Basic information

2023/0134(COD) COD - Ordinary legislative procedure (ex-codecision procedure) Directive	Awaiting signature of act
CO2 emission class of heavy-duty vehicles with trailers Amending Directive 1999/62 1996/0182(COD) Amending Directive 1999/37 1997/0150(SYN) Amending Directive 2019/520 2017/0128(COD) **Subject** 2.10.03 Standardisation, EC/EU standards and trade mark, certification, compliance 3.20.05 Road transport: passengers and freight 3.40.03 Motor industry, cycle and motorcycle, commercial and agricultural vehicles 3.70.02 Atmospheric pollution, motor vehicle pollution	

Key players

European Parliament

Committee responsible	Rapporteur	Appointed
TRAN Transport and Tourism	RICCI Matteo (S&D)	16/09/2024
	Shadow rapporteur FERBER Markus (EPP) FIDANZA Carlo (ECR) OETJEN Jan-Christoph (Renew) SCHILLING Lena (Greens/EFA) KYLLÖNEN Merja (The Left)	

Former committee responsible	Former rapporteur	Appointed
TRAN Transport and Tourism	VARIATI Achille (S&D)	13/07/2023

Committee for opinion	Rapporteur for opinion	Appointed
ENVI Environment, Climate and Food Safety	The committee decided not to give an opinion.	

Former committee for opinion	Former rapporteur for opinion	Appointed

	ENVI Environment, Public Health and Food Safety	The committee decided not to give an opinion.	

Council of the European Union	

European Commission	Commission DG	Commissioner
	Mobility and Transport	VĂLEAN Adina

European Economic and Social Committee
European Committee of the Regions

Key events

Date	Event	Reference	Summary
04/05/2023	Initial legislative proposal published	COM(2023)0189	
08/05/2023	Committee referral announced in Parliament, 1st reading		
13/11/2024	Resumption of business from the previous parliamentary term		
02/10/2025	Legislative proposal published	COM(2025)0589	
05/05/2026	Vote in committee, 1st reading		
05/05/2026	Committee decision to open interinstitutional negotiations with report adopted in committee		
07/05/2026	Committee report tabled for plenary, 1st reading	A10-0131/2026	Summary
18/05/2026	Committee decision to enter into interinstitutional negotiations announced in plenary (Rule 72)		
20/05/2026	Committee decision to enter into interinstitutional negotiations confirmed by plenary (Rule 72)		
02/09/2026	Approval in committee of the text agreed at 1st reading interinstitutional negotiations	GEDA/A/(2026)004654 PE791.113	
07/10/2026	Decision by Parliament, 1st reading	T10-0328/2026	Summary
07/10/2026	Results of vote in Parliament		
26/10/2026	Act adopted by Council after Parliament's 1st reading		

Technical information

Procedure reference	2023/0134(COD)
Procedure type	COD - Ordinary legislative procedure (ex-codecision procedure)
Procedure subtype	Legislation
Legislative instrument	Directive
Amendments and repeals	Amending Directive 1999/62 1996/0182(COD)

	Amending Directive 1999/37 1997/0150(SYN) Amending Directive 2019/520 2017/0128(COD)
Legal basis	Treaty on the Functioning of the European Union TFEU 091-p1
Mandatory consultation of other institutions	European Economic and Social Committee European Committee of the Regions
Stage reached in procedure	Awaiting signature of act
Committee dossier	TRAN/10/00217

Documentation gateway

European Parliament

Document type	Committee	Reference	Date	Summary
Committee draft report		PE784.241	26/02/2026	
Amendments tabled in committee		PE786.740	26/03/2026	
Committee report tabled for plenary, 1st reading/single reading		A10-0131/2026	07/05/2026	Summary
Text agreed during interinstitutional negotiations		PE791.113	15/07/2026	
Text adopted by Parliament, 1st reading/single reading		T10-0328/2026	07/10/2026	Summary

Council of the EU

Document type	Reference	Date	Summary
Coreper letter confirming interinstitutional agreement	GEDA/A/(2026)004654	15/07/2026	
Draft final act	00058/2026/LEX	13/11/2026	

European Commission

Document type	Reference	Date	Summary
Initial legislative proposal	COM(2023)0189	04/05/2023	Summary
Legislative proposal	COM(2025)0589	02/10/2025	Summary
Commission response to text adopted in plenary	SP(2026)11-13	13/11/2026	

National parliaments

Document type	Parliament /Chamber	Reference	Date	Summary
Contribution	ES_PARLIAMENT	COM(2025)0589	28/11/2025	

Other institutions and bodies

Institution/body	Document type	Reference	Date	Summary
	Economic and Social Committee:			

EESC	opinion, report	CES3043/2023	20/09/2023	
EESC	Economic and Social Committee: opinion, report	CES3779/2025	03/12/2025	

Additional information		
Source	**Document**	**Date**
European Commission	EUR-Lex	

Meetings with interest representatives published in line with the Rules of Procedure

Rapporteurs, Shadow Rapporteurs and Committee Chairs

Transparency

Name	Role	Committee	Date	Interest representatives
FERBER Markus	Shadow rapporteur	TRAN	17/06/2026	DHL Group
FERBER Markus	Shadow rapporteur	TRAN	21/04/2026	DHL Group
FERBER Markus	Shadow rapporteur	TRAN	11/03/2026	DHL Group
SCHILLING Lena	Shadow rapporteur	TRAN	19/02/2026	AUTOBAHNEN- UND SCHNELLSTRASSEN-FINANZIERUNGS-AKTIENGESELLSCHAFT
SCHILLING Lena	Shadow rapporteur	TRAN	14/01/2026	The Acker Group
FERBER Markus	Shadow rapporteur	TRAN	13/01/2026	Association of Electronic Toll and Interoperable Service
FERBER Markus	Shadow rapporteur	TRAN	12/01/2026	DHL Group
FERBER Markus	Shadow rapporteur	TRAN	11/12/2025	ZF Friedrichshafen AG
FERBER Markus	Shadow rapporteur	TRAN	22/10/2025	DHL Group
GIESEKE Jens	Shadow rapporteur	TRAN	15/11/2023	Verband der Automobilindustrie e.V.
GIESEKE Jens	Shadow rapporteur	TRAN	09/11/2023	Zentralverbands Deutsches Kfz-Gewerbe (ZDK)
GIESEKE Jens	Shadow rapporteur	TRAN	08/11/2023	ACEA
GIESEKE Jens	Shadow rapporteur	TRAN	08/11/2023	Bundesverband Güterkraft Logistik und Entsorgung
GIESEKE Jens	Shadow rapporteur	TRAN	07/11/2023	MAHLE International GmbH (MAHLE)
GIESEKE Jens	Shadow rapporteur	TRAN	07/11/2023	Volta Trucks AB
	Shadow			

GIESEKE Jens	rapporteur	TRAN	07/11/2023	MAN Truck & Bus SE (MAN)
GIESEKE Jens	Shadow rapporteur	TRAN	24/10/2023	Robert Bosch GmbH
GIESEKE Jens	Shadow rapporteur	TRAN	18/10/2023	ExxonMobil Petroleum & Chemical (EMPC)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	eFuel Alliance (eFuel)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	IVECO GROUP N.V. (IVECO GROUP)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	FuelsEurope (FuelsEurope)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	European Association Automotive Suppliers (CLEPA)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	UNITI Bundesverband EnergieMittelstand e.V. (UNITI)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	Repsol, S.A. (Repsol)
GIESEKE Jens	Shadow rapporteur	TRAN	11/10/2023	Fédération Nationale des Transports Routiers (FNTR)
GIESEKE Jens	Shadow rapporteur	TRAN	10/10/2023	ZF Friedrichshafen AG
GIESEKE Jens	Shadow rapporteur	TRAN	09/10/2023	Gütegemeinschaft Buskomfort e.V.
GIESEKE Jens	Shadow rapporteur	TRAN	04/10/2023	Caravaning Industrie Verband e.V.
GIESEKE Jens	Shadow rapporteur	TRAN	03/10/2023	Eurométropole de Strasbourg
GIESEKE Jens	Shadow rapporteur	TRAN	03/10/2023	Grand Est-Europe (GE-Europe)
RIQUET Dominique	Shadow rapporteur	TRAN	12/07/2023	UNI VDL
RIQUET Dominique	Shadow rapporteur	TRAN	01/06/2023	Fédération Nationale des Transports Routiers
RIQUET Dominique	Shadow rapporteur	TRAN	30/05/2023	AVERE

Other Members

Transparency		
Name	**Date**	**Interest representatives**
AXINIA Adrian-George	29/04/2026	Acea S.p.A.
AXINIA Adrian-George	29/04/2026	Eni S.p.A.
AXINIA Adrian-George	22/04/2026	IVECO GROUP N.V.
AGIRREGOITIA MARTÍNEZ Oihane	20/04/2026	Sernauto
WÖLKEN Tiemo	17/02/2026	System Trailers GmbH, Heiwo Carosserien

		Wüllhorst Fahrzeugbau Maschinenfabrik Bernhard Krone GmbH Schmitz Cargobull AG
WÖLKEN Tiemo	22/10/2025	Krone Nutzfahrzeug-Gruppe
WÖLKEN Tiemo	10/10/2025	Bundesverband Güterkraftverkehr Logistik und Entsorgung (BGL) e.V.
SALINI Massimiliano	01/10/2025	ACEA automotive
OETJEN Jan-Christoph	16/01/2024	ExxonMobil Petroleum & Chemical
FURORE Mario	14/11/2023	ExxonMobil Petroleum & Chemical
SOLÍS PÉREZ Susana	13/11/2023	Association des Constructeurs Européens d'Automobiles
RUDNER Thomas	08/11/2023	Bundesverband Güterkraftverkehr Logistik und Entsorgung (BGL) e.V.
SOLÍS PÉREZ Susana	31/10/2023	IVECO GROUP N.V.
LUENA César	21/09/2023	Transport and Environment (European Federation for Transport and Environment)
VITANOV Petar	28/06/2023	ECTA
BILBAO BARANDICA Izaskun	14/06/2023	Repsol, S.A.
VITANOV Petar	24/05/2023	Tesla Motors Netherlands B.V.
VITANOV Petar	10/05/2023	IVECO GROUP N.V.

CO2 emission class of heavy-duty vehicles with trailers

2023/0134(COD) - 04/05/2023

PURPOSE: to include the effect of trailers and semi-trailers on the CO2 emissions of heavy goods vehicle combinations when determining the reduction of road charges.

PROPOSED ACT: Directive of the European Parliament and of the Council.

ROLE OF THE EUROPEAN PARLIAMENT: the European Parliament decides in accordance with the ordinary legislative procedure and on an equal footing with the Council.

BACKGROUND: Directive (EU) 2022/362 of the European Parliament and of the Council enables CO2 emission-based differentiation of road charges for heavy-duty vehicles as well as for light duty vehicles in order to incentivise operators to deploy more efficient vehicles. At the time of its adoption, a legal framework for the certification of the effect of trailers on the CO2 emissions of heavy goods vehicle combinations was not available yet. Therefore, trailers could not be included in the CO2 emission-based differentiation of road charges.

Although a trailer does not consume energy by itself, it requires energy from the towing motor vehicle to be moved. The optimisation of the energy efficiency of trailers leads to the reduction of the CO2 emissions of conventional vehicles and to the increase in vehicles' autonomy. Trailers have a significant potential for reduction of CO2 emissions of heavy goods vehicle combinations and could play an important role in the decarbonisation of the road freight transport sector.

Recital 31 of Directive (EU) 2022/362 called for the Commission to include the effect of trailers and semi-trailers on the CO2 emissions of heavy goods vehicle combinations when determining the reduction of road charges once legally certified values for the effect of trailers and semi-trailers on the CO2 emissions of heavy goods vehicle combinations are available. The condition laid down in the recital was fulfilled by the adoption of Commission Implementing Regulation (EU) 2022/1362.

CONTENT: the proposal aims to amend Directive 1999/62/EC, Council Directive 1999/37/EC and Directive (EU) 2019/520 to establish **rules to include the effect of trailers on the CO2 emissions of heavy goods vehicle combinations** in road charging schemes that differentiate road charges based on vehicles' CO2 emission.

The proposed measures only contribute to achieving the objectives set, notably of a consistent application of the 'polluter pays' and 'user pays' principles.

This proposal complements the proposal for a Regulation amending Regulation (EU) 2019/1242, which extends its scope so as to set requirements on trailers' manufacturers with regard to their new fleets, and thus applies to the supply side of the road freight transport sector. This proposal applies to the demand side of this sector by incentivising the purchase of more efficient trailers by transport operators.

The differentiation of road charges introduced in this proposal applies only to more efficient trailers. This means that road operators, toll service providers, and toll chargers do not need to register the relevant information of other trailers. The definition of trailer classes is meant to simplify implementation for those undertakings with a significant number of trailers.

The initiative is supported by the Impact Assessment performed for the revision of Regulation (EU) 2019/1242 of the European Parliament and of the Council. The Impact Assessment has concluded that the energy efficiency of trailers has a significant potential for improvement and such measures would make a cost-efficient contribution to the reduction of CO2 emissions from heavy-duty vehicles. In economic terms, the net economic savings over the vehicle lifetime from a societal perspective range from nearly EUR 11 500 in the case of reefer drawbar trailers to over EUR 42 500 for an average semi-trailer with box body.

CO2 emission class of heavy-duty vehicles with trailers

2023/0134(COD) - 02/10/2025

This **amended proposal** for an amending directive would amend certain provisions of Directive 1999/62/EC on the charging of road infrastructure, which refer to other Union legislation, in order to make them **clearer, simpler and more precise**.

Directive 1999/62/EC regulates the imposition of tolls and user charges for the use of road infrastructure. Directive (EU) 2022/362 amended Directive 1999/62/EC by enabling, among other changes, road charging on the basis of the CO2 emissions of vehicles. The Directive therefore contains several references to the EU legislation regulating the CO2 emissions performance of heavy-duty vehicles (HDVs). Specifically, this matter is regulated in the EU under Regulation (EU) 2019/1242 setting CO2 emission performance standards for new heavy-duty vehicles and under Commission Regulation (EU) 2017/2400 as regards the determination of the CO2 emissions and fuel consumption of heavy-duty vehicles.

Since the adoption of the original proposal, recent amendments to those regulations affected the provisions of Directive 1999/62/EC that refer to those regulations. This reduced legal clarity and increased implementation and administrative obstacles.

This amended proposal preserves the aims of the original proposal to include the effect of trailers on the CO2 emissions of heavy goods vehicle combinations in road charging schemes that differentiate road charges based on the vehicles' CO2 emissions. It aims to:

- adjust the references of Directive 1999/62/EC to those regulations to increase the legal clarity of those provisions;

- ensure that sufficient lead time is granted for implementing the changes to Regulation (EU) 2019/1242 that are reflected in Directive 1999/62/EC, such as the extension to new vehicle sub-groups;

- indicate how to treat certain vehicles covered by those regulations in cases that could lead to an ambiguous interpretation under Directive 1999/62 /EC, in order to ensure a harmonised approach across the EU.

This proposal also simplifies Directive 1999/62/EC by deleting the provisions that allow the scope of the Directive to be extended to vehicle groups already covered by Regulation (EU) 2017/2400 but not yet covered by Regulation (EU) 2019/1242.

The Commission plans to repeal Commission Implementing Decision (EU) 2023/2698 when the reference CO2 emissions for certain vehicle sub-groups will be published under Regulation (EU) 2019/1242.

The proposed changes concern the **definitions** of CO2 emissions, zero-emission vehicle, low-emission heavy-duty vehicle, vehicle group, emission reduction trajectory and reference CO2 emissions, as well as of Article 7ga and Article 8(3), while preserving their original meaning.

The amended proposal for a directive aims, *inter alia*, to:

- clarify the point in time from when the obligation to vary road charges based on CO2 emissions for a vehicle sub-group applies;

- specify the date from which the adjustments to reference CO2 emissions adopted under Regulation (EU) 2019/1242 apply;

- clarify how to allocate CO2 emission classes to vehicles accompanied by a customer information file and first registered before the start of the emission reduction trajectory;

- specify how to allocate vocational vehicles to CO2 emission classes;

- specify how to allocate retrofitted zero-emission vehicles to CO2 emission classes;

- clarify how to allocate dual-fuel vehicles to CO2 emission classes;

- delete certain provisions that have become obsolete.

The amended proposal provides **greater clarity and legal certainty**, thus allowing national administrations and businesses to more clearly understand their rights and obligations.

CO2 emission class of heavy-duty vehicles with trailers

2023/0134(COD) - 07/05/2026 - Committee report tabled for plenary, 1st reading/single reading

The Committee on Transport and Tourism adopted a report by Matteo RICCI (S&D, IT) on the amended proposal for a directive of the European Parliament and of the Council amending Directive 1999/62/EC, Council Directive 1999/37/EC and Directive (EU) 2019/520 as regards the CO2 emission class of heavy-duty vehicles with trailers and clarifying and simplifying certain provisions.

The committee responsible recommended that the European Parliament's position adopted at first reading under the ordinary legislative procedure should amend the proposal as follows:

Definitions

To guarantee legal certainty, consistency in classification, and the proper application of the charging framework, the report includes a definition of '**light-duty vehicle**' to mean a vehicle with a technically permissible maximum laden mass not exceeding 3.5 tonnes and alternativelyfuelled vehicles of category M1 with a maximum mass not exceeding 4.25 tonnes.

Charges

Member States, taking into account the VECTO methodology, will ensure that the application of the CO2-based classification and differentiation of charges for heavy-duty vehicles takes into account the actual use of vehicle combinations in logistic systems.

To this end, particular attention should be paid to: (i) the proportion of empty journeys and the loading rate; (ii) the multi-use of vehicles and trailers; (iii) the loading efficiency of the trailer and specific use like side-opening trailers used for military or commercial use; (iv) the impact on the efficiency and resilience of the transport system; (v) life-cycle emissions.

Moreover, Member States may provide for **reduced rates** of infrastructure or user charges, or exemptions to pay infrastructure or user charges for zero emission vehicles of any vehicle group from 24 March 2022 until 30 June 2031. Within this period, Member States may apply a reduced rate of infrastructure or user charge for low-emission vehicles up to **75%**, should a higher exemption to pay infrastructure or user charges for zero emission vehicles be in place. From 1 July 2031, such reductions for zero-emission vehicles will be limited to 75 % compared to the charge applicable to CO2 emission class 1, and for low emission vehicles they will be limited to up to 50% compared to the charge applicable to CO2 emission class 1.

Member States will consider as eligible for classification in a CO2 emission class all vehicles for which the road user can provide evidence of the CO2 emissions in a **customer information file**, based on their verified CO2 emissions performance, applied in a **technologically neutral manner**.

For the purposes of verification and enforcement, Member States will ensure that the CO2 emission class included in the customer information file is made available in an accessible format, including as a physical printout, QR code, mobile certificate or, where available, via Union systems, and may be integrated into the vehicle registration document.

Member States will mutually recognise the CO emission class of a motor vehicle and of a trailer as determined by the Member State in which that vehicle or trailer is registered. To this end, the CO emission class contained in the certificate of conformity or the vehicle registration certificate will be made available via an **interoperable electronic exchange system**, such as MOVE-HUB, as part of the vehicle registration data.

Lastly, Member States may provide for a reduction of up to 10 % of the infrastructure charge or user charge applicable to a given vehicle in accordance with its CO emission class, for vehicles equipped with an **electrified transport refrigeration unit**.

CO2 emission class of heavy-duty vehicles with trailers

2023/0134(COD) - 07/10/2026 - Text adopted by Parliament, 1st reading/single reading

The European Parliament adopted by 475 votes to 96, with 70 abstentions, a legislative resolution on the proposal for a directive of the European Parliament and of the Council amending Directive 1999/62/EC, Council Directive 1999/37/EC and Directive (EU) 2019/520 as regards the CO2 emission class of heavy-duty vehicles with trailers and clarifying and simplifying certain provisions.

This directive aims to ensure consistent application throughout the Union of the rules relating to the **classification of heavy goods vehicles intoCO2 emissions**, as well as **varying infrastructure charges and user charges**.

The European Parliament adopted its position at first reading by amending the Commission's proposal as follows:

Road charges and fees

This directive should clarify the date from which the obligation to vary road charges based on CO2 emissions of a vehicle sub-group applies. This directive should therefore consistently refer to the publication of reference CO2 emissions of a vehicle sub-group adopted in accordance with Article 11 (1) of Regulation (EU) 2019/1242 laying down CO2 emission performance standards for new heavy-duty vehicles.

This directive should also give sufficient implementation time to national authorities and toll service providers to classify the vehicles of those vehicle sub-groups into CO2 emission classes. Member States should have at least 12 months to implement the variation of road charges for new vehicle sub-groups after the publication of their reference CO2 emissions.

For the purposes of predictability and simplification, such variation should always apply either from 1 July of the year following the year of publication of the new vehicle sub-group's reference CO2 emissions, if that publication occurred before 1 July, or from 1 January of the second year following the year of publication of the new vehicle sub-group's reference CO2 emissions, if that publication occurred on or after 1 July.

Member States may provide for **reduced rates of infrastructure charges or user charges**, or exemptions from the obligation to pay infrastructure charges or user charges, for zeroemission vehicles of any vehicle group from **24 March 2022 to 30 June 2031**. Within that period, provided that an exemption from the obligation to pay infrastructure charges or user charges is in place for zero-emission vehicles, Member States may apply an appropriate reduction of the rate of infrastructure charges or user charges for low-emission vehicles that shall be limited to **75 %** compared to the charge applicable to vehicles in CO2 emission class 1.

From 1 July 2031, reductions for zero-emission vehicles should be limited to 75 % compared to the charge applicable to vehicles in CO2 emission class 1. A reduction of the rate for low-emission vehicles may be applied only if a higher rate of reduction is in place for zero-emission vehicles and should be limited to 50 %.

Emissions reduction trajectory

Member States should ensure that vehicles that have been classified in CO2 emission class 1 or 2 by using an emission reduction trajectory based on a CO2 emissions reduction target for 2030 of 43 % are reclassified by using an emission reduction trajectory based on a CO2 emissions reduction target for 2030 of 30%.

Member States should:

- consider as eligible for classification in a CO2 emission class all vehicles for which the road user can provide evidence of the CO2 emissions in a customer information file;

- treat vocational vehicles as vehicles belonging to the corresponding non-vocational vehicle sub-group.

Member States should not apply reduced charges in accordance with CO2 emission class 5 to zero-emission vehicles that have been retrofitted with a fuel-powered engine that generates electrical energy or that contributes to the propulsion of the vehicle. Member States shall instead apply the charges in accordance with CO2 emission class 1.

Vehicle manufacturers may use the simulation tool referred to in Regulation (EU) 2017/2400 to determine the CO2 emissions of a dual-fuel vehicle, after its production date, where the production date of that vehicle is before 1 January 2024. Member States should accept the simulation produced by manufacturers as evidence of a vehicle's CO2 emissions, provided that the manufacturer concerned sends the Member State concerned the results of that simulation directly and in digital format together with the decision of the Commission communicated to that manufacturer.

Assessment

By 30 June 2029, the Commission should assess the following options:

- allowing Member States to vary toll rates based on the characteristics of trailers taking into account the specific conditions in different Member States, such as the heterogeneity of trailer fleets, the various technologies and equipment on the market and the total energy reduction from using those technologies and equipment; and

- determining CO2 emissions of retrofitted motor vehicles and trailers.

The Commission will consider the possible effects of the options on the application and effectiveness of Regulation (EU) 2019/1242. It will take into account the results of any pilot projects in this area and will consider the administrative burden, operational constraints, the economic parameters of the technologies on the market, and the cost-effectiveness. Based on this assessment, the Commission may, where appropriate, submit a legislative proposal to amend this Directive.