deregulation of methane (CH₄) emissions under the LD legislation, provided that methane emissions are included as CO₂ equivalent emissions under the EU legislation setting mandatory CO₂ emission targets for passenger cars and light commercial vehicles.

II. Rapporteur's overall position

Your Rapporteur welcomes the Commission's proposal, in particular as regards its provisions aimed at introducing NO₂ emission limits and more stringent low temperature emission limits for LD vehicles and removing unnecessary administrative burdens for the type-approval of vehicles that have no positive environmental impact.

Air pollution, both indoors and outdoors, is a major environmental risk to human health. The World Health Organisation (WHO) estimates that urban outdoor air pollution alone causes 1.3 million deaths worldwide per year. Long-term and peak exposure can lead to a variety of health effects, ranging from minor effects on the respiratory system to premature mortality. Two pollutants, ground-level ozone (O₃) and fine particulate matter (PM_{2.5}), are generally recognised as the most problematic ones. Elevated ozone concentrations alone are associated with 21 000 premature deaths per year in the EU. According to the WHO, exposure to particulate matter decreases the life expectancy of every person in Europe by an average of almost 1 year.

Exhaust emissions from LD and HD vehicles contribute significantly to air pollution. This is particularly problematic in urban areas where the motor vehicle and population density is higher. Road transport is accountable for over 40% of NO_x emissions. Alongside its direct health effects, NO₂, a component of NO_x, is also the main source of nitrate aerosols, which form an important fraction of particulate matter and, in the presence of ultraviolet light, of O₃.

Through this mechanism, NO₂ emissions aggravate O₃ and PM_{2.5} pollution problems. New motor vehicles are, on average, more energy-efficient and emit fewer pollutants than older ones. However, due to the persistent growth of road transport volume, this is not translating into an equivalent decrease of atmospheric pollutant and greenhouse emissions from road transport.

Interestingly, the Commission proposal aims to address some of these problems through the relaxation of the emission limits for ammonia (NH₃) from positive ignition HD vehicles and methane (CH₄) from positive ignition LD vehicles. The aim of those provisions is to promote the market-uptake of vehicles running on natural gas which have difficulties in meeting the current emission limits for NH₃ and CH₄. It is projected that the wider replacement of diesel by natural gas vehicles, in particular in urban areas, would have a significant positive environmental effect with respect to the emissions of NO_x and CO₂.

However, the Commission is proposing to balance this positive environmental impact with potentially slightly higher NH₃ (ammonia) and CH₄ (methane) emissions. The impact assessment has demonstrated that the increase of NH₃ emissions from removing the limit value for HD vehicles running on natural gas would be largely insignificant. Therefore, the global environmental impact of this option could be considered positive, taking into account the lower emissions of NO_x and CO₂ due to the anticipated wider use of natural gas vehicles which are currently a marginal part of the market. As regards methane emissions, the Commission should increase the limit value of total hydrocarbons (THC) emissions for positive ignition LD vehicles only if methane emissions are included, as CO₂ equivalent, in the calculation of CO₂ emissions. Your Rapporteur wishes to emphasise that the Commission should continue monitoring the evolution of ammonia and methane emissions from positive ignition vehicles placed on the market, and propose appropriate measures if necessary.

Last but not least, your Rapporteur wishes to ensure that new motor vehicles are equipped with systems assisting the driver in eco-efficient driving style in order to reduce fuel consumption, and therefore pollutant and greenhouse gas emissions. In its impact assessment, the Commission thoroughly assessed the advantages of fitting new cars with fuel consumption meters (FCM) and gear shift indicators (GSI) at a minimum cost. Therefore, your Rapporteur considers it necessary to amend Regulation 661/2009/EC in order to introduce those systems as a standard feature of new vehicles (for the relevant categories) in line with the findings of the impact assessment of the Commission.

AMENDMENTS

The Committee on Transport and Tourism calls on the Committee on the Environment, Public Health and Food Safety, as the committee responsible, to take into account the following amendments:

Amendment 1

Proposal for a regulation Title

Text proposed by the Commission

Proposal for a
REGULATION OF THE EUROPEAN
PARLIAMENT AND OF THE COUNCIL
amending Regulations (EC) No 715/2007
and (EC) No 595/2009 as regards the
reduction of pollutant emissions from road
vehicles
(Text with EEA relevance)

Amendment

Proposal for a
REGULATION OF THE EUROPEAN
PARLIAMENT AND OF THE COUNCIL
amending Regulations (EC) No 715/2007,
(EC) No 595/2009 **and (EC) 661/2009** as
regards the reduction of pollutant
emissions from road vehicles
(Text with EEA relevance)

Or. en

Justification

Regulation (EC) 661/2009 should be also amended in order to extend the use of gear shift indicators (GSI), currently mandatory only for passenger cars, and of fuel consumption meters (FCM), which are not mandatory for any category of motor vehicles. The advantages of those systems for eco-driving, as well as the limited cost (0-15 EUR) for installing them in new vehicles, were fully assessed by the Commission in the impact assessment accompanying this proposal.

Amendment 2

Proposal for a regulation Recital 6 a (new)

Text proposed by the Commission

Amendment

(6a) The potential to reduce fuel consumption, and therefore pollutant and greenhouse gas emissions, through efficient driving behaviour, so-called ‘eco-driving’, is insufficiently exploited. This is

mainly due to a lack of information or awareness on the part of drivers about how to drive efficiently. The technical means for facilitating eco-driving is focused on two types of in-vehicle systems: fuel consumption meters (FCM) and gear shift indicators (GSI). A FCM is a display presenting instantaneous fuel consumption, average fuel consumption, fuel consumption when idling and lifetime fuel consumption. A GSI indicates the optimal gear when that is different from the selected gear, and what the driver should do (shift up or down) to minimise fuel consumption. Its purpose is to give the driver of a vehicle with a manual gearbox a visual warning when a gear change is necessary. GSI have already been made mandatory in new passenger cars of category M₁ which are fitted with a manual gearbox, but not in any other type of motor vehicle such as light commercial vehicles, trucks or buses. In contrast, no legal requirement exists to fit FCM in any category of motor vehicle at present. Studies show that the potential of eco-driving can be better exploited when using both systems at the same time. Furthermore, FCM could help consumers to buy vehicles with low fuel consumption. This would be pertinent in particular in the case of heavy duty vehicles where no legal requirement exists at present to display the fuel efficiency and CO₂ emissions of vehicles offered for sale. FCM and GSI can be installed at small cost for the vehicle manufacturer but are currently often unavailable or sold as part of options packages, which impedes their widespread use. Furthermore, where available, such devices are often installed in ways that are not well suited to facilitate eco-driving (e.g. no permanent visibility, no instantaneous information on fuel consumption, divergence between the fuel consumption displayed and the actual one). It is therefore appropriate to introduce those systems as a requirement

for the type-approval of motor vehicles in Regulation (EC) No 661/2009 of the European Parliament and of the Council of 13 July 2009 concerning type approval requirements for the general safety of motor vehicles, their trailers and systems, components and separate technical units intended therefor.

Or. en

Amendment 3

Proposal for a regulation

Recital 7

Text proposed by the Commission

(7) In order to achieve EU air quality objectives and to ensure a continuous effort to reduce vehicle emissions, the power to adopt delegated acts in accordance with Article 290 of the Treaty on the Functioning of the European Union (TFUE) should be delegated to the Commission in respect of the detailed rules on the application of Regulation (EC) No 715/2007 to vehicles of categories M₁, M₂, N₁ and N₂ with a reference mass exceeding 2 610 kg but with a maximum *vehicle* mass not exceeding **5 000** kg, the specific procedures, tests and requirements for type approval, the requirements for the implementation of the prohibition on the use of defeat devices that reduce the effectiveness of emission control systems, the measures necessary for the implementation of the obligation of a manufacturer to provide unrestricted and standardised access to vehicle repair and maintenance information, the replacement of the information on the mass of CO₂ emissions in the certificate of conformity with information on total mass of CO₂ emissions equivalents, the increase or removal of the limit value of total

Amendment

(7) In order to achieve EU air quality objectives and to ensure a continuous effort to reduce vehicle emissions, the power to adopt delegated acts in accordance with Article 290 of the Treaty on the Functioning of the European Union (TFUE) should be delegated to the Commission in respect of the detailed rules on the application of Regulation (EC) No 715/2007 to vehicles of categories M₁, M₂, N₁ and N₂ with a reference mass exceeding 2 610 kg but with a maximum **technically permissible laden** mass not exceeding **7 500** kg, the specific procedures, tests and requirements for type approval, the requirements for the implementation of the prohibition on the use of defeat devices that reduce the effectiveness of emission control systems, the measures necessary for the implementation of the obligation of a manufacturer to provide unrestricted and standardised access to vehicle repair and maintenance information, the replacement of the information on the mass of CO₂ emissions in the certificate of conformity with information on total mass of CO₂ emissions equivalents, the increase or removal of the limit value of total

hydrocarbons emissions for positive ignition vehicles, the amendment of Regulation (EC) No 715/2007 for the purposes of recalibrating the particulate mass based limit values and introducing particle number based limit values that would correlate broadly with the petrol and diesel mass limit values, the adoption of a revised measurement procedure for particulates and a particle number limit value, a limit value for emissions of NO₂ and limits for tailpipe emissions at cold temperatures for vehicles approved as complying with the Euro 6 emission limits. The Commission, when preparing and drawing up delegated acts, should ensure a simultaneous, timely and appropriate transmission of relevant documents to the European Parliament and to the Council.

hydrocarbons emissions for positive ignition vehicles, the amendment of Regulation (EC) No 715/2007 for the purposes of recalibrating the particulate mass based limit values and introducing particle number based limit values that would correlate broadly with the petrol and diesel mass limit values, the adoption of a revised measurement procedure for particulates and a particle number limit value, a limit value for emissions of NO₂ and limits for tailpipe emissions at cold temperatures for vehicles approved as complying with the Euro 6 emission limits. The Commission, when preparing and drawing up delegated acts, should ensure a simultaneous, timely and appropriate transmission of relevant documents to the European Parliament and to the Council.

Or. en

Justification

According to the current legislation, two type approvals are required for different variants of the same vehicle type. This causes an unnecessary administrative burden while having no positive environmental impact. Extending the maximum permissible laden mass to 7 500 kg would allow vehicles above the current light duty mass limits of 2610/2840 kg to be either type approved under the light duty or heavy duty vehicle legislation depending upon the choice of the manufacturer.

Amendment 4

Proposal for a regulation

Recital 11

Text proposed by the Commission

(11) Regulation (EC) No 715/2007 **and** Regulation (EC) No 595/2009 should therefore be amended accordingly,

Amendment

(11) Regulation (EC) No 715/2007, Regulation (EC) No 595/2009 **and Regulation (EC) No 661/2009** should therefore be amended accordingly,

Or. en

Justification

Regulation (EC) 661/2009 should be also amended in order to extend the use of gear shift indicators (GSI), currently mandatory only for passenger cars, and of fuel consumption meters (FCM), which are not mandatory for any category of motor vehicles. The advantages of those systems for eco-driving, as well as the limited cost (0-15 EUR) for installing them in new vehicles, were fully assessed by the Commission in the impact assessment accompanying this proposal.

Amendment 5

Proposal for a regulation

Article 1 – point 1

Regulation (EC) No 715/2007

Article 2 – paragraph 2

Text proposed by the Commission

After publication of the delegated acts adopted in accordance with the second subparagraph and at the manufacturer's request, this Regulation shall apply to vehicles of categories M₁, M₂, N₁ and N₂ as defined in Annex II to Directive 2007/46/EC of the European Parliament and of the Council* with a reference mass exceeding 2 610 kg but with a maximum **vehicle** mass not exceeding **5 000** kg.

The Commission shall be empowered to adopt delegated acts in accordance with Article 14a concerning the detailed rules on the application of this Regulation to vehicles of categories M₁, M₂, N₁ and N₂ as defined in Annex II to Directive 2007/46/EC with a reference mass exceeding 2 610 kg but with a maximum **vehicle** mass not exceeding **5 000** kg. The delegated acts shall ensure in particular that at chassis dynamometer tests the actual operational mass of the vehicle is appropriately considered for determining the equivalent inertia as well as other default power and load parameters.

Amendment

After publication of the delegated acts adopted in accordance with the second subparagraph and at the manufacturer's request, this Regulation shall apply to vehicles of categories M₁, M₂, N₁ and N₂ as defined in Annex II to Directive 2007/46/EC of the European Parliament and of the Council* with a reference mass exceeding 2 610 kg but with a maximum **technically permissible laden** mass not exceeding **7 500** kg.

The Commission shall be empowered to adopt delegated acts in accordance with Article 14a concerning the detailed rules on the application of this Regulation to vehicles of categories M₁, M₂, N₁ and N₂ as defined in Annex II to Directive 2007/46/EC with a reference mass exceeding 2 610 kg but with a maximum **technically permissible laden** mass not exceeding **7 500** kg. The delegated acts shall ensure in particular that at chassis dynamometer tests the actual operational mass of the vehicle is appropriately considered for determining the equivalent inertia as well as other default power and load parameters.

* OJ L 263, 9.10.2007, p. 1."

* OJ L 263, 9.10.2007, p. 1."

Or. en

Justification

Extending the maximum permissible laden mass to 7 500 kg would allow vehicles above the current light duty mass limits of 2610/2840 kg to be either type approved under the light duty or heavy duty vehicle legislation depending upon the choice of the manufacturer. The 'maximum technically permissible laden mass' is the total mass of the combination of the motor vehicle and trailer(s) as stated by the manufacturer.

Amendment 6

Proposal for a regulation

Article 1 – point 6

Regulation (EC) No 715/2007

Article 14 a – paragraph 2

Text proposed by the Commission

2. The power to adopt delegated acts referred to in the second subparagraph of Article 2(2), Article 5(3), Article 8 and in Article 14(1) to (5) shall be conferred on the Commission for *an indeterminate* period of *time* from [...] *[Publications Office, please insert the exact date of entry into force]*.

Amendment

2. The power to adopt delegated acts referred to in the second subparagraph of Article 2(2), Article 5(3), Article 8 and in Article 14(1) to (5) shall be conferred on the Commission for *a* period of *five years from the [date of entry into force of this Directive]*. *The Commission shall draw up a report in respect of the delegation of power not later than nine months before the end of the five-year period. The delegation of power shall be tacitly extended for periods of an identical duration, unless the European Parliament or the Council opposes such extension not later than three months before the end of each period.*

Or. en

Amendment 7

Proposal for a regulation

Article 2 a (new)

Article 2a

Regulation (EC) No 661/2009 is amended as follows:

(1) In Article 1, point 2 is replaced by the following:

"2. for the type-approval of motor vehicles, in respect of tyre pressure monitoring systems, with regard to their safety, fuel efficiency and CO₂ emissions and, in respect of gear shift indicators and fuel consumption meters, with regard to their fuel efficiency and CO₂ emissions; and"

(2) In Article 3, the following point 16a is added:

"16a. 'fuel consumption meter' means a device which provides the driver with accurate information about the real fuel consumption of the vehicle, displaying at least the following data: instantaneous fuel consumption (l/100 km), average fuel consumption (l/100 km), fuel consumption when idling (l/hour) and lifetime fuel consumption (l)."

(3) In Article 5(2), the following point (na) is added:

"(na) fuel consumption meters."

(4) Article 11 is replaced by the following:

"Article 11

Gear shift indicators and fuel consumption meters

Vehicles of categories M₁, M₂, N₁ and N₂, which are fitted with a manual gearbox, shall be equipped with a gear shift indicator in accordance with the requirements of this Regulation and its implementing measures.

Vehicles of categories M and N shall be equipped with a fuel consumption meter in accordance with the requirements of

this Regulation and its implementing measures."

(5) In Article 13, the following paragraph 15a is added:

"15a. With regard to the requirements of Article 11 to fit vehicles of categories M₂, N₁ and N₂, with a gear shift indicator and to fit vehicles of categories M and N with a fuel consumption meter, the dates referred to in paragraphs 2 and 5 of this article shall be read as 1 January 2018 and 1 January 2019 respectively."

Or. en

Justification

Regulation (EC) 661/2009 should be also amended in order to extend the use of gear shift indicators (GSI), currently mandatory only for passenger cars, and of fuel consumption meters (FCM), which are not mandatory for any category of motor vehicles. These requirements shall apply from 2018 for the type-approval of new types of vehicles, and 2019 for new vehicles placed on the market, with the exception of GSI for passenger cars (M₁) which are already mandatory under the current legislation.