



2025/2459

4.12.2025

DIRECTIVE (EU) 2025/2459 OF THE EUROPEAN PARLIAMENT AND OF THE COUNCIL

of 26 November 2025

amending Directive 1999/62/EC as regards the extension of the period in which zero-emission heavy-duty vehicles can benefit from significantly reduced rates of infrastructure or user charges or from exemptions to pay them

(Text with EEA relevance)

THE EUROPEAN PARLIAMENT AND THE COUNCIL OF THE EUROPEAN UNION,

Having regard to the Treaty on the Functioning of the European Union, and in particular Article 91(1) thereof,

Having regard to the proposal from the European Commission,

After transmission of the draft legislative act to the national parliaments,

Having regard to the opinion of the European Economic and Social Committee ⁽¹⁾,

After consulting the Committee of the Regions,

Acting in accordance with the ordinary legislative procedure ⁽²⁾,

Whereas:

- (1) The registration figures of new zero-emission heavy-duty vehicles in the Union have recently increased but remain too low to achieve the CO₂ emission reduction targets of the transport sector set in the Commission communication of 9 December 2020 entitled 'Sustainable and Smart Mobility Strategy – putting European transport on track for the future'. One of the main barriers to wider deployment of zero-emission heavy-duty vehicles is the high upfront cost of acquiring such a vehicle. Securing a stronger business case for investing in zero-emission vehicles means working towards cost parity with conventional vehicles. The total cost of ownership consists of the upfront investment made to acquire the vehicle and the operational costs incurred during the vehicle's lifetime. The gap in the total cost of ownership between conventional and zero-emission vehicles can be reduced by lowering the operational costs of zero-emission vehicles. Those costs include road charges.
- (2) Directive (EU) 2022/362 of the European Parliament and of the Council ⁽³⁾ amended Directive 1999/62/EC of the European Parliament and of the Council ⁽⁴⁾ by, among other changes, making it possible to set road charges according to vehicles' CO₂ emissions. It introduced the possibility of varying infrastructure and user charges and/or internalising the external costs of CO₂ emissions. Both measures affect the operational costs of vehicles. The variation of charges decreases the operational costs of less-polluting vehicles, while external cost charges increase the operational costs of more-polluting vehicles. Both measures reduce the gap in the total cost of ownership between zero-emission and conventional vehicles. Both measures are important for strengthening the business case for investing in zero-emission vehicles.
- (3) Article 7ga(1), fifth subparagraph, of Directive 1999/62/EC currently gives Member States the possibility of applying reduced rates of infrastructure or user charges without putting any ceiling on such reductions, or of applying full exemptions from such charges, until 31 December 2025. Member States were required to transpose Directive (EU) 2022/362 into national law by 25 March 2024. That transposition deadline implies a very short implementation period of less than two years, which is too short to meaningfully incentivise the demand of new zero-emission heavy-duty vehicles. The implementation period should therefore be extended in order to create the right conditions for the wider deployment of zero-emission vehicles.

⁽¹⁾ Opinion of 18 September 2025 (not yet published in the Official Journal).

⁽²⁾ Position of the European Parliament of 7 October 2025 (not yet published in the Official Journal) and decision of the Council of 27 October 2025.

⁽³⁾ Directive (EU) 2022/362 of the European Parliament and of the Council of 24 February 2022 amending Directives 1999/62/EC, 1999/37/EC and (EU) 2019/520, as regards the charging of vehicles for the use of certain infrastructures (OJ L 69, 4.3.2022, p. 1, ELI: <http://data.europa.eu/eli/dir/2022/362/oj>).

⁽⁴⁾ Directive 1999/62/EC of the European Parliament and of the Council of 17 June 1999 on the charging of vehicles for the use of road infrastructures (OJ L 187, 20.7.1999, p. 42, ELI: <http://data.europa.eu/eli/dir/1999/62/oj>).

- (4) The variation of road charges affects investment decisions of transport operators acquiring a new vehicle. It therefore has an effect on the demand side of the market for new heavy-duty vehicles. Heavy-duty vehicle manufacturers constitute the supply side of the same market. They have a CO₂ emissions reduction target of 43 % by 2030, as set out in Regulation (EU) 2019/1242 of the European Parliament and of the Council⁽⁵⁾. While efficient conventional vehicles also contribute to the achievement of that target, the wider deployment of zero-emission vehicles is necessary in order to achieve it. The first year when manufacturers are to achieve that target is the reporting period 2030, with a deadline of 30 June 2031.
- (5) To ensure a clear and coherent legal framework and to support Union companies in the automotive sector in achieving their reduction targets for CO₂ emissions, the timing of the measures on the demand and supply side of the market of heavy-duty vehicles should be aligned. The date until which it is possible for Member States to apply significantly reduced rates of infrastructure or user charges or to exempt zero-emission vehicles from such charges should therefore be postponed to 30 June 2031.
- (6) The optional nature of the amended provision means that Member States are not obliged to transpose this Directive. They should nevertheless immediately inform the Commission if they use the option to grant zero-emission vehicles significantly reduced rates of infrastructure and user charges or exemptions to pay them after 31 December 2025,

HAVE ADOPTED THIS DIRECTIVE:

Article 1

In Article 7ga(1), fifth subparagraph, of Directive 1999/62/EC, the date '31 December 2025' is replaced by '30 June 2031', and the date '1 January 2026' is replaced by '1 July 2031'.

Article 2

Member States shall immediately inform the Commission of measures taken pursuant to this Directive.

Article 3

This Directive shall enter into force on the twentieth day following that of its publication in the *Official Journal of the European Union*.

Article 4

This Directive is addressed to the Member States.

Done at Strasbourg, 26 November 2025.

For the European Parliament

The President

R. METSOLA

For the Council

The President

M. BJERRE

⁽⁵⁾ Regulation (EU) 2019/1242 of the European Parliament and of the Council of 20 June 2019 setting CO₂ emission performance standards for new heavy-duty vehicles and amending Regulations (EC) No 595/2009 and (EU) 2018/956 of the European Parliament and of the Council and Council Directive 96/53/EC (OJ L 198, 25.7.2019, p. 202, ELI: <http://data.europa.eu/eli/reg/2019/1242/oj>).