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Lower vehicular primary emissions of NO₂ in Europe than assumed in policy projections

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Many European countries do not currently meet legal air quality standards for ambient nitrogen dioxide (NO₂) near roads; a problem that has been forecast to persist to 2030. Whereas European air quality standards regulate NO₂ concentrations, emissions standards for new vehicles instead set limits for NO_x – the combination of nitric oxide (NO) and NO₂. From around 1990 onwards, total emissions of NO_x declined significantly in Europe, but roadside concentrations of NO₂ – a regulated species – declined much less than expected. This discrepancy has been attributed largely to the increasing usage of diesel vehicles in Europe and more directly-emitted tailpipe NO₂. Here we apply a data filtering technique to 130 million hourly measurements of NO_x, NO₂ and ozone (O₃) from roadside monitoring stations across 61 urban areas in Europe

over the period 1990 to 2015 to estimate the continent-wide trends of directly emitted NO₂. We find that the ratio of NO₂ to NO_x emissions increased from 1995 to around 2010 but has since stabilised at a level that is substantially lower than is assumed in some key emissions inventories. The proportion of NO_x now being emitted directly from road transport as NO₂ is up to a factor of two smaller than the estimates used in policy projections. We therefore conclude that there may be a faster attainment of roadside NO₂ air quality standards across Europe than is currently expected.

1 Since the mid-1990s the European vehicle fleet has undergone considerable diesellisation¹⁻⁴
2 with incentivisation over other fuels and technologies on the basis of predicted fuel effi-
3 ciency, lower CO₂ emissions, and increased driving performance.⁵⁻⁷ By 2014 diesel vehicles
4 accounted for an average of 53 % of new European passenger vehicle sales compared to
5 14 % in 1990, in contrast to little increase in their adoption into US fleets.^{3,4} The pro-
6 portion of diesel powered vehicles across Europe has contributed to widely published
7 problems where legal ambient air quality standards are breached, usually near roads. Of
8 particular concern in recent years is nitrogen dioxide (NO₂) although particulate matter
9 (PM) is also important.⁸ Many European Union (EU) member states are struggling to
10 comply with the 2008/50/EC Air Quality Directive which sets legal limits for hourly and
11 annual average NO₂ concentrations.⁸⁻¹⁰ While total national emissions of NO_x (NO +
12 NO₂) have shown reductions in Europe, urban concentrations of NO₂ have decreased less
13 than expected and this has been attributed to the growth in diesel fuelled vehicles.¹¹⁻¹⁹

14 The impacts on public health of NO₂ are significant both through direct harm on
15 inhalation and as a precursor to secondary pollutants ozone (O₃) and PM.²⁰ Published
16 estimates of premature deaths due to NO₂ in 28 EU countries were reported to be 72 000

17 annually, based on a 2012 analysis year.²¹ Roadside locations are perhaps the most im-
18 portant places where NO₂ must be controlled because this is where human exposure is
19 at its highest. These are challenging locations from a legal compliance perspective — of
20 all the reported exceedances of EU hourly and annual limit values in 2016, 94 % of those
21 occurred at roadside monitoring locations.²²

22 NO₂ concentrations at roadside locations are primarily controlled by local road trans-
23 port and are influenced by, firstly, the total amount of NO_x emitted and then the fraction
24 of that NO_x that is directly emitted as NO₂.²³ A shift towards higher NO₂/NO_x emissions
25 from road transport can lead to a counter intuitive situation where total NO_x emissions
26 can fall over time, yet roadside concentrations of NO₂ do not decline. The influence of
27 this key ratio in driving trends and forecasts has already been shown in central London.¹⁶
28 Predictions of future NO₂ concentrations in Europe must make assumptions about this
29 NO₂/NO_x ratio, and predicted increases in this ratio are in part, behind a predicted lack
30 of air quality standard attainment in many cities until 2025–2030.¹⁵ Despite the critical
31 importance of the NO₂/NO_x ratio in controlling urban roadside concentrations, specific
32 limits do not exist as part of European vehicular emission standards tests. New European
33 vehicle tests report only total NO_x (NO + NO₂) in exhaust gases and whilst emission stan-
34 dards set limits for total NO_x they do not speciate between NO and NO₂. Beyond initial
35 new vehicle tests little is known about how technologies such as diesel oxidation catalysts
36 (DOC) and diesel particulate filters (DPF) influence this ratio in the real-world, despite
37 the high profile given to the topic since the Volkswagen (VW) emissions scandal.^{7,24} The
38 implications of not correctly estimating NO₂/NO_x ratios in policy support tools such as
39 COPERT and HBEFA have been described by others.^{25–28}

40 Although recent NO_x emission underestimates from passenger cars have received most

41 media attention, other vehicles such as heavy duty vehicles (HDVs) and buses are also
42 important in controlling roadside NO₂ because they are predominately diesel fuelled. In
43 this study, which focuses on NO₂ trends in urban areas, it is expected that light duty
44 vehicles (LDVs) and urban buses will make significant contributions to vehicle emissions.
45 It should also be noted that in terms of emissions data availability there is considerably
46 more information available on passenger cars compared with other types of vehicles. As a
47 consequence, there is uncertainty in both the absolute and relative contributions to NO_x
48 and NO₂ from these additional transport sources.

49 The NO₂/NO_x ratio from diesel vehicles is controlled by both engine and exhaust
50 control technologies that have advanced in response to the ‘Euro’ series of emissions stan-
51 dards. The introduction of Euro 3 in 2000 saw the introduction of DOC into passenger
52 vehicles; where in the presence of excess oxygen, NO can be oxidised to NO₂ over DOC
53 metal catalysts resulting in more direct NO₂ being emitted.^{16,29,30} The introduction of
54 DPF in 2009 for compliance with the Euro 5 emission standards introduced a further
55 technology that could lead to additional direct tailpipe NO₂.³¹ However, as each pro-
56 gressive Euro standard has been introduced there have been no systemic observations of
57 how new exhaust technologies might affect the NO₂/NO_x ratio in real world emissions,
58 or evaluation of whether the emissions inventories that need this ratio for forecasts, and
59 that unpin policy, are performing well.

60 **Ambient observations to determine the NO₂/NO_x trend**

61 Using the measured roadside atmospheric ratio of NO₂ to NO_x (NO₂/NO_x ratio, expressed
62 as a molar volume ratio) is one effective way of determining the influence on NO₂ of in-
63 creased proportions of diesel vehicles in a fleet, as well as a method to detect change in

64 after treatment technologies resulting from progressive tightening of the Euro standards.
65 Since there is no systematic set of vehicle exhaust measurements that show NO_2/NO_x
66 trends we look instead at the combined national data sets of ambient monitoring infor-
67 mation which measure NO and NO_2 in air. We carefully filter these datasets for roadside
68 locations where the ratio of these two species can be taken as a proxy for the exhaust
69 emission ratio. We note that there is considerable diversity in the penetration and uptake
70 of diesel vehicles, typical vehicle lifespans, and climates when considering Europe as a
71 whole. The analysis in this section uses data from roadside monitoring sites across 61
72 European urban areas between 1990 and 2015. The combined European trend (Fig. 1)
73 for the 61 areas demonstrates a clear increase in annual mean NO_2/NO_x ratio between
74 1995 and 2010. The aggregation was performed on the mean for each city in each year to
75 ensure the results were not biased towards cities with more measurement locations, such
76 as London.

77 Figure 1 shows three distinct periods where NO_2/NO_x ratio behaviour differed. The
78 first, from 1990 to 1994 coincides with a pre-Euro 3 fleet that did not use diesel oxidation
79 catalysts (DOCs) and the ratio was stable within the uncertainty of the slope estimate
80 and less than 10 % (Supplementary Table 2). The second period from 1995 to 2008 is a
81 period where there was a clear, sustained, and significant increase in the NO_2/NO_x ratio
82 corresponding to a period of growth in diesel passenger cars numbers and the introduction
83 of DOC to new vehicles via Euro 3 and Euro 4. Over this period the ratio increased to a
84 peak value of approximately 16 % in 2010. The third period is characterized by a stabili-
85 sation in the NO_2/NO_x ratio and coincides with the introduction of Euro 5 vehicles fitted
86 with diesel particle filters (DPFs). The second period is the only period that shows a
87 statistically significant change NO_2/NO_x ratio. The trends shown in Fig. 1 broadly follow

88 the pattern of reported changes in emissions seen from sporadic remote sensing measure-
89 ments of almost 70 000 vehicles in London (during 2012), with a progressive increase in
90 NO_2/NO_x ratio for diesel passenger cars and light vans from pre-Euro to Euro 5.³²

91 Although the ambient derived NO_2/NO_x ratio turning points in Fig. 1 broadly coincide
92 with identifiable regulatory landmarks, the changes are more complex than they would
93 first appear. First, when a new Euro class is introduced, it takes time for those new
94 vehicles to significantly penetrate the vehicle fleet and affect overall emissions. Second,
95 the emissions characteristics of vehicles will be expected to change as they age. For
96 example, a Euro 3 car introduced in year 2000 will be $\approx 5\text{--}6$ years old at the end of the
97 Euro 3 period. Analysis of vehicle emission remote sensing data has shown that vehicle
98 ageing tends to decrease the NO_2/NO_x ratio of diesel passenger cars (and likely other
99 types of vehicles fitted with DOC).^{16,33} All these influences, as well as other local effects,
100 contribute to the overall pattern seen in Fig. 1. Nevertheless, it is clear that on average,
101 across Europe, the ratio has not continued to increase after 2010 and is now declining.

102 At an European level, mean annual roadside NO_x concentrations demonstrated an
103 overall decrease from 1998 to 2015 with mean NO_x concentrations reducing from 338 to
104 $228 \mu\text{g m}^{-3}$ (Fig. 2). Before 1998, the NO_x means are scattered due to fewer sites and
105 observations and larger uncertainties concerning the quality of the measurements. This
106 decrease can be attributed to improved vehicular NO_x emission control during this period.
107 Fig. 2 shows that mean NO_x concentrations have remained stable since 2010, however,
108 the trend in NO_2 concentrations (the regulated species of NO_x) differs from total NO_x in
109 several important ways. First, NO_2 concentrations tended to increase over the period from
110 around 1997 to 2009 (despite concentrations of NO_x decreasing). Second, concentrations
111 of NO_2 have tended to decrease from around 2009 at a time when concentrations of

112 NO_x have been stable. These changes in concentrations are consistent with the changes
113 calculated for the NO₂/NO_x ratio, shown in Fig. 1.

114 **Spatial analysis of roadside NO₂/NO_x over Europe**

115 The Europe-wide aggregation displayed in Fig. 1 hides the diversity of trends in the
116 NO₂/NO_x ratio across European roadside monitoring sites, urban areas, and countries.
117 When estimates of the NO₂/NO_x ratio were aggregated at an urban level, a peak ratio
118 was observed at or near 2010 in most European urban areas (Fig. 3). The trends in
119 NO₂/NO_x ratio are shown for two periods 2005 to 2010 and 2010 to 2015. Over the first
120 period most urban areas showed an increase in NO₂/NO_x, most pronounced in western
121 and central Europe. For the later period the majority of regions showed a declining trend
122 in NO₂/NO_x albeit generally smaller than the earlier increases.

123 Seven percent of the urban areas however showed opposing trends most likely reflect-
124 ing unique and localised site or urban area conditions. Some of these urban areas includ-
125 ing Amsterdam (Netherlands), Barcelona (Spain), Milan (Italy), and Krakow (Poland)
126 demonstrate a levelling-off of the NO₂/NO_x ratio but had not shown decreasing trends
127 by 2015. Other urban areas such as Dublin (Ireland which had the largest delta), Rotter-
128 dam (Netherlands), some urban areas in central United Kingdom, and Helsinki (Finland)
129 showed further increases in NO₂/NO_x by 2015. Some urban areas, most conspicuously
130 in Reykjavík (Iceland), are not shown in the 2010–2015 panel (b) in Fig. 3. This was
131 due to the absence of more-recent observations, usually due to O₃ or NO_x monitoring site
132 closures or when the EU member state stopped reporting NO_x and NO alongside NO₂. It
133 is very difficult to attempt attribute the underlying causes of the 7 % outliers; it may be
134 associated with fleet makeup or indeed other local factors such as changing road layouts,

135 new sources and urban infrastructure. In the absence of consistent information across
136 Europe on these factors we do not speculate further.

137 The overwhelming consistency seen in the 93 % of urban areas and across the whole
138 of the continent is however strongly suggestive of a European-scale influence on primary
139 NO_2 , not that this change in NO_2/NO_x is a result of a series of uncoordinated local factors.
140 These changes are consistent with a steady evolution of the European fleet as a whole, for
141 example, the effect of Euro standards and technologies, rather than trends driven by city
142 or country specific interventions such as changes to local urban public transport fleets,
143 introduction of congestion zones, and so on.

144 **Potential factors controlling recent declines in NO_2/NO_x**

145 Whilst the periods of increase in the NO_2/NO_x ratio can be rationalised based on previous
146 evidence, the recent declines in ratio from around 2010 are more difficult to understand
147 because diesel vehicles continue to use DOC with DPF. We raise here some potential
148 factors that could explain this result. Remote sensing measurement of selected vehicles
149 has showed that selective catalytic reduction (SCR) control systems introduced on heavy
150 duty vehicles have improved, resulting in both lower overall emissions of NO_x and a better
151 control of NO_2 .¹⁶ Although the numbers of heavy duty vehicles passing each monitor is
152 unknown across Europe, this technology working on part of the fleet may have contributed
153 to the ratio declining. A second potential factor is the ageing of exhaust control systems
154 themselves, and an engineering shift towards ‘catalytic thriftiness’. This refers to vehicle
155 manufacturers and catalyst developers progressively reducing the amount of platinum
156 group metals used in exhaust systems which in turn has a consequence of reducing the
157 amount of NO_2 generated. Finally, evidence from vehicle emission remote sensing shows

158 that as light duty diesel vehicles age, the NO_2/NO_x ratio does decrease over time although
159 the extent of this is uncertain.¹⁶ It would seem plausible that all of these poorly understood
160 factors could, in combination, contribute to the stabilisation and decline seen in NO_2/NO_x
161 ratio since 2010. However, with ambient data alone, it is impossible to quantify the
162 individual contributions robustly.

163 **Comparisons to emissions inventories**

164 The Europe-wide primary NO_2/NO_x estimated by the observational filtering method here
165 differs substantially from previous works which report roadside NO_2/NO_x ratio trends.
166 Other inventories estimate higher NO_2/NO_x than what we see in the real world. A
167 modelled estimate of traffic emissions at a national and European level in five year intervals
168 between 2000 and 2030¹⁵ predicted NO_2/NO_x to increase $\approx 25\%$ by 2020 and stay at this
169 level until 2030 (Fig. 4). Using these model estimates of NO_2/NO_x around 30 monitoring
170 areas were then forecast to still be in breach of the European NO_2 air quality standard in
171 2030. The current United Kingdom (UK) vehicular primary NO_2 emission factors are also
172 predicted up to 2030 in the National Atmospheric Emissions Inventory (NAEI).³⁴ The UK
173 emission factors are derived from the COPERT database with modelling of predicted fleet
174 changes in the future. The UK primary NO_2 emission factors for all UK urban areas are
175 currently predicted to reach a peak NO_2/NO_x ratio in 2015 at 23% (Fig. 4). After 2015,
176 the UK emission factors decrease until 2030 to a minimum ratio of 17%.

177 Both emission estimates appear to substantially overstate the current fraction of emis-
178 sions that is directly released as NO_2 , in one case by nearly a factor two for the year 2015,
179 and the measured vs. modelled trends are currently diverging further from one another.
180 If primary NO_2 emissions remain similar or even further decreases as the current analysis

181 suggests, the use of these inventory estimates for air quality modelling purposes would
182 result in overly pessimistic future predictions of compliance with European NO₂ ambient
183 air quality standards.

184 **Impact on the attainment of air quality standards**

185 Policy projections of air quality that use too high a value for the NO₂/NO_x ratio will
186 predict higher concentrations of roadside NO₂ than may actually occur for the same
187 total amount of NO_x emitted. As an example of the potential changes brought about
188 by using different NO₂/NO_x ratios, we compare how ambient concentrations would vary
189 based on the current range of estimates. The most recent ratio reported here by the
190 filtering method was 14.5 % in 2015 while the other reported estimates ranged from 25
191 to 22 % (Fig. 4). To estimate the influence of differing primary NO₂ assumptions on
192 roadside annual mean NO₂ concentrations, we have considered the roadside increment of
193 NO_x concentration at each measurement site *i.e.* the increment in NO_x concentration
194 above urban background values of NO₂. Two scenarios have been considered: first, that
195 the roadside NO_x increment is associated with a NO₂/NO_x ratio of 14.5 % and second,
196 that it is associated with a ratio of 23 %. Considering all European roadside sites, the
197 mean difference in NO₂ concentration between these two scenarios is 6.6 μg m⁻³. The
198 current analysis, which applies data filtering techniques, is not strictly consistent with
199 the changes expected to annual mean NO₂ concentrations because only a subset of data
200 have been analysed. However, the changes in the NO₂/NO_x ratio identified will have a
201 strong influence on annual mean NO₂ concentrations close to roads.

202 The impact of differing primary NO₂ assumptions will clearly vary depending on indi-
203 vidual sites. However, for the most polluted NO₂ sites in Europe, examples being Brixton

204 Road and Farringdon Street in London, the annual mean difference in NO₂ from the traffic
205 contribution could be as much as 19 µg m⁻³. Differences in projected NO₂ of this kind of
206 magnitude are highly significant when compared against targets for compliance with the
207 European annual NO₂ ambient standard which is currently 40 µg m⁻³. In this respect, cur-
208 rent air quality modelling of roadside NO₂ that uses these unrealistically high NO₂/NO_x
209 ratios for the future will tend to also be overly pessimistic. Should NO₂/NO_x ratios of
210 the kind now being observed across Europe be projected forward for the next decade then
211 attainment of annual roadside NO₂ standards in many places might be achieved sooner
212 than is currently predicted.

213 We note however the substantial disconnections that still exist between the legislative
214 controls being placed on reporting vehicle emissions and air quality standards designed
215 to protect public health. By only requiring the reporting of total NO_x from new vehicles,
216 and not NO and NO₂ as separate quantities, the later impacts of those vehicles, and how
217 they influence the regulate pollutant NO₂, cannot be assessed. The continued lack of any
218 systematic collection of information on changes to NO and NO₂ emissions as vehicles age
219 is a further gap in evidence that if filled would greatly improve the reliability of future
220 forecasts of air quality in cities.

221 **Methods**

222 **Data**

223 The primary data sources for the air quality data used in this study were the European
224 Environment Agency (EEA) AirBase and air quality e-Reporting (AQER) data repos-
225 itories.^{35,36} These two repositories cover all European Union (EU) member states and
226 other cooperating countries such as those in the European Economic Area (EEA) and
227 Switzerland. The AirBase repository contains observational data during 1969–2012 but
228 from 2013 onwards, the AirBase system was superseded with the more comprehensive
229 AQER reporting system. AQER uses new data vocabulary, file formats, and requires
230 EEA member states to report a range of observational units called “data flows” which
231 were not required for AirBase. The AQER system uses the XML (Extensible Markup
232 Language) file format to transfer data but it is common for other file formats to be used
233 alongside XML for some data flows.

234 The AirBase and AQER data were cleaned and inserted into a single database with
235 a simple data model.³⁷ The AirBase data are available in well-formatted tabular text
236 files which only required decoding of their file names to be used. However, the AQER
237 XML documents were a far greater challenge due to the need to parse different obser-
238 vational units to create a coherent and decoded data model. Despite AQER formalising
239 XML schemas, many variations were found across the member states’ files which required
240 significant development to ensure that the variations were handled correctly.

241 The database was also supplemented with other data where available. London for
242 example, has a much larger air quality monitoring network which is not represented by
243 AirBase and the AQER repositories because these monitoring activities are coordinated

244 by other bodies and do not form part of the national network. Therefore, these additional
245 sites and data were accessed using **openair**, which accesses data from King’s College Lon-
246 don.^{38,39} These additional sites follow equivalent quality assurance and quality procedures
247 as the national network. Many countries have not reported the full complement of NO,
248 NO₂, and NO_x presumably due to a lack of a legal obligation and file size concerns. The
249 analysis reported here required both hourly NO₂ and NO_x to be present for a monitor-
250 ing site and therefore the missing variables were derived from the other components if
251 possible. In the case of Paris, the additional NO_x was accessed through the Airparif web
252 portal.⁴⁰ Once the cleaning and tidying was complete, the database contained 2.7×10^9
253 observations from 8 400 air quality monitoring sites.^{37,41}

254 The data import, transformation, and tidying was conducted with R and the database
255 technology used was PostgreSQL.^{42,43} NO_x data spanned from 1973 to 2015, but the
256 analysis focused on years between 1990 and 2015 when the operation of chemiluminescent
257 NO_x instrumentation was wide-spread throughout Europe.

258 **NO_x filtering method**

259 To isolate the primary NO₂ component, a multi-step filtering process was conducted which
260 was similar to past calculation of CO/NO_x ratios by other authors (for example see^{44,45}).
261 The first step was to choose urban areas and these were generally identified by the Euro-
262 pean Commission’s Functional Urban Area definition.⁴⁶ A Functional Urban Area includes
263 a city and their commuting zones, which is approximately equivalent to a metropolitan
264 area. The spatial boundaries (polygons) for these urban areas were obtained from the
265 AQER zones data flow which form the official EU air quality management zones. When
266 the polygons were not available or not suitable for use in the AQER repository, the appro-

267 priate administrative boundaries were scraped from OpenStreetMap.^{47,48} These polygons
268 were then used as a spatial boundary for an urban area and only monitoring sites within
269 the boundary were selected and used. Seventy-six urban areas were identified and used
270 but after the filtering process, 61 urban areas had the variables and volume of data needed
271 for the analysis. An European urban area map can be found in Supplementary Fig. 1.

272 For each urban area that was defined with a boundary, a representative ozone (O_3)
273 background site was identified. The representative O_3 site had the requirements of having
274 a continuous monitoring operation, *i.e.* not a seasonal site and having an hourly time
275 series of at least five years. These O_3 time series were used to represent the typical urban
276 background concentrations of O_3 for each urban area. In some situations, an unbroken
277 time series was unavailable, usually due to monitoring site closures, therefore more than
278 one representative O_3 site was used to gain a minimum of five years of O_3 data. No data
279 capture filters were applied to the observations. Sites classified as urban background were
280 prioritised over other site types but for seven urban areas this was not possible and an
281 industrial or roadside site was used. One-hundred and thirty million hourly measurements
282 of NO_2 , NO_x , and O_3 were evaluated from 488 sites. Details on the urban areas and the
283 O_3 monitoring sites can be found in Supplementary Table 3.

284 After a representative O_3 site was identified for an urban area, hourly NO_2 and NO_x
285 observations from traffic, roadside, and kerbside sites were filtered to include only traffic-
286 dominated periods between 06:00–18:00 (Coordinated Universal Time, Eastern European
287 Time, or Central European Time depending on location; Supplementary Table 3) for week-
288 days (Monday–Friday), and when the representative O_3 background concentrations were
289 low. Low- O_3 conditions were considered when hourly concentrations were $\leq 10 \mu\text{g m}^{-3}$
290 (5 ppb). The low- O_3 threshold was varied to determine the effect on the calculated ratio of

291 NO₂ to NO_x. Varying the absolute value of the threshold between 5 and 30 µg m⁻³ did not
292 alter the patterns which were determined, only the absolute values of the NO₂/NO_x ratio
293 due to an increase of contamination of non-primary NO₂ (Supplementary Fig. 2). The
294 10 µg m⁻³ threshold allowed for more recent years with higher urban O₃ concentrations
295 when compared to earlier time periods to have an adequate number of observations which
296 could be used to estimate the NO₂/NO_x ratio which was not the case for the 5 µg m⁻³
297 threshold.

298 The filtering process removed many of the total NO₂ and NO_x observations but had
299 the goal of isolating the times when the influence of the NO + O₃ reaction was negligible.
300 These conditions would therefore represent those when the roadside increment in NO₂
301 above background would be dominated by primary NO₂ emissions from vehicles using the
302 road. A potential source of uncertainty is the use of chemiluminescent NO_x analysers with
303 molybdenum catalysts in most analysers for compliance monitoring. These instruments
304 are affected by interference due to NO_y species, which are detected as NO₂. However, at
305 roadside locations, and in particular for increments above local background concentrations
306 with very little ageing of the airmass, the influence of NO_y species is expected to be
307 negligible.⁴⁹ A potentially more important interferent is the direct emission of nitrous
308 acid (HONO), which would also be detected as NO₂ in these instruments. Measurements
309 of HONO in vehicle exhausts suggests only low amounts are emitted and its effect would
310 be small. For example,⁵⁰ measured a HONO/NO_x ratio of $2.9 \pm 0.5 \times 10^{-3}$.

311 **NO₂/NO_x ratio estimation**

312 After the filters had been applied, for each site and year combination, the NO₂/NO_x ratio
313 was calculated with robust linear regression with an MM-estimator. The use of the linear

314 model in this way allowed for the slope to be estimated, which represents an estimate of
315 the the primary NO_2/NO_x ratio. The robust linear regression functions were provided
316 with the **MASS** R package.⁵¹ The robust regression technique is hardened against out-
317 liers by a high breakdown point which helped handle noisy observations before 2000 in
318 some locations. When ratios were sequentially aggregated to urban area, country, and
319 European level the arithmetic mean was used as the summary function. For n values, see
320 Supplementary Table 2. After the NO_2/NO_x ratio estimates were aggregated to European
321 level, the trend was non-monotonic. The breakpoints in the trend were identified with the
322 **segmented** R package and three linear least squares regression models were calculated
323 to represent the pieces of the trend.^{52,53}

324 **Method validation**

325 The filtering method employed was tested with a total oxidant ($\text{OX} = \text{NO}_2 + \text{O}_3$) method
326 reported by Jenkin⁵⁴. OX can be thought of as the sum of regional and local oxidant
327 contributions at a monitoring site. Like the filtering method, if the OX method is applied
328 to a roadside site, the local oxidant component can provide an estimate of the primary
329 NO_2/NO_x ratio. Therefore the estimates of the filtering and OX methods can be directly
330 compared. The OX method has the limitation of requiring O_3 observations as well as NO_x
331 observations. However, the measurement of O_3 at roadside sites is uncommon. The two
332 methods showed very good agreement and for London Marylebone Road, a monitoring site
333 reported by Jenkin⁵⁴, the methods demonstrated near-equivalence for the years 1997–2014
334 (Supplementary Fig. 3).

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483 **Author contributions**

484 DCC designed the research questions and with SKG developed and evaluated the appro-
485 priate methods. SKG processed the European air quality data and with DCC conducted
486 the data analysis. SKG, DCC, ACL and SJM wrote the paper.

487 **Data availability**

488 The datasets analysed in the current study are publicly available, are referenced in
489 the text, and can be accessed from the AirBase ([https://www.eea.europa.eu/data-and-](https://www.eea.europa.eu/data-and-maps/data/airbase-the-european-air-quality-database-8)
490 [maps/data/airbase-the-european-air-quality-database-8](https://www.eea.europa.eu/data-and-maps/data/airbase-the-european-air-quality-database-8)) and the European Environment
491 Agency's Central Data Repository (<http://cdr.eionet.europa.eu>) repositories.

492 **Code availability**

493 The code used to estimate the NO₂/NO_x ratios and to aggregate the ratios are available
494 from the corresponding author on reasonable request. All software used for data storage
495 and analysis is referenced in text and is open-source.

496 **Competing financial interests**

497 The authors declare no competing financial interests.

498 **Figure captions**

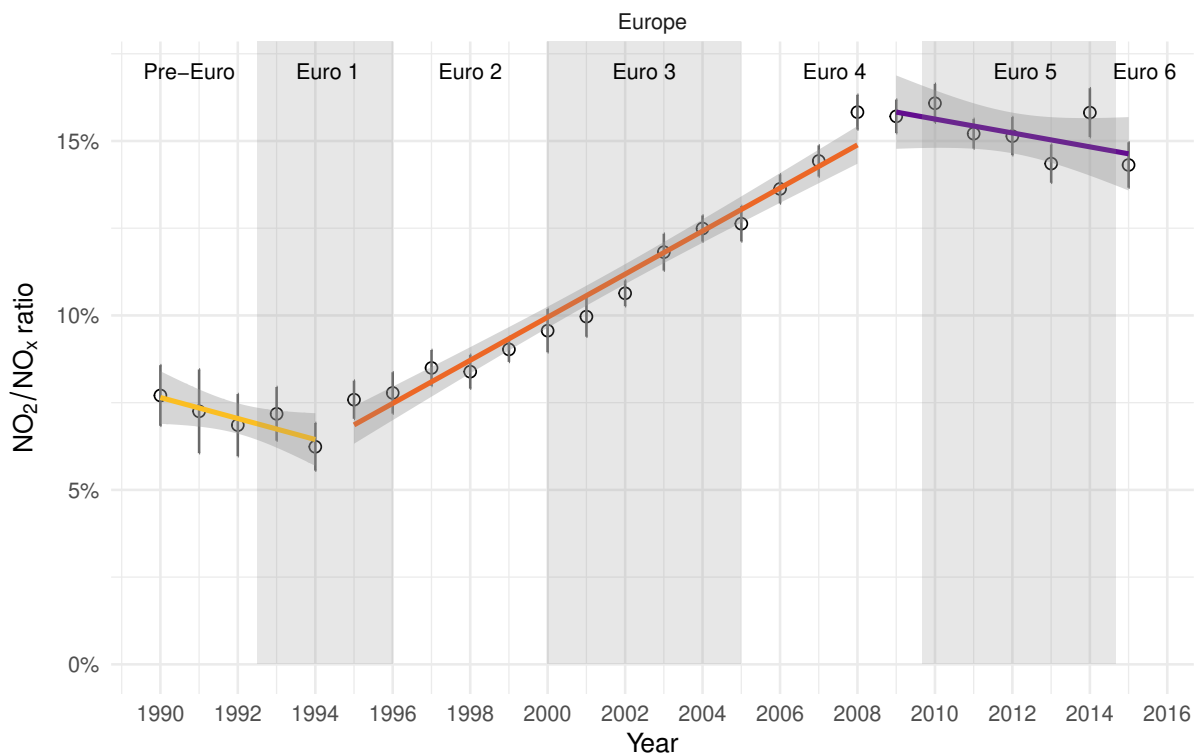


Figure 1: Mean NO_2/NO_x ratio for all roadside monitoring sites for the 61 European urban areas analysed between 1990 and 2015. The error bars represent the 95% confidence intervals of the slope estimates based on the number of samples (for extra details see Supplementary Table 1). Linear regression models were applied to three separate periods: 1990–1994, 1995–2008, and 2009–2015 identified by segmented regression (see Supplementary Table 2).

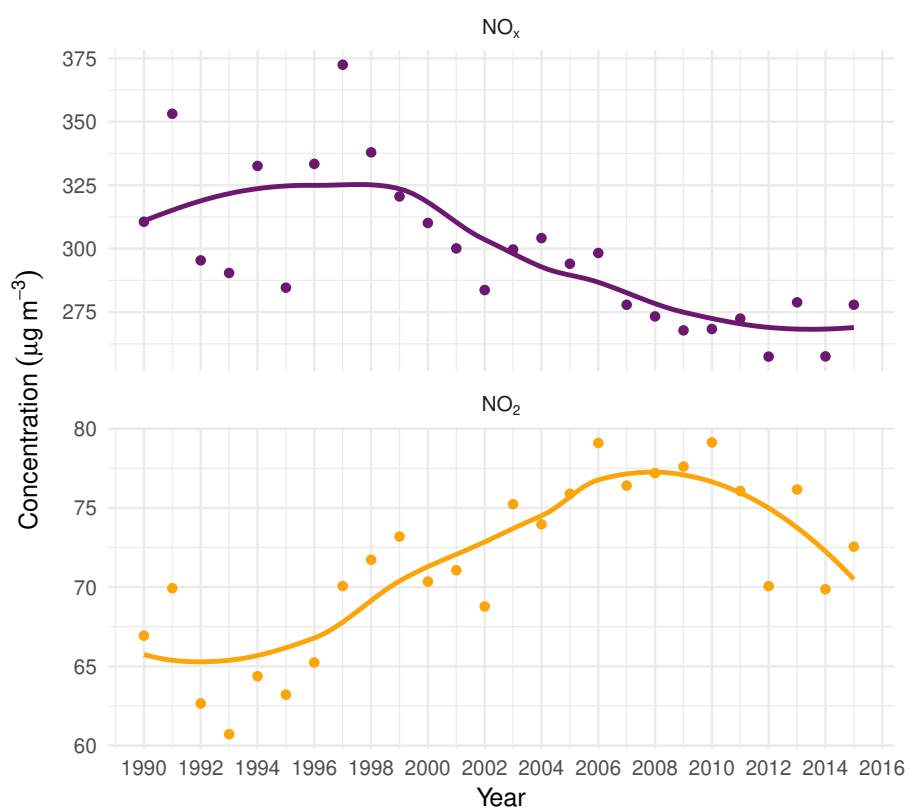


Figure 2: Mean NO_x and NO_2 concentrations after the filtering method was applied (see Methods section) for all roadside monitoring sites for the 61 European urban areas analysed between 1990 and 2015. These concentration data were used for the calculation of the NO_2/NO_x ratio displayed in Fig. 1. The smoothed lines are loess (local regression) fits.

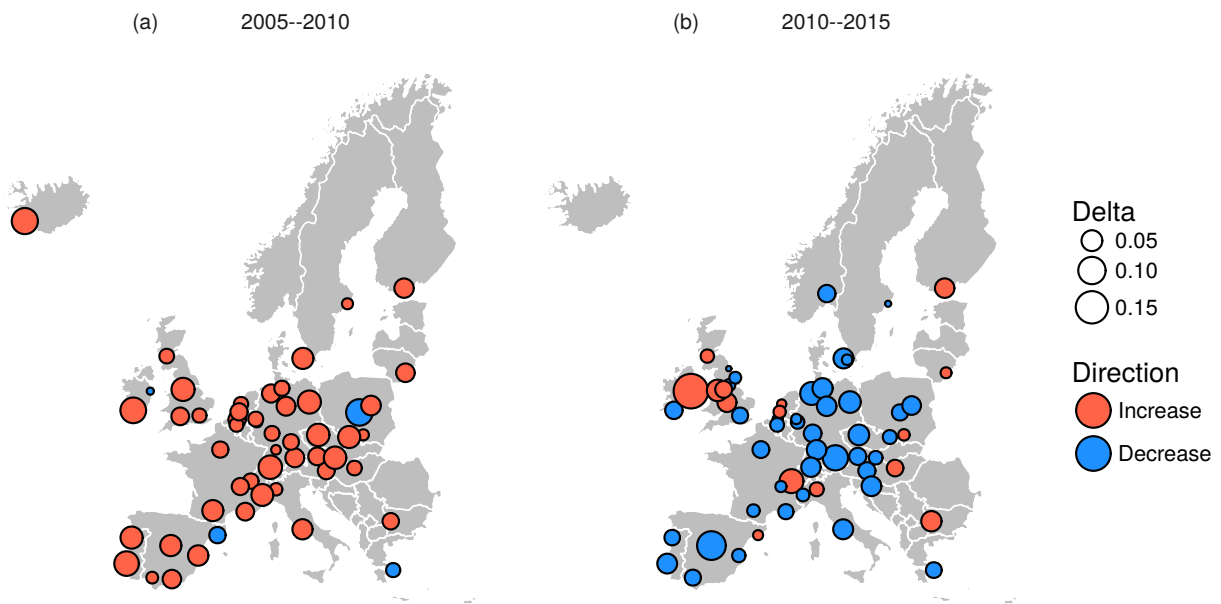


Figure 3: The change in the NO_2/NO_x ratio for each urban area for two time periods, the five years leading up to 2010, and the five years after 2010 (2010 is the year with the highest NO_2/NO_x ratio). Plot (a) shows the change in the NO_2/NO_x ratios from 2005 to 2010 and the plot (b) displays the change in ratio from 2010 to 2015. The size of the dots indicates the magnitude of the change.

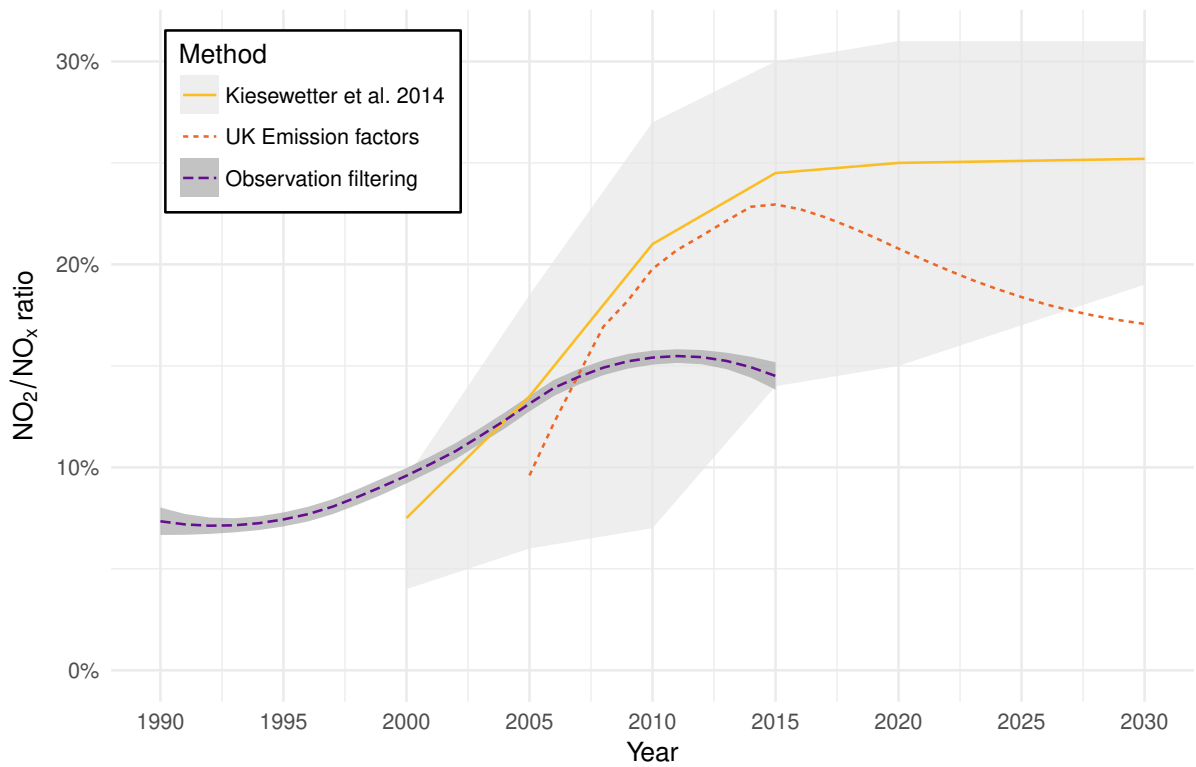


Figure 4: Comparison of three methods which estimate roadside primary NO_2 as a NO_2/NO_x ratio and forecasts from two other sources.^{15,34} Shaded zones are the individual EU member state range in Kiesewetter et al. 2014¹⁵ and the 95 % confidence interval of the observation filtering method's loess fit.