# COMMISSION OF THE EUROPEAN COMMUNITIES

COM(91) 285 final - SYN 356

Brussels, 6 August 1991

# Proposal for a COUNCIL DIRECTIVE

on the indication by labelling and standard product information of the consumption of energy and other resources of household appliances

(presented by the Commission)

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# EXPLANATORY MEMORANDUM

# I. INTRODUCTION

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- 1. This Directive, and the Community labelling scheme for domestic appliances that will flow from it, have a dual purpose:
  - to encourage energy conservation through a better consumer understanding and
  - to ensure that measures taken by Member States in this area do not hinder trade.
- The Council of Ministers, at their meeting on 16 September 1986, set 2. new energy objectives for the Community in 1995, which included a further improvement in energy efficiency of at least 20%. An evaluation of the energy policies of the Member States carried out in 1988 indicated that the Council's 1995 energy efficiency objective was unlikely to be attained unless stronger policy measures were taken. Energy efficiency efforts, and in particular investment in discrete energy efficiency projects, seemed to be decreasing. A recent evaluation of the Member State's energy policies confirmed the trend observed in 1988. If the rate of efficiency improvements remains at its present average level then the Community can only expect to improve energy efficiency by another 10% over 1988/95. This would be equivalent to an energy efficiency improvement of under 14% for the period 1985/95, significantly less than the objective established in 1986. While the rate of improvement prior to the 1986 oil price collapse was clearly better than that thereafter, the fact that at no point in time in the past have efficiency improvements reached the rate needed to satisfy Community energy policy objectives indicates that more stringent measures must be undertaken.

Recent changes in the perception of the security of future oil supplies generated by the Gulf Conflict and the concern for the environment have placed energy efficiency high on the political agenda. Service Survey & more & and & more & more & more & more & ----

The complacency exhibited in the area of energy efficiency has meant that the effect of economic growth on energy consumption has not been nullified by increasing efficiency, so that energy consumption has increased from 645 Mtoe in 1982 to 711 Mtoe in 1989. Energy consumption in industry has been almost static over the period (mainly due to industrial restructuring) while substantial increases in energy consumption have been recorded in the transport and building sectors. More specifically in the principal area covered by this Directive, domestic electrical demand rose from 581 Twh in 1982 to 789 Twh in 1989, an increase of 35%. Thus domestic electricity consumption has risen from 8.1% of total energy consumption in 1982 to 9.5% in 1989.

The combined Energy/Environment Council meeting in Luxembourg on November 1990 set a new target to stabilise Community CO<sub>2</sub> emissions by the year 2000 at 1990 levels. Since energy efficiency represents the single most effective means of reducing CO<sub>2</sub> emission, the achievement of the Council's stated objective will require the application of robust energy efficiency policies within the Community.

In order to assist Member States to pursue an energy efficiency policy the Council on 5 June 1989 approved a Community action programme for improving the efficiency of electricity use  $(PACE)^{(1)}$ . Moreover the Commission on 3 October 1990 proposed a Community energy efficiency programme  $(SAVE)^{(2)}$  beginning in 1991 and having a duration of five years. The main thrust of this programme is a comprehensive series of legislative actions supported by targetted pilot actions as well as a significant effort to improve information flows between Member States and between the Community and other interested parties. This proposal forms part of the SAVE programme.

The current Directive addresses the problem of how specific energy efficiency of household appliances may be improved, through better consumer information, and hence increased competition between manufacturers. The principal effect will be on electricity consumption, but appliances using other forms of energy, such as gas, will also be included. In view of this, the Commission considers the introduction of implementing directives for the appliances listed in the Directive as a matter of urgency.

(1) OJ No L 157, 9.6.1989, p. 32.
(2) COM(90) 365 final.

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# . HISTORY OF ENERGY LABELLING IN THE COMMUNITY

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In 1979 the Council passed Directive 79/530/EEC<sup>(3)</sup> intended to introduce a Community wide scheme for energy labelling of household appliances. This allowed, but did not oblige, Member States to introduce obligatory energy labels. At the same time the Council passed an implementing directive concerning overs (Directive  $79/531/EEC^{(4)}$ ). The Commission brought forward proposals for a number of other appliances. However, mainly as a result of disagreement over technical measurement standards, and margins of error, none of these proposals was accepted by the Council. This meant that interest in the scheme. and so its impact, was low. However, following this, a number of Member States took their own initiative. Germany, in particular, introduced a voluntary scheme concerning the main domestic appliances. This introduced labels, initially based on those in the Commission proposals, and product information. More recently, interest has revived, and several Member States including the Netherlands, Denmark and the UK have been working on their own schemes. In the case of Denmark this led to a formal proposal for an obligatory scheme. This was notified to the Commission on 22 April 1990 under Directive 83/189/EE<sup>(5)</sup>, which provides for Member States to inform the Commission of new technical standards and regulations and allows for their deferral, where their introduction would create barriers to the free movement of goods. The Commission then decided that such a scheme was likely to hinder trade between Member States. Accordingly, under Article 9(2) of that Directive, it asked Denmark to defer its proposal: for a year and announced its intention to propose a harmonized scheme within that time limit. Since the failure to agree on further implementing directives, further work has been done on measurement standards and methods, and there is general acceptance of a method of dealing with margins of error. Moreover, Member States experience with their own schemes has led to the resolution of many of these technical problems. This should allow previous technical problems to be overcome.

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(3) OJ NO L 145, 13.6.1979, p. 1.
(4) CJ NO L 145, 13.6.1979, p. 7.
(5) OJ NO L 109, 26.4.1983, p. 8.

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# III. NEED FOR ENERGY LABELLING AND PRODUCT INFORMATION

- The purpose of this scheme is to inform potential purchasers of the 9 energy consumption of the various appliances on offer, so they can take account of this, and of the resultant running costs, in making their purchase decisions. Various surveys have shown that the energy consumption of domestic appliances varies widely, and that, at current levels of efficiency, there is no particular relationship between energy efficiency and price or performance. Thus, if potential purchasers were aware of and understood their differences, they would tend to buy appliances which were more energy efficient, cost less to run, and caused less environmental concern. This would, through the normal competitive process, put considerable pressure on manufacturers to increase their efforts to produce more efficient appliances. However, at present, while some customers do receive this information, most do not. As a result most purchasers show no preference for energy efficient appliances, and in most Member States the market fails to encourage the manufacture of such appliances.
- 10. The scheme may also make users of these appliances more aware of how energy consumption depends on the way they use the appliance. This may, indirectly encourage them to use these appliances more efficiently.
- 11. It is difficult to assess the likely impact of a labelling and information scheme on the energy efficiency of appliances. However, technical estimates indicate that, even though the average energy consumption of appliances has fallen substantially over the last decade, there are still very large potential savings of perhaps a quarter of 208 Twh $^{(6)}(7)$  of electricity consumed by appliances listed in this directive. Clearly this potential saving will not be achieved by labelling and information alone. Experience in for example the U.S. would indicate that labelling and information schemes work best to achieve these savings when combined with other measures, such as minimum efficiency standards (either voluntary or compulsory) or fiscal measures.

(6) Estimate desired from Fitchner 'The potential for energy saving in the application of electrical energy'.

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Some of the appliances may also use other forms of energy such as gas or hot water, but the majority of energy use is electric.

# IV. COSTS AND BENEFITS OF AN ENERGY LABELLING SCHEME

12. As stated above it is difficult to give estimates of the benefit of the introduction of a universal energy labelling scheme, or indeed given the flexibility of this scheme, to estimate its costs. However it is very clear that the benefits far outweigh the costs. For example for a refrigerator, the average energy saving to the consumer over an appliance lifetime, resulting from the introduction of labelling may be of the order of ECU 25-50, while the cost of the labelling scheme, per appliance will be less than ECU 1. While the figure for other appliances may of course vary considerably, it is still clear that the benefits will be one or two orders of magnitude greater than the costs.

# V. CRITERIA FOR THE PROPOSED DIRECTIVE

- 13. The object of this scheme is to persuade consumers to buy and manufacturers to produce more energy efficient appliances. It may also, indirectly encourage their more efficient use. In order to maximize its impact there are a number of basic criteria it should fulfil:
  - (i) The scheme must be uniform. If there are a variety of differing designs of labels, or of product information fiches, for the same type of appliance, consumers may be confused when comparing rival appliances, and so may ignore the energy consumption information altogether.
  - (ii) The scheme must be universal, all appliances of a given type must be labelled. Otherwise there is a danger that consumers may prefer not to be reminded of the cost of running an appliance, and so may prefer a less efficient, but unlabelled, appliance to a more efficient one, displayed with a label.
  - (iii) The label and the fiche must be as clear as possible, while conveying as much relevant information as possible.
  - (iv) The scheme should include both a label, for those who buy 'on impulse' and a product fiche for those who are willing to devote more time to studying the relative merits of various possible appliances.
  - (v) The scheme should be flexible. In particular it should allow for updating in the light of improved efficiency of appliances, for the introduction of minimum efficiency standards (either voluntary or mandatory) and for the introduction of further appliances.
  - (vi) The scheme should be as simple to run as possible, and lead to the minimum possible costs.
  - (vil) Finally the scheme should eliminate any barriers to trade between Member States in respect of energy labelling and product information and should seek to foster the single market.

#### VI. COMMENTS ON ARTICLES OF THE PROPOSED DIRECTIVE

# Comments on Article 1

This describes the objectives of the directive. As stated above these are to avoid the obstacles to the single market that would result from the imposition of labelling schemes by individual Member States. It seeks to do this by the introduction of a uniform Community scheme that achieves the benefits sought from the national schemes, and, as far as possible, meets the above criteria.

The Article also lists those appliances whose Community wide use consumes the most energy, and makes provision for addition to this list. This may prove necessary either as the result of the introduction of new appliances, or because the global energy use of an existing appliance increases, e.g. as a result of increasing ownership.

### Comments on Article 2

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form that allows those potential purchasers, who wish to study the comparative merits of various competing models to have more complete information available in a standard form to take away and compare at leisure. It also provides a source of this information for others (Member States, consumer organizations, dealers etc.) who want to provide comparative tables. It may also be used to include information as to the environmental consequences of using the appliance, and on how to use the appliance appropriately.

# Comments on Article 4

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This deals with the respective responsibilities of dealers (mainly retailers) and manufacturers. It should be noted that only a very small proportion of appliances are displayed in shops or elsewhere, the vast majority being supplied direct to customers, probably still in their protective packing. Under the existing Directive (79/530/EEC) manufacturers are obliged to supply a complete set of labels with each appliance. This leads to a large waste of labels as only a small proportion are used. Moreover in the single market manufacturers do not know where an appliance will finally be sold, and so which language label to supply.

In view of this the present Directive provides for dealers to attach the label, ensuring it is in the correct language, and implying that it needs only be supplied in numbers sufficient for those appliances that are actually displayed. Manufacturers are allowed to work out their own system for the supply of labels in the most cost effective way possible. However, as dealers will not be able to display, and so effectively to sell, appliances if they do not have labels the Article provides for a rapid back up system in case the manufacturers' system fails, for example in the case of parallel trade, to supply the relevant label.

The Article also deals with the legal responsability for incorrect labels or information fiches. It provides that were a manufacturer provided incorrect information, or otherwise failed to fulfil its obligations then the ultimate responsibility lies with it. However, as it will be difficult to directly pursue manufacturers, the Directive provides for retailers to have joint legal responsibility, but provides for them to be indemnified by manufacturers.

### Comments on Article 5

This allows for the implementing directives to make provision for the supply of energy consumption information in those cases where potential purchasers will not see an item displayed, so helping them to make a rational choice of appliance. At present this would mainly apply to mail order, and 'catalogue shops'. The Article is only permissive, as it would not, given present experience, be possible to make provision for all such selling techniques, including any yet to be developed, nor would it make administrative sense to provide for techniques that only account for a low level of sales.

# Comments on Article 6

This applies where other Community legislation provides for other information about the same appliances, in particular for information on airborne noise, which was to be included on the label provided for under the previous energy labelling Directive (79/530). This will allow for the amalgamation of labels or information fiches where this seems appropriate.

# Comments on Article 7

This specifies the role to be played by Member States in the implementation of this scheme. Apart from ensuring the proper running of the scheme in indent (a) and (b), it obliges them (indent c) to prohibit rival labelling schemes if these could lead to confusion. Indent (d) provides that dealers must be able to take direct legal action to force manufacturers to fulfil their duties. This allows for a large degree of self policing. Similarly, indent (e) provides that consumers can take action against retailers, who will normally be much closer, and so easier to deal with. It should be noted that the measures specified in this Article need not be statutory. Thus those Member States with working ....voluntary energy labelling and information schemes. could enforce manufacturers' obligations by contract.

# Comments on Article 8

This provides Member States to monitor compliance with this Directive and the implementing directives. They may subcontract their duties under this Directive to delegated bodies.

# Comments on Article 9

This is a single market provision, which prohibits Member States from banning the marketing of appliances on grounds relating to energy consumption information, where they comply with the Directive, and with the relevant implementing directive. It does not effect any rights in relation to appliances not covered by an implementing directive, nor does it affect any rights relating to other grounds, in particular in relation to minimum efficiency standards.

# Comments on Article 10

This provides for the Commission, assisted by a committee, to take the implementing directives and to add further appliances to the list in Article 1.

# Comments on Article 11

In accordance with the Commissions's declaration annexed to the Single European Act, this provides for a consultative committee, which allows for the rapid and efficient decision making required for harmonization measures taken under Article 100a. The consultative committee is set up in accordance with Article 2, procedure 1 of Council Decision 87/373/EEC<sup>(8)</sup>, which deals with the form and procedure of such committees. This Article also provides for the consultative committee to receive information and analysis on the operation of the scheme.

## Comments on Article 12

This Article lists the elements to be specified in the implementing directives.

(8) OJ No L 197, 18.7.1987, p. 33.

# Comments on Article 13

This provides for the existing framework Directive (79/530) to be repealed. This is delayed until after Member States have implemented the present Directive, as otherwise there is a danger that measures that had been taken to implement it could loose their legal force before they had been replaced.

# Comments on Article 14

This deals with the timetable for the introduction of this Directive.

# Proposal for a <u>COUNCIL DIRECTIVE</u>

# on the indication by labelling and standard product information of the consumption of energy and other resources of household appliances

THE COUNCIL OF THE EUROPEAN COMMUNITIES,

Having regard to the Treaty establishing the European Community, and in particular Article 100a thereof,

Having regard to the proposal from the Commission $^{(1)}$ ,

In cooperation with the European Parliament<sup>(2)</sup>,

Having regard to the opinion of the Economic and Social Committee(3),

Whereas it is important to take measures to progressively achieve the internal market by 31 December 1992;

Whereas certain Member States already have their own voluntary schemes for energy labelling and the provision of other energy consumption information for domestic appliances; whereas one Member State has formally proposed to introduce its own compulsory labelling scheme, and other Member States are considering its introduction; whereas the existence of a number of compulsory national schemes would create barriers to intra-Community trade;

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(2)	OJ	No
(3)	OJ	No

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Whereas Article 130r of the Treaty requires a prudent and rational utilization of natural resources, whereas the rational use of energy is one of the principal means by which this objective can be respected and environmental pollution reduced;

Whereas the provision of accurate, relevant and comparable information on the specific energy consumption of household appliances may influence the public's choice in favour of those appliances which consume less energy, thus prompting manufacturers to take steps to reduce the consumption of the appliances which they manufacture; whereas it will also; indirectly, encourage the efficient use of these appliances; whereas in the absence of this information, the operation of the market for these appliances will fail to promote adequately the rational use of energy;

Whereas this improvement in the operation of the market for these appliances will be best achieved if there is a uniform label for all appliances of each type, if potential customers receive supplementary standardized information relating to these appliances, and if those who do not see the appliance displayed, and so have no opportunity to see the label, are also supplied with this information;

Request as in Whereas, to this end the energy consumption of and other Enformation concerning the source a security consumption of applying source a security be measured tin accordance with charmonized sources a security as a security of applying the concerned must be measured tin accordance with charmonized sources a security as a security source as a security of applying the security be possible to concern the concerned must be measured tin accordance with charmonized sources a security as a security of the security of

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(4) OJ NO L 145, 13.6.1979, p. 1. (5) OJ NO L 145, 13.6.1979, p. 7. Whereas completely voluntary schemes would lead to only some appliances being labelled, or supplied with standard product information; whoreas there is a danger that this would induce confusion for some consumers; whereas the present scheme must therefore ensure universal energy labelling and universal provision of the standard product information fiches of the relevant appliances;

Whereas household appliances use a wide variety of forms of energy, with electricity and gas being the most important; whereas the Directive must therefore in principle cover appliances using any form of energy;

Whereas Council Directive 86/594/EEC of 1 December 1986<sup>(6)</sup> on airborne noise emitted by household appliances, provides for an indication of noise emission to be included in energy labels, where these exist; whereas provision must therefore be made for the incorporation, where appropriate, of other information and labelling covered by Community schemes;

Whereas only those types of appliances whose aggregate energy use is significant and where there is significant scope for increased efficiency need be included,

HAS ADOPTED THIS DIRECTIVE:

# Article 1

- 1. The purpose of this Directive is the harmonization of national regulations on the publication, particularly by means of labelling and of product information, of information on energy consumption and information supplementary thereto for the following household appliances, even when these are sold for non-household uses:
  - refrigerators, freezers and their combinations
  - washing machines, driers and their combinations
  - dishwashers
  - ovens
  - water heaters
  - lighting appliances

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OJ No L 344, 6.12.1986, p. 24.

Further household appliances may be added to the list in accordance with Article 10(b).

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This Directive shall not apply to the rating plate or its equivalent affixed for safety purposes to such appliances.

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For the purpose of this Directive "dealer" shall mean a retailer or other person who sells or displays household appliances to end users.

# Article 2

The information relating to the consumption of energy, other essential resources and supplementary information of household appliances shall be drawn up on a comparative basis for the consumer's benefit in accordance with standards and methods laid down by Directives relating to each type of appliance adopted in implementation of this Directive.

2. This information and the details of the attachment of the label shall be defined by directives relating to each type of appliance adopted in implementation of this Directive.

3. The manufacturer shall establish the technical documentation described in paragraph (4) and it, or its authorized representative established in the Community, shall keep this documentation at the disposal of the national authorities for inspection purposes for a period of not less than 10 years after the last product has been manufactured.

Where neither the manufacturer nor its authorized representative is established in the Community, the obligation to keep the technical documentation available shall be the responsibility of the person who places the product on the Community market.

4. Technical documentation shall enable the accuracy of the label and the product information fiche to be assessed. It shall include:

- a general description of the product,

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- the results of design calculations carried out, where these are relevant,
- test reports,
- where values are derived from those obtained for similar models, the same information for these models.

# Article 3

- All manufacturers or their representatives established within the Community placing the household appliances specified in the implementing directives on the market shall supply a label in accordance with this Directive.
- 2. In addition to the labels, manufacturers or their authorized representatives established in the Community shall provide a fiche of product S-information. This fiche shall be contained in product brochures, or "other literature where these are provided by the manufacturer, or its representative established in the Community, with the appliance.

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Retailers, or other interested parties, may use the information contained in labels and in the product information fiche to provide comparative tables giving the relative performance of various models.

# Article 4

In respect of labelling and product information the following provisions shall apply:

 (a) Whenever an appliance specified in an implementing directive is displayed, dealers shall attach an appropriate label, in the position specified in the relevant implementing directive, and in the relevant

language version. They shall be responsible to their customers and to the public authorities for the accuracy of the label and the product information fiche. However, the relevant manufacturer, and where applicable its authorized representative, shall indemnify dealers if the former supply incorrect labels or product information fiches, or otherwise fail to fulfil the requirements of this Directive, or of an implementing directive.

The manufacturer or its authorized representative shall supply free of charge to dealers specified in (a), the necessary labels. They shall also provide information as to where the label is to be attached, in accordance with this Directive and the relevant implementing directive. Manufacturers or their representatives established in the Community are free to choose their own system for delivery of labels. However, they must also provide, with each appliance, an address and telex or fax number to which a dealer can send a request for labels. They must then take all necessary steps to ensure that the necessary labels are delivered within 5 working days of their receipt of the request. They shall be primarily responsable for ensuring that the labels and product information they supply complies in all respects with the requirements of this Directive, and of the relevant implementing directive.

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# <u>Article 5</u>

Where the relevant appliances are offered for sale by mail order, by catalogue, or by other means which imply that the potential customer cannot be expected to see the appliance displayed, the implementing directives may make provision to insure that the potential customer is provided with the information specified in the label, or the product information fiche.

# Article 6

The implementing directives shall require that the label and the fiche contain information on airborne noise, where such information is produced pursuant to Directive 86/594. It may also require that other public information relating to the relevant appliance, which is produced pursuant to other Community legislation, shall be incorporated on the label, or in the fiche.

(b)

# Article 7

Every Member State shall take all necessary measures to ensure:

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- a) that all manufacturers, their representatives and dealers established in their territory fulfil their obligations under this Directive;
- b) that any label relating to energy consumption which is displayed within its territory to potential purchasers and which is attached to an appliance, in relation to which an implementing directive is in force, complies in all respects with the requirements of this Directive and of the relevant implementing directives;
- c) that the display in a similar manner of labels, marks, symbols or inscriptions relating to energy consumption which do not comply with the requirements of this Directive and of the relevant implementing directives is prohibited, if this is likely to mislead or confuse;
- d) that, where manufacturers or their representatives fail to fulfil their obligation under this Directive, or an implementing directive, that dealers are able to take appropriate legal action to enforce compliance, and to recover damages;
- e) that, where dealers fail to fulfil their obligations under this Directive, that actual or potential customers, or other interested parties, are able to take appropriate legal action to enforce compliance and to recover damages.

# Article 8

Compliance with the national provisions bringing into force this Directive, and the implementing directives, shall be verified, by Member States, after the appliance has been placed on the market. Member States shall supply the Commission with any appropriate information and statistics on the operation of the system.

# Article 9

1. No Member State may either prohibit or restrict the placing on the market of the household appliances covered by an implementing directive on grounds relating to the indication by labelling of their energy consumption or other information compulsorily included on the label, where the provisions of this Directive and of the implementing directives are satisfied.

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2. Without prejudice to the outcome of any checks carried out by Member States once such appliances are displayed to potential purchasers, Member States shall deem the attaching of the relevant label to and the provision of the relevant fiche for the household appliances covered by an implementing directive and which have been placed on the market, or displayed, to comply with the provisions of this Directive and the implementing directives in respect of labelling, and of the product information fiche.

# <u>Article 10</u>

The main measures relating to the establishment and operation of the scheme shall be adopted and adapted to technical progress in accordance with the procedure laid down in Article 11. These measures include:

a) the implementing directives;

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# Article 11

A consultative committee composed of the representatives of the Member States and chaired by the representative of the Commission is hereby set up to assist the Commission in taking the measures referred to in this Directive and, in particular, in Article 10.

The representative of the Commission shall submit to the committee a draft of the measures to be taken. The committee shall deliver its opinion on the draft within a time limit which the chairman may lay down according to the urgency of the matter, if necessary by taking a vote.

The opinion shall be recorded in the minutes; in addition, each Member State shall have the right to ask to have its position recorded in the minutes.

The Commission shall take the utmost account of the opinion delivered by the committee. It shall inform the committee of the manner in which its opinion has been taken into account.

## Article 12

The implementing directives shall specify:

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- a) the exact definition of the type of appliances to be included;
- b) the measurement standards and methods to be used in obtaining the information referred to in Article 2(2);
- c) the design and content of the label specified in Article 3(1);
- d) the location in which the label shall be fixed to the appliance.
   Where appropriate it may also make provisions for a label to be attached to or printed on the packaging;
- e) the content of the fiche of further information specified in Article 3(2). They may also specify its format, and other details as to how it shall be provided;

f) they may specify the information to be provided in the case of offers for sale covered by Article 5, and the manner in which it is to be provided.

# Article 13

Directive 79/530/EEC is hereby repealed, with effect from the moment when all Member States bring into force the provisions necessary to comply with this Directive.

Directive 79/531/EEC shall be considered as implementing this Directive for electric ovens; however, Member States may refrain from its compulsory implementation, until a date set in a revised implementing directive adopted pursuant to Article 10.

# Article 14

1. Member States shall adopt the provisions necessary to comply with this Directive by 1 July 1992 and shall bring them into force by 1 January 1993. They shall immediately notify the Commission of their adoption.

When Member States adopt these provisions, these shalls contains and sold in a second state of the second shalls be accompanied by such references to this Directive or shalls be accompanied by such references to this Directive or shalls be accompanied by such references of the insofficial croublication. The procedure for such a first second state second state second seco

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# Article 15

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